

MEASURES RELATING TO VITAL RECORDS
AND VITAL STATISTICS

MESSAGE

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

REPORT OF THE BUREAU OF THE BUDGET
ON MEASURES RELATING TO VITAL
RECORDS AND VITAL STATISTICS



JUNE 24, 1943.—Referred to the Committee of the Whole House on the
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LETTER OF TRANSMITTAL

THE WHITE HOUSE,
Washington, June 24, 1943.

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: In a letter dated July 27, 1942, I indicated that I would ask the Director of the Bureau of the Budget to make a comprehensive study of organizations and problems in the field of vital records. The Director has reported to me on this subject and I am transmitting his report to you herewith. I am transmitting another copy of the report to the President of the Senate. In view of the relevance of this report to the subject matter of various bills which are now before the Congress, I would suggest that the report and appendixes I-VIII might appropriately be printed as a public document. .

Respectfully,

FRANKLIN D. ROOSEVELT.

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REPORT OF THE BUREAU OF THE BUDGET ON MEASURES RELATING TO VITAL RECORDS AND VITAL STATISTICS

Summary and recommendations.—Unprecedented official and public demands in the last few years for certifications of facts contained in vital records have seriously disrupted the functioning of State, Territorial, and local vital statistics offices throughout the Nation. In diverting a large part of their resources and personnel to the greatly expanded task of receiving, recording, and certifying delayed birth certificates for adults whose births were not duly registered when they occurred, many States have so neglected their basic responsibilities for securing current registration that perhaps a quarter-million babies are annually being added to the millions of American citizens for whom no birth certificates are on file.¹ As a result of this situation and of the difficulties consequently experienced by applicants for documentation of their status, numerous bills relating to vital records have been introduced in the last two sessions of Congress. Most of these bills have been devised to meet immediate demands without due reference to the damage which they might do to the basic system of records on which individuals must depend for protection of their interests, and public health and welfare programs for definition of their problems and measurement of their achievements.

During the past year several groups have made intensive studies of this situation. The Commission on Vital Records established by the Director of the Office of Defense Health and Welfare Services released its final report on February 3, 1943, after deliberations extending over many months in the course of which attention was given both to wartime requirements and to continuing future needs. Its report, which was forwarded to the Bureau of the Budget, contains three recommendations:

(1) That a national population registration establishing the identity of all people in the United States should be carried out at this time if deemed essential to the war effort.

(2) That the existing vital records organizations of the country at national, State, and local levels be strengthened and coordinated into a system, the principal objective of which will be directed at serving the various national, State, local and individual needs in the use of vital records. This should be done whether or not a general national population registration for identity is judged necessary at this time.

(3) That a single agency of the United States Government be charged with responsibility for carrying out the objectives of (1) and/or (2).

The Budget Bureau has sought the opinions of the war agencies having potentially the most important interests in a national registration for identification purposes, and has been informed by all those

¹ See pp 62, ff, and 235, ff.

which have replied that such a registration is not sufficiently needed at present for their respective purposes to justify the expenditure of time and personnel which it would require. At present, therefore, no further action is indicated with respect to the Commission's first recommendation, but consideration should be given to the second and third recommendations.

The Association of State and Territorial Health Officers on April 14, 1943, submitted to the Bureau of the Budget a report which proposes the establishment of a national vital records office to serve as the focal point in a cooperative vital records system embracing the existing State and independent city offices. This recommendation, it will be observed, is substantially identical with recommendations (2) and (3) of the Vital Records Commission.

After independent study of the same problems and critical examination of the findings and recommendations of the previously mentioned groups, the Bureau of the Budget recommends:

1. *That a national vital records office should be established as a separate organizational unit in the United States Public Health Service, the head of the office to report directly to the Surgeon General.*

This office should work with and through the existing State and local vital statistics agencies with a view to developing a record system which, while Nation-wide in scope, will preserve the wholesome responsibility of the State and local governments. The proposed office should not only assume the functions of the present Division of Vital Statistics of the Bureau of the Census but should also be authorized to take appropriate steps (within the framework of normal Federal-State relationships) to promote higher standards of performance within and better coordination among the State and local vital records agencies.

If the foregoing recommendation is adopted, it is further recommended:

2. *That pending legislative proposals to authorize certain Federal agencies to issue documents as substitutes for birth certificates should not be enacted.*

Issuance of a certificate attesting the facts of birth or citizenship of an adult should presuppose the examination of documentary evidence or the taking of competent testimony. If any existing Federal agency were to undertake this function, it would have to employ a substantial number of additional personnel, and the end result would be to retard the development of complete records in the established vital records offices of the States and Territories. The present unsatisfactory situation ought not to be attacked by creating redundant and possibly conflicting records, agencies, and services; on the contrary, simplification is to be desired.

In support of these recommendations, there are presented in the following pages discussions of the nature of the problem to be solved, possible approaches to a solution, advantages to be gained by the establishment of a central vital records office, and the appropriate location of such an office within the executive branch of the Government.

Nature of the problem to be solved.—The facts that numerous bills relating to vital records have been introduced in the last two sessions of Congress and that some of them have been passed by one house or

the other is sufficient indication of public dissatisfaction with the existing situation. Since the proposed remedies are varied and inconsistent, it has been necessary to restudy the problems of vital records and vital statistics, and to restate a large number of facts which underlie the immediate and acute problems which now demand solution. Discovery of a constructive solution which will be more than a remedy for present painful symptoms must start with a comprehensive analysis of the nature, status, and uses of all kinds of vital records. Appendixes IV-VIII of this report contain detailed accounts of these matters; they will be briefly summarized here.

American vital records are surprisingly inadequate in view of the very substantial sums of money currently spent on them. It has been estimated that in a single year the Federal Government expends 2 million dollars and the State and local agencies 6½ million dollars for vital records and vital statistics, while the public pays a total of perhaps 12 million dollars in fees to governmental agencies, lawyers, and other private organizations for services in obtaining documentary evidence.² While these figures overlap to some extent, they nevertheless indicate that vital records are expensive.

Documents commonly recognized to be vital records are those of birth, death, stillbirth, marriage, divorce, annulment, adoption, legitimation, and change of name. Many other public records, not to be considered as vital records in the above sense, must be coordinated with them for a variety of reasons. Such governmental records are those made for purposes of social security, military induction, enlistment or discharge, rights to practice a profession or drive a car, immigration, emigration, naturalization, electoral privileges, payments of benefits or pensions, rationing registrations, census enumeration, and a host of others.

Sometimes public records which are not strictly speaking vital records are used as substitutes for nonexistent vital records. An example is the use of old census records to prove the facts of birth for persons who do not have properly filed birth certificates. Sometimes records in the hands of nongovernmental agencies, or even of the private individual, are also used as substitutes for nonexistent vital records. Illustrations of these are baptismal records and records in family Bibles. Such privately held documents are more subject to fraud, counterfeiting, and unintentional error than officially held certificates.

Vital records of all kinds are the raw materials of statistics used in planning, appraisal, or study of public health programs, population movements, and a variety of social services. But, as previously indicated, there are increasingly numerous occasions on which it is necessary to have official documentary proof of the status of a particular individual with respect to nativity, marital condition, and familial relationships, or death. Instances of such uses of birth records include proof of eligibility for employment, military service, social-security benefits, or inheritance of property. Records of marriage, divorce, and adoption are often required as evidence of familial relationships by which an individual may be eligible for soldiers' dependency allowances, veterans' pensions, or social insurance benefits. Death records are needed to establish rights to insurance benefits and

² See appendix VIII.

are used by governmental welfare and pension agencies to prevent continuance of payments for deceased beneficiaries.³

Most of the end uses of vital records relate to a few basic questions.

1. *Identity: Who is a person?* An all-inclusive answer would involve fixation of the personal identity of all individuals in the United States, possibly through fingerprint, signature, or photograph, and possession by each person of an identity card.

2. *Residence: Where is a person?* To answer this question implies keeping a continuously up-to-date record of where every person in the country has resided and where he now resides.

The first recommendation of the Vital Records Commission, cited above, is directed toward these two questions. As previously indicated, the Bureau of the Budget feels that a national population registration for personal identification ought not to be undertaken at this time.

3. *Proof: How can proof of facts about a person be established?* Documentary proof is most cogent if the documents have been continuously under official jurisdiction. Hence birth, death, marriage, and divorce certificates filed soon after the event recorded have a particularly high value.

4. *Certification: What can an individual show to prove the facts he claims?* Official certification by a registration office is the best answer. Alternatively, the individual may submit his evidence to the organization or person requiring proof for administrative purposes and let the latter decide whether or not the proof is sufficient. Under such procedure, the same evidence might be acceptable at one time and unacceptable the next. The courts are sometimes called upon to judge evidence of this nature. However, this method takes a great deal of time, and is usually expensive to the individual. Lack of uniform and adequate standards of certification is among the most pressing defects in the existing vital record system.

5. *Linkage of certification with identity: How can a person prove that he himself is the person referred to in a document which attests certain facts?* If one is personally known in the community there is no difficulty; in this case, a certified copy of a birth certificate or other vital record bearing his name would pass unchallenged. But today, with millions of people moving to and fro across the country there is widespread need for proof of personal identity that can be linked to documents purporting to prove facts.

Personal identity cannot be positively fixed and linked with various documentary evidence except by a national registration system. Such a system cannot well be instituted under present circumstances.

6. *Record linkage: How can one record of a person, such as the death certificate, be linked to other records of the same person, such as the birth certificate, the social security file, and other official documents?* The Vital Records Commission clearly recognized this urgent need in its statement that efforts to meet both public and private needs would not be "altogether effective until files of information on the individual are coordinated by tying one set of records to another through a common factor, namely a fixed

³ See appendix IV.

identity number. * * *” A basis for linkage of records could be produced all at once out of a general registration of identity, or it could grow slowly over a span of years through the assignment at birth of a number which would be carried on subsequently filed official documents relating to each individual.

7. *Statistical byproducts: How can vital records be made promptly available for statistical analysis?* Vital statistics are products of vital records; the statistical data which are essential to the planning and control of public health and other social services can be no better than the records from which they are derived. Therefore there should be a close nexus between recording and statistical functions at all organizational levels—national, State, and local.

At the request of the Bureau of the Budget, agents of the Vital Statistics Division of the Bureau of the Census recently visited several State vital statistics offices in order to find out how well these various needs are currently being met. Their findings,⁴ added to information received through other channels, show that the State agencies are failing to meet promptly and adequately the abnormally large wartime volume of demands for certifications. But perhaps more serious in the long run is the fact that in attempting to meet wartime needs many of the States have permitted irreparable deterioration of the basic records which will continue to be needed in the future. The efforts of hundreds of persons who should normally be engaged in seeing that all current births and deaths are promptly and accurately registered have been diverted to producing copies of birth certificates, and receiving and filing “delayed birth certificates” whose probative value is highly dubious.

It cannot be assumed that needs for adequate vital records will disappear after the war emergency is ended; on the contrary, the course of social evolution points to continually increasing needs for official records of the existence, identity, and status of individuals, and for statistics based on such records.

Possible solutions.—The vital records committee of the Association of State and Territorial Health Officers has formulated a list of things that should be avoided in a satisfactory plan for improving vital records and statistics. According to this group, the plan should not—

- (a) Be a mere stopgap.
- (b) Be directed at one isolated aspect of the problem because that aspect happens momentarily to be in the focus of public attention.
- (c) Disregard the wealth of existing records or the experience and knowledge built up within the agencies now carrying the responsibility for registrations.
- (d) Create duplicates of existing agencies.
- (e) Involve a dispersal or scattering of vital records activities and responsibilities to various Federal agencies.
- (f) Throw the burden of support of a vital records system disproportionately upon either the Federal, State, or local units of government.
- (g) Impose unreasonable, cumbersome, expensive, or delaying restrictions upon persons who need to obtain documents and services.

⁴ See appendix V.

(h) Require the investment of large sums of money without reasonable assurance of a planned and coordinated program for ultimately achieving essential objectives.

(i) Involve an expenditure of funds out of proportion to the gains achieved.

(j) Lead to the compilation of a secret dossier on the American people.

Seven possible approaches to the problem may be considered in the light of the foregoing criteria. These will be named for convenience (1) no problem, (2) patchwork, (3) personal-identity system, (4) national registration, (5) federalization of vital records, (6) dual system, and (7) cooperative vital records system.

1. *No problem.*—Those who claim that there is no real problem come from various backgrounds. State health officers and registrars are not immune. Those vital statistics officials who have managed to cope with the torrent of public demand for birth certificates tend to feel a justifiable pride in that achievement and often fail to recognize that many needed and proper functions are not and in some instances have never been performed in their own offices. Even in the very best of the State and city vital statistics agencies there is a tendency not to recognize the need for greater coordination with other States and localities. One form of the no-problem solution is based on the constitutional principle that full faith and credit must be given to the certificates of any State in all other States of the Union. But the problem of making adequate documentation available everywhere is not thus solved, for no State's records can prove more outside its boundaries than within them. Actually, there are vast differences among the laws and regulations relating to vital records in the various States and municipalities; some are adequate, others are not.

The attitude that affidavits executed *ad hoc* as occasions arise could be substituted for officially registered vital records is based on a misconception of the problem. Vital records will continue to be used as proof. The human word is frail where self-interest is concerned. Individuals succumb easily to suggestions. Memory is elusive at best. The parental heart is tempted to answer fraudulently when loved ones are concerned. Even fear of penalty is a weak deterrent unless the power to penalize is rigorously and continually exercised.

2. *Patchwork.*—"Give us the money and we will do the job." This sentiment was expressed when increased Federal subsidies were sought for the State vital statistics offices a year ago, to help them meet wartime demands for proof of the facts of birth. Yet the problem could not be solved by merely appropriating money. Major differences in procedure between States were and still are an obstacle.

Another form of patchwork solution is to concentrate on one vital record function and ignore completely other functions which must be performed. In many vital statistics offices the filing of delayed birth certificates is being given priority, while hundreds and thousands of new births are left unregistered, thus creating still more trouble for the future and impairing the value of current statistics.

Legislative proposals for issuance by the Justice Department of documentary evidence of United States citizenship also strike at only

one small phase of the entire problem, and that by a mechanism which would probably be both slow and expensive to the individual.

3. *Personal-identity system.*—There are many situations, particularly during wartime, that require the fixation of personal identity rather than a verification as to the facts that might be claimed by the individual. Identification, verification, and certification are often confused. An individual could fix his identity and could testify under oath and affix his signature and fingerprint, and yet every statement made in such a record might be false. While a vital records system can stand alone and be of great value, a personal-identity system if established ought to be linked to basic vital records. Yet even a false record of personal identity could serve some valuable purposes, since no one so identified could easily flit from one alias to another.

4. *National registration.*—The most radical proposal calls for universal registration of the population and the maintenance of population registers in which the identity and whereabouts of each individual would be continuously recorded. Under this system each person would be obliged to carry a card of identity bearing his signature, fingerprint, photograph, or possibly all three. The outlines of such a scheme have been formulated, as previously mentioned, by the Vital Records Commission. It is believed that a national registration ought not to be attempted at this time, since it would be very costly and since the war agencies most directly concerned with identification and control of the civilian population have not judged it essential to their activities.

5. *Federalization of vital records.*—Assumption by the Federal Government of all functions relating to vital records and statistics is theoretically possible. It would, however, be most distasteful to State health and registration officials and to other groups opposed to further centralization of authority.

Existing files of vital records belong to States and municipalities and could become Federal property only with the consent of State legislatures. More fundamental than any of these considerations is the fact that local community uses of birth, death, marriage, and divorce certificates still predominate over national uses. More uniformity in State vital statistics laws and regulations would greatly help citizens as they move about the country in order to find work; but this can be achieved without federalization; a considerable degree of uniformity might be brought about quickly under a cooperative plan. Federalization of vital records would not, therefore, seem to be a desirable solution for present problems.

6. *Dual system.*—It would be possible to establish two parallel systems doing more or less the same thing—one State and the other Federal. Such a plan would be wasteful to say the least. It would probably lead eventually to elimination of most State and local agencies. Conflict and confusion would be produced by inconsistent records in the different offices. This type of solution is embodied in proposed legislation to authorize the Director of the Bureau of the Census to issue certificates of birth records. Without doubt, such certificates would be confused in the public mind with properly filed birth certificates and a progressive deterioration of birth registration under the jurisdiction of State health departments would result. Such legislation might also be considered as an example of patchwork since it deals only with the problem of unregistered births.

7. *Cooperative vital records system.*—This is favored by the State and Territorial health officers.⁵ The essence of the plan is to establish within the Federal Government an autonomous national vital records office charged by law with the responsibility for developing a cooperative relation among State and Federal agencies. Federal aid would be allotted to State agencies for the purpose of improving, coordinating, and unifying the practices of the 53 independent State and municipal vital records offices. This plan would not in itself solve the problem of fixing personal identity or of knowing where people live, but it would establish a permanent basis for solving all the other problems already discussed. If later it should be decided to institute a Nation-wide system of personal-identity registration, that system could be readily articulated with the proposed cooperative vital records system.

Advantages of a national vital records office.—The Federal Government, as previously stated, is currently spending \$2,000,000 a year on vital statistics and vital records. About half of this represents payments to State and local vital statistics offices as grants-in-aid and as fees for transcripts of records. Until the Work Projects Administration was liquidated early in 1943, that agency contributed an additional million-and-a-quarter dollars per year in the form of services of extra clerks in vital statistics offices, besides an undetermined but still larger amount for various indexing projects.⁶

In view of the present relative fiscal condition of State and Federal Governments, it has not yet become clear whether there is a need for expansion of Federal aid to the States for vital records activities. But the expenditures already provided for could be made to yield much more satisfactory results if they were administered by a single agency with the necessary authority and technical competence. Substantial economies could be achieved by encouraging and helping the States to adopt uniform standards and practices.

For example, a major activity of the Division of Vital Statistics of the Bureau of the Census is the editing, coding, and tabulation of information from transcripts of birth and death certificates received from the States; yet each State vital statistics office edits, codes, and tabulates the same records in preparing its own statistics. This duplication has been justified by the absence of administrative devices through which uniformity of practice among the States might be obtained. Recommendation 1, above, would facilitate the adoption of uniform statistical practices which might ultimately make possible the complete elimination of the laborious and often inaccurate transcription of birth and death certificates by allowing the States to furnish the Federal office either duplicate tabulating machine cards or actual tabulations of their vital statistics. Either could be mechanically produced at little cost as byproducts of the necessary statistical operations in State offices.⁷

A still more important result of central administration of the Federal Government's relations with State registration offices should be the promotion of uniform standards in the development and maintenance of records of individuals. At present, diversity of State laws and practices creates many difficulties for both official agencies and

⁵ See appendix III.

⁶ See appendix VIII.

⁷ See appendices IV and V.

private individuals in situations involving the documentation of vital facts concerning persons who have moved from State to State.⁸

Vital records and their derived product, vital statistics, must serve a variety of governmental and individual needs, and none of these needs should be allowed to obscure the others. Therefore the office should be relatively autonomous, probably having the status of a separate bureau.

Location of a national vital records office.—The proposed office should be so situated as to enable it to maintain the most effective relationships with the State agencies which are and should continue to be responsible for collecting and preserving the basic records. It should not only coordinate Federal Government interests in the end uses of vital records and vital statistics, but it should also be the focus from which influence could be exerted and assistance given to States and localities by technical guidance and financial aid, when necessary.

There is presented below a tabular summary of the respective conditions which would be found if the proposed vital records office were placed in the Bureau of the Census, or the Public Health Service, or established as an autonomous unit of the Federal Security Agency. These are the three possibilities which deserve consideration; no other location within the executive branch of the Government would be appropriate.

Among these three alternatives it is believed that considerations of economy dictate that the vital records office be established within an organization charged with operating responsibilities of related nature. On this basis it is felt that the field of choice is limited to the Bureau of the Census or the Public Health Service.

The Bureau of the Census has for more than a half-century been collecting and publishing vital statistics; it also conducts the decennial censuses of population, to which vital statistics are closely related. On the other hand, the Division of Vital Statistics of the Bureau of the Census has been rigidly limited to the compilation and analysis of statistics and has not been authorized to deal with records of individual persons as such.

The Public Health Service has had relatively little experience in compiling vital statistics but has close working relationships with the State health authorities responsible (in every State but one) for the registration of basic vital records. The theoretical possibility of removing this responsibility from State health authorities and assigning it either to a Federal agency or to some State agencies other than health departments may be dismissed as impractical in view of the fact that registration of vital records has important functional relations to local public health programs. The largest single component of Federal funds paid to State vital records agencies is a portion of the money distributed by the United States Public Health Service as grants-in-aid under the terms of title VI of the Social Security Act. Fees paid by the Bureau of the Census and the Social Security Board for transcripts of certificates are among the smaller components which likewise include grants-in-aid administered by the Venereal Disease Division of the Public Health Service and the Children's Bureau of the Department of Labor.

⁸ See appendix IV.

Statistical compilations can best be made by an organization which can direct or at least closely supervise the collection of the basic data. It follows that the Federal Government's interests in vital statistics and vital records should be served by a single authority. Hence it is recommended that the functions of the present Division of Vital Statistics of the Bureau of the Census should be transferred to a vital records office in the Public Health Service.

Conclusion — While not all current problems would be immediately solved by the establishment of a national vital records office, the evidence before us suggests that unless such an office is established there will continue to be an endless sequence of piecemeal and make-shift measures to meet immediate needs, accompanied by disintegration of the registration systems which have been laboriously developed throughout the Nation over a period of decades.

Possible locations of the proposed vital records office

	A division of the Bureau of the Census	A division of the U S Public Health Service	A bureau of the Federal Security Agency
1. Responsible department or agency head.	Secretary of Commerce Primarily concerned with business interests	Federal Security Administrator. Concerned with social security, education, public health and welfare	Federal Security Administrator.
2. Official immediately superior to head of Vital Records Office.	Director of the Bureau of the Census. Concerned with statistics of population, agriculture, basic materials, business, manufacturing	Surgeon General of the Public Health Service. A commissioned medical officer, concerned primarily with public health functions.	Federal Security Administrator or his deputy.
3. Present units performing functions related to those of Vital Records Office	(a) Division of Vital Statistics. Collection, compilation, analysis and publication. (b) Machine tabulation service. Card punching and tabulation of vital statistics (c) Division of Information and Publications. Searching and transcription of individual records in past censuses (d) Population Division. Enumeration and estimation of population as a basis for vital rates, decennial tests of completeness of vital records.	(a) States Relations Division. Distribution of grants-in-aid for State vital statistics offices under title VI of the Social Security Act; technical consultation services to State health officials through district offices (b) Venereal Disease Division. Distribution of grants-in-aid which are partly used for vital statistics activities. (c) Division of Sanitary Reports and Statistics. Collection of current morbidity reports from States and cities, collation of these data with death statistics (d) National Institute of Health, Division of Public Health Methods. Special studies of vital statistics	(a) Director of Research. Coordinates information-gathering and statistical activities of all units of Federal Security Agency.
4. Field organization.	None available for vital records work.	Nine District offices. Public Health Service is authorized by statute to detail personnel to State agencies.	None.

APPENDIXES

APPENDIX I

LETTER OF THE PRESIDENT TO THE PRESIDENT OF THE SENATE

THE WHITE HOUSE,
Washington, July 27, 1942.

The PRESIDENT OF THE SENATE.

SIR: There are before the Senate for consideration two bills authorizing the Director of the Census to issue certificates of birth records, Senate bill 2299, introduced on February 23 and referred to the Committee on Military Affairs, and H. R. 7239, passed by the House July 13, 1942. These bills would authorize the Director of the Census to issue certificates of birth records to applicants who pay an application fee and furnish proof of birth within a State of the United States, or the District of Columbia, as may be required by the Director of the Census. These bills would not repeal or modify the authority of the Director to collect and publish statistics of births and deaths as provided in the Permanent Census Act of March 6, 1902.

There also is before the Senate a bill, H. R. 6600, which would provide for the issuance of certificates of citizenship by the Commissioner of Immigration and Naturalization. This bill, after passage by the House of Representatives on March 19, 1942, was referred in the Senate to the Committee on Immigration. S. 2654, providing for the recording of birth data and issuance of certificates by the Federal Security Administration, was introduced July 14, 1942, and referred to the Committee on Finance.

These bills grow out of the demand for ready proof of citizenship that has been coming from persons seeking employment in factories engaged on war contracts where, pursuant to the provisions of certain laws, restrictions against the employment of aliens are enforced. These restrictions have been prescribed in the following laws:

The Air Corps Act of 1926, Public Law 446 (44 Stat. 787), section 10j:

* * * and no aliens employed by a contractor for furnishing or constructing aircraft, aircraft parts, or aeronautical accessories for the United States shall be permitted to have access to the plans or specifications, or the work under construction, or to participate in the contract trials without the written consent beforehand of the secretary of the department concerned.

The National Defense Act of 1940, Public Law 671 (54 Stat. 680), section 11:

(a) No aliens employed by a contractor in the performance of secret, confidential, or restricted Government contracts shall be permitted to have access to the plans or specifications, or the work under such contracts, or to participate in the contract trials, unless the written consent of the head of the Government depart-

ment concerned has first been obtained, and any person who willfully violates or through negligence permits the violation of the provisions of this subsection shall be fined not more than \$10,000 or imprisoned not more than 5 years, or both.

(b) Any alien who obtains employment on secret, confidential, or restricted Government contracts, by willful misrepresentation while seeking such employment, shall be fined not more than \$10,000 or imprisoned not more than 5 years, or both.

(c) For the purpose of this section, the term "person" shall be construed to include an individual, partnership, association, corporation, or other business enterprise.

The laws restricting the employment of aliens were designed to provide for the security of our defense industries and to protect military secrets concerning the development of new inventions and devices. It was felt that these secrets would be safer if confined to American citizens. The birth-certificate laws are being proposed to correct a situation created by the alien-restriction laws, and are designed to meet the need of securing employment in defense plants.

Prior to June 4, 1942, the Army and Navy recommended to war contractors that birth certificates be required as a form of proof of citizenship. In an attempt to facilitate the securing of such certificates by those persons not then possessing them, a directive was issued informing contractors of a method of delayed registration of births practiced by certain States, and recommended that applicants for work utilize such a method for securing certificates. This directive was interpreted by contractors to mean that birth certificates or naturalization papers were the only form of evidence to be utilized. Accordingly, the contractors fearing the fines and imprisonment provided for willfully or negligently allowing aliens to be employed, required certificates of every applicant, with the natural result of a slowing down of employment in war industries.

This situation has now been corrected. On June 4, 1942, a joint directive was issued by the Army and Navy prescribing that applicants for employment on Government war contracts may determine their citizenship status by making a declaration that they are citizens of the United States, and stating the place and date of their birth. A fine of \$10,000 or 5 years in jail, or both, is prescribed for any alien who obtains employment by willful misrepresentation. Consequently, to falsify a declaration would be a serious matter. The penalties are printed on the face of the declaration which the applicant is required to sign. To protect the contractor against charges of negligence or willful violation in the event an applicant does falsify, the declaration must be signed in the presence of two witnesses. The use of such declarations is well recognized in law and is based on the theory of presumptive citizenship whereby persons residing within the United States are presumed to be citizens unless proved otherwise, the burden of proof resting upon the challenger rather than the challenged. This method of determining citizenship has been long recognized by the Army in connection with enlistments.

This new directive of the Army and the Navy has been reasonably successful. Reports at hand now indicate that as the new method is being introduced, many workers are making the declaration of their citizenship status and are being put to work. The pressure of demand for birth certificates for this purpose can be expected to be greatly relieved.

The cost of the proposed legislation cannot be estimated accurately, since there is no way of determining the number of persons who would apply for birth certificates. It is believed, however, that the total cost of the proposed legislation could reach \$80,000,000 in the first 2 years of operation. Enactment of these measures would also require personnel and building space in Washington which cannot be spared from the immediate war effort at this time. Since birth certificates are not needed to facilitate employment in war industries and do not afford conclusive proof of citizenship, such expenditure would be unwarranted.

There is at the present time a great confusion in the field of vital records growing out of the activities of Government and industry, particularly in connection with the security and health laws. There is need for a comprehensive study to be made to determine requirements and make recommendation to prevent duplication of effort and to integrate the activities of all agencies concerned.

In view of the foregoing considerations, and of the very considerable cost of the pending birth-certificate legislation, I recommend against the enactment of such legislation at the present time. In the meantime, I will ask the Director of the Bureau of the Budget to make a comprehensive study of the entire problem to the end that I may be able later to make suitable recommendations to the Congress with respect thereto.

Respectfully,

FRANKLIN D. ROOSEVELT.

APPENDIX II

REPORT OF THE COMMISSION ON VITAL RECORDS, OFFICE OF DEFENSE HEALTH AND WELFARE SERVICES

Chairman: Dr. Lowell J. Reed, School of Hygiene and Public Health, the Johns Hopkins University, Baltimore, Md.

Members: Maj. George D. Williams, War Department; Lt. Comdr. J. M. Wheelis, Navy Department, George St. J. Perrott, National Institute of Health; Halbert L. Dunn, M. D., Bureau of the Census, I. S. Falk, Social Security Board; John W. Ferree, M. D., State health officer of Indiana; A. W. Hedrich, M. D., Maryland Department of Health; Robert F. Lenhart, Office of Civilian Defense; Harold L. Elsten, alternate, Office of Civilian Defense; Capt. John S. Myers, War Department; David E. Hudson, Department of Justice; Thomas S. Rhodes, Office of Price Administration; Frederick F. Stephan, War Manpower Commission; Philip Hauser, Bureau of the Census; John H. Vincent, Navy Department.

Ex officio member: James A. Crabtree, M. D., Office of Defense Health and Welfare Services.

Consultants: T. J. Woolfer, Jr., Federal Security Agency; Elbridge Sibley, Bureau of the Budget.

FOREWORD BY THE CHAIRMAN

Now that the text of the report of the Vital Records Commission is being submitted to the State health officers, I wish to summarize in this foreword some of the events that have bearing on this report, in order that you may be able to interpret it against its proper background.

The Vital Records Commission was appointed in December 1941 by Mr. McNutt on the request of the Health and Medical Committee, Office of Defense Health and Welfare Services, Office for Emergency Management, at the suggestion of the health officers. At the time the Commission started to function, there were several bills relating to vital records before Congress. There was also a request before the Bureau of the Budget for funds to be distributed through the Public Health Service to assist the State health departments in their vital statistics divisions. The Commission unanimously supported this request of the Public Health Service but, as you know, the Bureau of the Budget did not approve it. Their general attitude was that no budget should be approved and no legislation should be passed until there was a comprehensive study of the vital records situation as a whole.

As the Commission undertook to make such a study, it became apparent that nothing could be done along this line until the question of general population registration for identity purposes had been clarified. It should be recognized that such a registration has been taken by every major belligerent except the United States, and there was a good deal of consideration being given by many people in Washington to the necessity for such a registration here. This registration, while not directly concerned with the vital records that

are under the control of the State health departments, was still so closely related to them that no plan for vital records could be formulated until a decision had been made with regard to the registration question.

On July 27 the President requested the Senate to hold up all legislation along these lines until the Bureau of the Budget could have an opportunity to study the matter. The Bureau of the Budget requested of Mr. McNutt that the Vital Records Commission be asked to study the matter of population registration, and the Commission was enlarged at that time to carry out this new function. The membership of the Commission and the agencies represented are shown in the report. The Commission made a careful study of the problem of population registration, and its report was filed and forwarded to the Bureau of the Budget. The document which is being transmitted to you at this time contains the main body of the text of the report.

The recommendations made by the Commission are given on page 1, and the most important of these from the point of view of the State health officers are numbers (2) and (3). You will note that these two recommendations provide for the creation of a single Federal agency which will be charged with the problem of coordinating the existing vital records organizations of the country at national, State, and local levels into a complete system. In interpreting these recommendations; you should realize that the Commission was unanimously of the opinion that our vital records structure at its local level should remain as at present in the hands of the health officers, but that there should be some Federal agency that would be charged with the responsibility, as outlined in recommendation (2). The primary function of this Federal agency would not be to "Federalize" vital records, but to assist in coordinating the system that now exists and in eliminating by cooperative agreement differences that now exist between the States, which handicap the functioning of the system as a whole.

Recommendation (1) is to the effect that national registration of the population for identity purposes should be taken at this time " * * * if deemed essential to the war effort," and the report contained a plan under which this might be done. Decision as to whether such a registration should be taken is obviously the function of those persons guiding our war activity. Insofar as the Commission is concerned, its work along this line is complete.

Now that the question of national registration has been clarified in its relationship to the vital records system, it is possible to go ahead with actions that may lead to the carrying out of recommendations (2) and (3). Certain plans under which this might be accomplished have been presented to the executive committee of the State and provincial health authorities, and it will bring these to your attention at a later date.

LOWELL J. REED, *Chairman.*

FEBRUARY 3, 1943.

REPORT OF THE COMMISSION ON VITAL RECORDS

(Final meeting of Commission—October 12, 1942)

OUTLINE OF REPORT

1. Recommendations.
2. The Vital Records Commission Faced a Twofold Problem.
3. The Confusion Existing Between Identification, Verification, and Certification.
4. An Integrated System of Vital Records in the United States.
5. The Development of Plans III and IV for a National Registration System.
6. Potential Uses of Plan IV in War and in Peace.
7. Technical Problems To Be Solved in Effectuating Plan IV.
8. Possible Disadvantages of Plan IV.
9. Plan IV.¹

APPENDIXES

1. Plan III.¹
2. Correspondence and Comments.¹

1. RECOMMENDATIONS

(1) That a national population registration establishing the identity of all people in the United States should be carried out at this time if deemed essential to the war effort. If this is done, it must be implemented by funds and power sufficient to overcome technical difficulties, and both the initial registration and the national or local registers resulting from it should be adaptable to serve peacetime and civilian needs as well as wartime requirements. A suggested plan for such a national registration system, together with comments thereon, is attached

(2) That the existing vital records organizations of the country at national, State, and local levels be strengthened and coordinated into a system, the principal objective of which will be directed at serving the various national, State, local, and individual needs in the use of vital records. This should be done whether or not a general national population registration for identity is judged necessary at this time.²

(3) That a single agency of the United States Government be charged with responsibility for carrying out the objectives of (1) and/or (2).

2. THE VITAL RECORDS COMMISSION FACED A TWOFOLD PROBLEM

At a meeting of the Health and Medical Committee of the Office of Defense Health and Welfare Services, and after a hearing of various viewpoints concerned, it was voted—

to recommend to Mr. McNutt that a Commission be appointed to study and make recommendations for the improvement of the vital statistics system. To suggest that Dr. Lowell J. Reed, of the Johns Hopkins University, Baltimore, Md. be named as Chairman of this Commission, the other members to be determined by consultation between Dr. Reed and representatives of the Public Health Service, Bureau of the Census, the Army, and the Navy.

¹ Plan IV is not being published as a part of the report of the Vital Records Commission. The development by the Vital Records Commission of a plan for taking a national personal-identity registration and for the creation of a national register aimed at maintaining this service currently was necessary in order to clarify the consideration of the vital records problem as a whole. Plan IV might not be the best plan for such a purpose and therefore should not be considered as an integral part of the Commission's recommendations. The correspondence and comments are also omitted in the published report because they are voluminous and in part confidential in nature.

² A plan for a coordinated or cooperative system of vital records was not formulated as a part of the report of the Vital Records Commission. This was not done because time was pressing and also because it was felt that the elements of such an organization already existed throughout local, State, and national governments lacking only funds and the specification of a single central focus in the Federal Government. Both of these deficiencies involved considerations beyond the Commission's jurisdiction.

This action was taken in answer to a resolution passed by the State and Territorial health officers in October 1941, as follows:

Whereas the national defense emergency has increased tremendously the demand for birth and other vital records and for new and expanded services to the public and to local, State, and national governmental agencies; and whereas the satisfaction of these needs calls for strengthening of existing vital statistics and registration agencies, the development of new practices and procedures, and the better standardization and coordination of activities between local, State, and national levels; be it

Resolved That the State health officers petition the Health and Medical Committee to conduct a thorough survey of the demands for vital records, and the present structure and functions of the vital statistics registration and statistical machinery, and that the Committee develop a plan for the improvement of this system, so as to meet more adequately the needs of national defense and of the continuing needs after peace shall have been restored.

This Commission was officially entitled the "Commission on Vital Records." Dr. Lowell J. Reed has served as its chairman.

In its deliberations through the spring months of 1942 the Commission came to realize that its primary responsibility of making recommendations for the improvement of the vital statistics system was so enmeshed with the many needs for a population registration to establish personal identity that it requested permission to evolve a plan for such a general registration. This permission was granted on July 30, 1942, by the Bureau of the Budget, which stated that— it would be very advisable to have the Vital Records Commission undertake a thorough study of the potential uses and disadvantages of general registration of the population, and of the technical problems which would be encountered in its effectuation.

The Vital Records Commission has never lost sight of the twofold nature of its assignment. Even though the strengthening of the vital statistics system of the country is linked in many ways with the creation of a national population register serving the purposes of identity, yet in other ways it is not so tied. Whatever is done with regard to the national population registration establishing identity the vital records organizations of the country must be coordinated.

3. THE CONFUSION EXISTING BETWEEN IDENTIFICATION, VERIFICATION, AND CERTIFICATION

The Commission has found that considerable confusion exists in the general consideration of this problem by various agencies and individuals relative to the functions of identification, verification, and certification.

Identification is the process of fixing the identity of an individual to a particular record. The fixation of personal identity is something completely different from verification of the facts which the person states at the time his identity is fixed. An individual could fix his identity and could testify under oath and affix his signature and fingerprint thereto, and yet every statement made in such a record could be false. Such a false record, fixed in a positive way to personal identity, could serve valuable purposes, since no one so identified could easily flit from one alias to another.

Verification is a review of the evidence supporting the facts entered upon a particular record. Often verification is vital to administrative action. For instance, the date of birth is essential for the fixation of a retirement date or for the enforcement of child labor laws. To the

minds of some, verification of the facts is synonymous with the establishment of personal identity. This is not true, as witness the numerous occasions when certified copies of properly filed birth certificates have been used by some person other than the one to whom the certificate referred.

Certification is the process of reducing to written testimony the facts on record. As a general rule it is wise that a certificate should incorporate a statement of the evidence upon which the facts were recorded or verified. This makes the certificate a record of evidence rather than a judgment of evidence. When this principle is not followed there is danger that the certified document will be used in a way for which it was not intended.

4. A COORDINATED SYSTEM OF VITAL RECORDS IN THE UNITED STATES

In the early days of this country, records of birth, death, marriage, and divorce were put on file as public documents in many cities and some States, so that they would be available for legal and official purposes. The widespread extension in the use of such records developed later under the impetus of public health, which needed information as to births and deaths to deal effectively with health problems. Under this impetus, national death and birth registration areas were sponsored by the Bureau of the Census. In cooperation with the American Medical Association and the American Public Health Association, the Bureau also developed a model vital statistics law which was adopted in whole or in part by the various States.

For more than 40 years, the Division of Vital Statistics in the Bureau of the Census has been the focal point of leadership in the coordination, unification and standardization of this loose-knit State-Federal vital statistics organization. Without sufficient funds, authority, or field force it has struggled to coordinate the State bureaus of vital statistics into a more or less uniform statistical system. Great strides were made in the applications of vital statistics as a result of the growth of the public health movements following World War I.

Following the last war, birth certificates began to be used extensively as probative documents in the enforcement of regulatory laws dealing with child labor and compulsory education. From 1935 on, the use of the birth certificate for its legal and probative value began to increase rapidly throughout the country. This arose largely from public and governmental interest in proving the age of individuals so as to establish the rights to pensions and social security benefits. By 1937 many large national businesses started to require that all their employees be able to prove the facts of their birth.

With the rise of ideologies in conflict with democratic security, the Congress wrote into laws provisions against the employment of aliens engaged on certain defense contracts. This augmented the demand for proof of the facts of birth. The entry of the United States into active warfare still further increased the problem. It is likely that the passage of the recent legislation providing for allowances to the dependents of soldiers will cause another multiplication.

This wholesale need for birth certificates, frequently for persons born prior to the establishment of such records in many States,

led to the overloading of the bureaus of vital statistics in State after State. These organizations streamlined their offices, dropping statistical and other functions, in order to meet public demand for birth certificates. Many persons turned to the Bureau of the Census for abstracts of information contained in earlier censuses.

The lack of uniformity of State laws and practices led to confusion. From the whole experience arose an appreciation of the fact that, whereas the Census Bureau has been responsible for vital statistics, there never has been any Federal agency charged with responsibility for vital records.

In England for more than a century the situation has been different. The office of Registrar-General has been the focal point of information about the individual. When war became imminent the British Government turned to the Registrar-General for assistance in providing the means for control of the individual under war conditions. A national registration was undertaken as the basis for military service, rationing, and security restrictions. The Registrar-General has forwarded for use of the Commission a confidential statement concerning national registration in England and Scotland. This document proved to be of great value to the Commission.

The confusion in the vital records situation in the United States cannot be resolved until there is set up in the Government an office or agency whose responsibility will be the strengthening and the coordination of the vital records of the country. Such an office should have the authority and responsibility to develop and administer plans designed to better existing records and to establish new records to serve the national, State, local, and individual needs in the use of vital records. Efforts to these ends would not be complete or altogether effective until files of information on the individual are coordinated by tying one set of records to another through a common factor, namely, a fixed identity number which would be given each person in a national registration. Such an integrated system of vital records is dependent upon the creation of a single locus of authority at a Federal level, charged with the responsibility for the coordination of a vital records system.

5. THE DEVELOPMENT OF PLANS III AND IV FOR A NATIONAL REGISTRATION SYSTEM

After clearance with the Bureau of the Budget, the Commission began to develop a plan for a national registration system. On August 15, 1942, plans I and II were laid before the members of the Commission. Both these plans were first attempts. A revision was made in light of suggestions from Commission members, and plan III was produced. On August 20 this plan was reviewed by the agencies represented by the Commission, and official comments were received later from the Departments of War, Navy, and Justice; the Office of Price Administration, the Social Security Board, the Office of Civilian Defense, the War Manpower Commission, and the Bureau of the Census.

In general the agencies charged with war responsibility were strongly in favor of plan III or some modification of plan III as a wartime measure. In contrast, the other agencies saw long-term advantages,

but did not feel that they were justified in recommending such a registration for their purposes during the war.

At the meeting of the Commission on September 1, the Chairman was authorized to redraft plan III so that it might be adaptable to the emergency needs of the War and Navy Departments. Plan IV is an attempt to do this.

The principal difference between plans III and IV is that the latter calls for the establishment of permanent suboffices.

Plan IV constitutes section 9 of this report.

Appendixes to the Report of the Commission: (1) Plan III; (2) correspondence and comments.

6. POTENTIAL USES OF PLAN IV

The primary war need, justifying the establishment of a national registration system whether or not any other purpose is served, is that of protecting the country in time of war. The various agencies charged with the responsibility of protection against espionage, sabotage, and subversive activity, in particular the Offices of Military and Naval Intelligence and the Federal Bureau of Investigation, are handicapped in their task because all citizens are not required to carry some uniform identity certificate which links them to their past records. This is a gap in our defensive armor. It makes possible the movement about the country, with comparative freedom, of foreign agents or persons with dual identities.

If a national registration system were established to serve the need for protection, it would serve other war needs equally well. An employee with technical experience and training could not leave one job and go to another unless the manpower authority was willing that he should do so and had authority to control his occupational mobility. Persons not registering for Selective Service would find it difficult to conceal the fact. The national registration system would also put teeth into the rationing process. It would make difficult duplicate registration for a desirable commodity. Civilian defense would find the identity certificate useful in its control of civilian areas during black-outs, in the evacuation of areas subject to destruction by enemy attack, and in the identification of bodies after destruction had taken its toll. Purposes of civilian morale would be served, since barriers confronting a job seeker or the applicant for military dependents' allowances would be reduced.

PEACETIME USES OF A NATIONAL REGISTRATION SYSTEM

Peacetime needs at a national level follow the same general pattern as those in wartime with a lesser emphasis upon the policing and security element. Federal agencies such as the Social Security Board, Veterans' Administration, Railroad Retirement Board, and Civil Service Commission have need for verified registration information. In those agencies which maintain an active file on the persons whom they serve, the fact of death must be known promptly so as to keep the file "active," and insure prompt and correct payment of benefits. The national registration system should contribute toward meeting these needs.

Information needs at a national level would also be served, mainly by making it possible to cross the information from one type of record relating to the individual to that obtained by another agency on the same individual. Interrelationship of records by the use of the identity number opens up immense vistas of social knowledge never before available to the country.

The national registration system would be of even greater peacetime value at a local level than it would for the Nation as a whole. Many of the functions now performed by the community for people residing within its borders depend upon local registrations of persons for whom the services are rendered. For instance, school censuses are taken periodically and voting lists are maintained. A great variety of such needs existing in the local community which might be served by local registers would be a natural outgrowth of the national registration system herein suggested.

7. TECHNICAL PROBLEMS TO BE SOLVED IN EFFECTUATING PLAN IV

The technical problems to be solved are primarily limitations of time, printing, personnel, equipment, material, and working space. Given a green light as a No. 1 war problem, these difficulties can be overcome. An appreciation of the cost must be faced realistically. Either funds sufficient to do the job must be available or the undertaking should not be attempted. There is no intermediate level of cost representing a satisfactory compromise in the effectuating of plan IV. Any consideration of costs should weigh the extravagance involved in the lack of coordination of our present procedures.

8. POSSIBLE DISADVANTAGES OF PLAN IV

Assuming that the technical difficulties can be solved in effectuating plan IV, most of the doubts about the plan seem to orient around the basic issue as to whether the individual citizen has the right to change his personal identity and start life over again free from the shackles of his past record. Once assigned, the identity number cannot be changed from time to time as the individual might wish.

Some Americans will question whether or not this will prove to be a threat to personal freedom. The advantages of such a system, not only to the country as a whole but to the individual, may, however, be accepted by the public as outweighing the dangers involved.

The fact that an individual cannot change his number does not mean that he cannot change his name. Names are changed frequently without loss of identity, as, for example, the assumption upon the part of a bride of her husband's surname. Many Americans, especially those of the second generation, have modified or Americanized their last names. Such change is natural. If the change is considerable, the courts provide machinery for legal sanction of the change. The courts also provide for change of name upon adoption. A national registration system such as plan IV would provide for the recording of all these changes but with no change in the identity number. Because of the retention of the identity number, the system would be of great use to the individual in proving that both names belong to him, a dilemma which frequently occurs at the present time.

It is true that no one has the right to change his name in order to facilitate a fraud. It might be asked whether national registration might not make it more difficult for a released prisoner to get a new start. This would depend upon society's attitude. The system could and should be administered so as to protect the individual.

Another more general fear, no doubt, is that the establishment of national registration would mean the institution of Gestapo methods in America. However, the successful operation of such a system in a democracy would require that it be administered at all times to protect the rights of the individual. The primary purpose of a universal registration fixing personal identity is not the detection of the criminal or the person who is disloyal to the country, but to provide a universal means by which the individual who is honest and law abiding can establish his identity at once.

APPENDIX III

REPORT OF VITAL RECORDS COMMITTEE OF THE ASSOCIATION OF STATE AND TERRITORIAL HEALTH OFFICERS

ASSOCIATION OF STATE AND TERRITORIAL HEALTH OFFICERS,
April 14, 1943.

HON. HAROLD D. SMITH,
*Director, Bureau of the Budget,
Executive Office of the President, Washington, D. C.*

DEAR MR. SMITH: The State and Territorial health officers are cognizant of the fact that in accordance with a letter addressed by the President to the President of the Senate on July 27, 1942, you are preparing a report based upon a study of problems of vital records and vital statistics.

The Association of State and Territorial Health Officers has been studying these problems for several months, and on March 25, 1943, adopted a report prepared by a special committee, which proposes a transfer of the functions of the Division of Vital Statistics, Bureau of the Census, to a bureau which would be created in the United States Public Health Service. Copies of the findings, report, and recommendations of the special committee are transmitted to you herewith in the hope that they may be of some help to you in your study of the conditions which exist. It will be appreciated if in making your report to the President you can give favorable consideration to the recommendations of the State and Territorial health officers.

Very truly yours,

I. C. RIGGIN, *President.*

REPORT OF VITAL RECORDS COMMITTEE OF THE STATE AND TERRITORIAL HEALTH OFFICERS AS AMENDED AND ADOPTED BY THE ASSOCIATION OF STATE AND TERRITORIAL HEALTH OFFICERS IN EXECUTIVE SESSION ASSEMBLED MARCH 25, 1943

OUTLINE

- I. A brief statement of the vital records problem and the present situation in vital statistics offices.
- II. The proposed solution.
- III. Justification of the proposed solution.

A critical situation exists in the States, Territories, and independent municipal vital statistics offices. This situation arises primarily from a huge public demand for certified copies of birth certificates or documents which might serve as substitutes for unfiled birth certificates. The immediate crisis, however, has its basis in a long-felt need for coordination and strengthening of the vital records system as a whole. The reason for this need is inherent in the history and methods of organization of the system.

In the early days of the United States, records of birth, death, marriage, and divorce were filed in many cities and in some States

as public documents. This was done so that they would be available for legal and official purposes. During the decade 1900 and 1910 the use of birth and death certificates for statistical purposes gained impetus from the requirements of public health which evaluated the effectiveness of health programs by means of such statistics. Consequently the original emphasis in the use of these certificates as legal documents was lessened with the increasing emphasis on their use for the purpose of public health statistics. During the past 10 years the tide has turned again. The use of the birth certificate to prove the fact of age for purposes of establishing rights and privileges has become increasingly important. Security legislation has played a large role in bringing about this change. Since the onset of World War II, the proof of the place of birth has become identified in the minds of many as sufficient proof of citizenship.

The recent huge increase in public demand for birth certificates caught the vital statistics system unprepared. The existing autonomous registration organizations differed markedly in the degree of their efficiency and adequacy. Due to the fact that the various offices were founded at different times, many relatively recently, the records on file do not include a large proportion of the population in most of the States.

These independent offices have operated and continue to operate under a wide variety of legal authorizations, administrative regulations, and budgetary provisions. They have different methods and standards of procedures. Some are efficient; some inefficient. They are obviously unable to establish, spontaneously, mutual uniformity and standardization of method. Many of the uses of vital records relate to national matters or arise because of national administrative requirements. Consequently, the various States have not appropriated sufficient funds to their State agencies. No national agency has been given the directive or facilities to assist, coordinate, or standardize the existing 53 autonomous systems.

An extensive brief could be drawn up detailing the deficiencies of the present system and discussing its break-down under the present load of war work. However, a detailed list is probably not necessary. Recent estimates show that approximately 54,000,000 persons now living in the United States do not have an original birth certificate on file. In 1940, Nation-wide tests showed that only 92 percent of the births of that year were being recorded and in some States the under-registration is as much as 25 percent. These figures mean that in 1942 approximately 220,000 new American citizens were born who will never be able to obtain a properly filed certificate to prove the facts of their birth. Practically nothing is known about the completeness of death registration but recent fragmentary evidence would seem to indicate that it is not nearly as complete as is usually assumed. Only 32 States have a central file of marriage records and only 17 States have such records of divorce.

Those records which are on file are by no means in a uniformly satisfactory state from the standpoint of preservation or availability. In many States, procedures for filing, correcting, and reproducing certificates are inadequate and accurate name indexes are frequently not available.

A more serious situation has existed for the past 2 years. Over a year ago the need for help had become so pressing that a petition for

financial assistance was directed to the Budget Bureau by the State health officers through the Surgeon General of the United States Public Health Service. This petition was turned down by the Bureau of the Budget primarily because they found that a confusion of thought existed as to what the various parts of the problem might be and that a comprehensive study of the vital records situation as a whole should be made before taking action.

At the request of the State health officers a Commission on Vital Records was appointed by Mr. McNutt in December 1941. In the first 6 months of 1942 a considerable portion of the Commission's efforts were devoted to consideration of the various bills introduced into the Congress and aimed at a solution of the birth-certificate problem. However, consideration of all Federal legislation on this subject was held up at the request of the President, who, on July 27, 1942, addressed a letter to the Senate in which he stated:

There is at the present time a great confusion in the field of vital records growing out of the activities of Government and industry, particularly in connection with the security and health laws. There is need for a comprehensive study to be made to determine requirements and make recommendations to prevent duplication of effort and to integrate the activities of all agencies concerned.

In view of the foregoing considerations, and of the very considerable cost of the pending birth certificate legislation, I recommend against the enactment of such legislation at the present time. In the meantime, I will ask the Director of the Bureau of the Budget to make a comprehensive study of the entire problem to the end that I may be able later to make suitable recommendations to the Congress with respect thereto.

Realizing that the solution of the vital records problems was related with the many war needs for a population registration to establish personal identity, the Vital Records Commission entered into a consideration of this subject with the approval of the Bureau of the Budget and transmitted its recommendations December 7, 1942.

The final report of the Vital Records Commission was made available for distribution to State and city health officers and registrars on February 3, 1943. The Bureau of the Budget had not yet finished its comprehensive study of the vital records problem.

In the meantime, to those working with the vital records of the country the delay in action has brought no relief. Although the demand for delayed birth records has dropped somewhat from its April 1942 peak, there are still large backlogs of unfinished business of this type in some of the States. More serious is the progressive deterioration in many of the State offices with respect to their regular work. Little effort is going into the collecting of original certificates. Local registrars, physicians, funeral directors, and midwives are left to their own devices no matter how poorly they might do their job. Frequently, corrections of records are 6 to 18 months behind. Queries for incomplete certificates have been dropped entirely in many States. Notifications of birth, a principal tool to eliminate incomplete birth registration, have been suspended for more than a year in many of the States. In many places name indexes have been so badly neglected that they are becoming almost unusable. State and local budgets are becoming exhausted. Statistical tabulations needed by the local and State health departments have become a thing of the past in most States. Even the national vital statistics, now published by

the Bureau of the Census, are jeopardized by the increasing difficulties in obtaining transcripts.

The discontinuance of the Work Projects Administration Nationwide project No. 77012 on February 1, 1943, is an additional factor. This involves the services of more than 700 Work Projects Administration employees in about one-third of the State offices of vital statistics. Over a million dollars was allocated by Work Projects Administration in the last year for this project. Even if the funds can be found by the States to make up this loss, which is not likely, the manpower shortage is creating serious problems of job training in the State offices. The indications are that the poorly paid staffs in the vital records offices have already lost heavily of their experienced personnel to the war services and that it will be difficult for them to organize green and low-grade candidates to carry out relatively technical tasks.

The seriousness of the entire situation has been laid before the Bureau of the Budget, the United States Public Health Service, and the advisory committees of the Census Bureau.

It is generally agreed that the vital statistics offices must remain in the State departments of health in accordance with present practice and that improvement and coordination of these independent State, city, and Territorial offices should be achieved by methods of cooperation, technical and financial assistance, and leadership.

The close relation between vital statistics and vital records was pointed out by the Vital Records Commission. The maintenance of this close tie on a national, State, and local basis is deemed essential and should be considered an integral part of any satisfactory solution.

It is also generally accepted by all who have considered the vital records problems that any general solution must cure two basic defects—deficiencies in particular vital statistics offices and the lack of coordination between the various vital records offices.

At a special meeting in Baltimore on January 23, 1943, the executive committee of the State and Territorial health officers approved in principle a plan for a cooperative vital records system devised by the Division of Vital Statistics in the Bureau of the Census. The action taken by the executive committee was sent to all State health offices by Dr. Riggin, secretary to the State and Territorial health officers.

II. THE PROPOSED SOLUTION

The cooperative vital records system.

The proposed solution to the vital records problem is based on the creation of a cooperative vital records system. This system would consist of a voluntary cooperative union of the existing State and independent city vital statistics offices together with a national Vital Records Office, which would function as a bureau or division of an existing Federal agency. The State and city offices, as at present, would function with primary responsibility for current registration, preservation, certification, and State public health statistics work and would be affiliated as cooperating agencies with the national Vital Records Office. The national Vital Records Office would represent and serve the system from a Federal standpoint and, by making available financial and technical aid, would work to improve, develop, and integrate the individual units of the system.

The basic principles of the system.

The proposed vital records system would be organized in accordance with the following basic principles:

1. An adequate solution of the vital records problem must take cognizance of the complexity of the problem, the multiplicity of interests involved, and the already existing extensive local and State vital records organizations. The integration of these existing units into a national cooperative system must be achieved without a basic change in the existing philosophy of local-State-Federal relations.

2. There must be provisions for a continuing long-range program for the development and coordination of all aspects of the vital records and vital statistics system and maintenance of the necessary close integration of vital records and vital statistics.

3. In achieving a coordination and integration of the vital records system use must be made of existing types of records, organizations, and methods insofar as consistent with attaining essential objectives. The objectives must be obtained without unprecedented types of Federal or State legislation.

4. Recognizing that an adequate vital records system is in the national interest and that a large part of the uses of vital records arise from activities of the National Government and from requirements of various Federal agencies, it is appropriate for the National Government to share a part of the cost of building up and maintaining such a system.

5. The system must be represented in the Federal Government by the establishment of a vital records office as a bureau or division of an existing Federal agency. The vital records office must have sufficient autonomy and resources to achieve the desired ends. The vital records office must serve Federal needs for vital records and must assume the responsibility for unifying Federal uses and requirements. In addition, this office must be able to provide technical as well as financial aid to the cooperating agencies.

Operation of the system.

The deficiencies of the existing vital records system can be broadly grouped into (a) deficiencies in the operation of the individual units of the system and (b) deficiencies in the coordination of the various units. The cooperative vital records system is designed to make improvement in both fields through two related broad types of activity.

1. *Continuous allotment program.*—The continuous allotment program involves the allotment of money to the present State, city, and Territorial offices. Such allotted funds would be spent by these offices under a program for correcting basic defects in the vital records system and in expanding their work as required by increasing national, State, local, industrial, and individual requirements. This program will include:

(a) Improvement of current registration (birth, death, marriage, divorce, etc.) in terms of coverage, completeness, accuracy, and promptness of filing.

(b) Installation of modern methods and equipment for filing, preserving, correcting, and reproducing registered certificates.

(c) Provision of funds and services for a training program for registrars, vital statisticians, and key operating personnel.

(d) Addition of competent personnel and the development of adequate procedures for handling the critical and continuing problem of delayed registration.

(e) Centralization in the State files of available records of marriage, divorce, legitimations, adoptions, name changes, etc.

(f) Completion and improvement of name indexes to State files of vital records.

(g) Utilization of records filed in State, city, and Territorial offices for such investigations and tabulations as may be essential for the related work of those offices.

2. *Vital Records Office program.*—The objective of the national Vital Records Office will be to correct the deficiencies now existing on a national, State, and local basis, in the coordination and standardization of vital records agencies, methods, and requirements. The functions will include—

(a) Administration of the continuous allotment program and the development, together with State officials, of a long-range plan for improvement and integration of the work of the individual units of the cooperative vital records system.

(b) Development of standard forms, methods, rules and regulations, legal requirements, etc., to be recommended for the use of cooperating agencies.

(c) Maintenance of a staff of specialized technicians whose services can be made available to the cooperating agencies upon request, and the provision of such training facilities as are desirable for the specialized training of employees in standard and improved methods of operation.

(d) Coordination of the services from files of important national vital records such as census schedules, draft records, etc., with the uses of vital records in the hands of States and municipalities.

(e) Establishment of such vital records services as may be needed by other Federal agencies. Such services might include systematic notification of death for agencies wishing to clear deaths from their active administrative files; maintenance of a consolidated central index of vital records for such agencies as may desire a systematic method of verifying data contained in their own files; etc.

(f) Standardization of Federal uses and requirements in the field of vital records and vital statistics.

(g) Preparation of national statistical tabulations and studies on mortality, natality, marriage, divorce, etc.

The location of the national Vital Records Office.

Although the plan for a cooperative vital records system includes the establishment of a responsible national Vital Records Office, this office could not at the present time exist as a completely independent branch of the United States Government. There are several organizations within which the proposed office could be established.

The essential considerations in the determination of the "parent agency" seem to be—

1. That within the parent agency the national Vital Records Office have sufficient authorization and autonomy to achieve its objectives.

2. That the parent agency have sufficient experience, interest, and knowledge of vital records problems and that it already shall have working connections with the State and local vital records officials.

3. That, without a drastic reorganization of Federal offices, there be brought together within the proposed Vital Records Office the new vital record functions, the existing national vital statistics, and other important Federal undertakings in the field of birth, death, marriage, and divorce documents.

The plan proposed provides for the transfer of the functions of the Division of Vital Statistics of the Bureau of the Census to a bureau or division of the United States Public Health Service, Federal Security Agency. Assurances have been given by officers of the United States Public Health Service that, if the functions of the Division of Vital Statistics of the Bureau of the Census are transferred to the United States Public Health Service, the Vital Records Office will have the responsibility and authority to work out in cooperation with the other bureaus and divisions of the United States Public Health Service, and State and other Federal officers, whatever future programs may be mutually desirable and beneficial.

The transfer of functions of the Division of Vital Statistics from the Bureau of the Census, Department of Commerce, to a bureau or division of the United States Public Health Service will require very limited, if any, Federal reorganization. The United States Public Health Service now performs the functions of collecting, coordinating, and correlating morbidity statistics, and receives and compiles sanitary reports from the respective States and Territories.

As the vital statistics offices are a part of and should remain a part of the State departments of health in accordance with present practice, it seems logical for both simplification of procedures and efficiency that the Vital Statistics Office should be placed in a Federal agency charged with the responsibility of dealing with matters pertaining to the public health. Vital statistics are fundamental in developing any plan for the protection and preservation of public health.

III. JUSTIFICATION OF THE COOPERATIVE VITAL RECORDS SYSTEM

The cooperative vital records system has been designed as a solution to the vital records problem which presents a constructive program for attaining essential objectives, but, at the same time, is based on existing organizations, methods, and records. The proposed system takes full cognizance of the growing need for vital records; of the historical development of existing organizations; of the irreplaceable value of present files of vital records and of the agencies now having the custody of and the responsibility for these records and their collection. The proposed system is also based upon a consideration and rejection of alternative solutions for the present and continuing critical situation.

The variety of these other proposed solutions reflect widely divergent opinions on the nature and gravity of the vital records problem and upon the extent to which it is considered desirable to go in obtaining a satisfactory over-all solution.

At one extreme there are those who believe that there is no critical problem; that the use and value of vital records should be discouraged; that dependence upon such records should be undermined by forcing the acceptance of lower grade documents and that, if necessary, small temporary allotments of funds could be made to such offices where a complete break-down was threatened of the services which even then continued to be demanded of the abandoned system.

At the other extreme are those who believe in the real value of vital records and who visualize an ever increasing demand for them. For some, a completely satisfactory and rational solution would require the establishment of a more extensive record system with rigid specifications for identity (fingerprints, etc.).

Any acceptable solution between these two opposite attitudes must, of course, meet the positive test of being a real solution to the important vital records problems. There are also, however, certain things that an acceptable solution must not do.

An acceptable solution—

(a) Must not be a mere stop-gap solution.

(b) Must not be directed at one isolated aspect of the problem because that aspect happens to be in the focus of public opinion for today.

(c) Must not represent the investment of large sums of money without reasonable assurance of a planned and coordinated program for ultimately achieving essential objectives.

(d) Must not impose unreasonable, cumbersome, expensive, or delaying restrictions upon the public in obtaining needed documents and services.

(e) Must not disregard the wealth of existing filed records nor the experience and knowledge built up within the agencies now carrying the responsibility for registrations.

(f) Must not involve the compilation of a secret "dossier" on the American people.

(g) Must not duplicate existing agencies and thus create a competing vital records system.

(h) Must not be based on a dispersal or scattering of vital records activities and responsibilities to various Federal agencies.

(i) Must not throw the burden of support of a vital records system disproportionately upon either the Federal, State or local units of government.

(j) Must not involve the expenditure of funds out of proportion to the gains achieved.

As has been stated, actions proposed to alleviate or remedy the current critical situation have been numerous. Some of these remedies have taken the forms of bills proposed or actually introduced into the Congress and the various State legislatures. Others have been actual or suggested administrative action. A comprehensive listing and analysis of each of these numerous possibilities is not required here, but the more common can be listed and classified, and the principal objection stated.

Classification of attempted or suggested "cures" for the vital records problem.

(a) *Solutions offering purely financial relief.*—1. Federal grant-in-aid: Irrespective of amounts involved, provides no mechanism for accomplishing more than an improvement in the work of individual offices. More than just grant-in-aid is required to obtain a coordinated and integrated system.

2. Work Projects Administration and similar project grants: Temporary, and offers no consistent plan of improvement.

3. Social security and other funds: Temporary, inadequate, and provides no systematic plan for improvement.

(b) *Solutions tending to undermine the work of existing registration agencies and weaken the value of vital records.*—1. State actions transferring the functions from vital statistics offices to the courts: Impose a cumbersome and expensive restriction upon the public.

2. Reorganizations of work in State offices emphasizing certification work and tending to neglect current registration and statistical work.

3. Legislation forcing acceptance of records other than official vital records (e. g., 78th Cong., H. R. 1007; H. R. 1451; 77th Cong., H. R. 2514): Promotes substitution of low-grade records; undermines, rather than builds up, the system.

4. Directives and proclamations that facts of birth shall be established by affidavits without supporting evidence or formal procedure (e. g., directives of the War Manpower Commission, date July 6, 1942, that affidavits shall be sufficient to establish citizenship): Such measures undermine the system to the extent that they are effective, but this procedure has now been demonstrated as unacceptable for a large variety of private and official uses.

5. Legislation encouraging use of low-grade records (e. g., 77th Cong., H. Res. 336).

(c) *Solutions setting up partially duplicating systems.*—1. Legislation authorizing the Census Bureau to issue delayed birth certificates (e. g., 77th Cong., H. R. 7154; S. 2299): Is directed at only one aspect of the problem, duplicates a function which could be handled by existing agencies and would probably result in a duplication of work in State and Federal Government.

2. Legislation authorizing Justice Department to issue citizenship certificates (e. g., 77th Cong., H. R. 6600; 78th Cong., H. R. 1108, H. R. 812): Same objections as to H. R. 7154, etc., with the additional objection of introducing a new Federal agency into vital records functions.

3. Proposed legislation authorizing the Federal Security Agency to issue certifications of birth facts (same as c 1).

(d) *Solutions setting up new complete systems for vital records.*—1. Suggestions for nationalizing vital statistics: Legally impracticable and destroys existing system which is deeply rooted in State, city, and county governmental units.

2. Legislation for compulsory universal fingerprinting (e. g., 77th Cong., H. R. 6256; 78th Cong., H. R. 1032; S. 313): Probably would be unacceptable to the American people and provides only for identification, not for proof of facts of birth.

3. National Identity Registration System (see recommendation No. 1 of the Vital Records Commission): A national registration following somewhat the suggestions of the Vital Records Commission is without doubt the most adequate and complete solution to all aspects of the vital records problem. Such a registration system is feasible at this time only if considered necessary for the war effort. Most important, a national registration system would not supplant or weaken the existing birth, death, marriage, and divorce registration systems. On the contrary, a national identity registration system would require that these existing offices function at maximum efficiency.

In fact, the creation of a strong and properly functioning cooperative vital records system would be the best guaranty of forestalling outright nationalization of State vital statistics offices if a national identity registration should be created at some time in the future.

APPENDIX IV

USES OF VITAL RECORDS

A rapid survey discloses a large variety of uses of vital records by individuals, private industry, and Government offices or agencies. These are exclusive of the broad field of statistical uses. The list presented here includes only those for which a vital record is used as evidence of proof of an alleged fact. This listing, to be sure, does not measure the number of instances of use. For example, the Federal Civil Service Commission routinely requires applicants to submit proof of age and citizenship upon entering the permanent Federal service. The Selective Service System, on the other hand, requires proof of age only from persons suspected of attempting to evade the draft. Nor is there any attempt here to weigh the importance of each use listed. It is impossible to say whether it is more important to an individual to establish his age and citizenship status in order to obtain employment than to establish age in order to prove he is exempt from draft registration.

It should be noted also that one transaction may constitute two or more uses. For example, an employer may require a prospective employee to submit a birth certificate as evidence of age in order to set up a pension plan for the employee; if he is operating in a war industry, he may require a birth certificate as evidence of citizenship in order to comply with the citizenship laws and to protect his plant from enemy aliens. The applicant will therefore use the certificate to prove his age in order to qualify for retirement benefits, and to prove citizenship in order to get the job at all.

The widespread public use of vital records is probably in its early development. Citizens in all walks of life and personnel departments in every type of business, and Government organizations are growing more vital record conscious.

USES OF VITAL RECORDS

I. BIRTH CERTIFICATE

A. To establish date of birth

	<i>By</i>	<i>Purpose</i>
1. Individual	-----	Enter school. Obtain work permit. Obtain automobile driver's license. Obtain marriage license. Obtain pilot's license. Obtain nurse's license. Obtain permit to carry firearms, under certain circumstances. Obtain insurance policy. Qualify for voting. Enlist in Army. Enlist in Navy, Marines, and Coast Guard. Enlist in Merchant Marine. Enter civil service.

A. To establish date of birth—Continued

<i>By</i>	<i>Purpose</i>
1. Individual—(Continued)-----	Qualify for pensions in private industry. Qualify for social-security benefits. Qualify for entrance into programs with definite age limits, such as Civilian Conservation Corps, National Youth Administration, etc. Prove age of legal capacity or incapacity, particularly in court cases where age may be an important factor. (These include cases of dependency, cases where age of consent is important, cases involving proof that a person is of age to enter into business contracts, etc.). Qualify for various Federal pensions such as civil service retirement benefits and railroad retirement benefits.
2. Schools-----	Enforce law regarding age at which individuals may enter school. Have correct record of age in analyzing educational attainment, social adjustment, etc.
3. Industrial Commission-----	Enforce child labor legislation. Issue work permits.
4. State and Federal employment offices.	Comply with child labor legislation.
5. Children's Bureau-----	Assist in enforcement of child labor legislation. Protect welfare of children under working age.
6. Employers-----	Comply with child labor legislation. Determine accurately the time of retirement of employees. Establish a sound retirement or pension fund.
7. Division of Motor Vehicles-----	Enforce age requirements for a driver's license. Means of identification on license.
8. County or city clerk-----	Enforce age requirement of marriage laws.
9. Civil Aeronautics Authority-----	Enforce age requirement for a pilot's license.
10. Board of Health-----	Enforce age requirement for a nurse's license.
11. Insurance companies-----	Determine insurance rate on basis of age.
12. Elections Commission-----	Enforce age requirement for voting
13. War Department-----	Enforce age requirement for military service. Determine time of retirement. Complete records on persons investigated by Army Intelligence.
14. Navy Department-----	Enforce age requirements for service in Navy, Marines, and Coast Guard. Determine time of retirement. Complete records on persons investigated by Naval Intelligence.
15. U. S. Maritime Commission-----	Enforce age requirements for service in merchant marine.
16. Civil Service Commission-----	Enforce age requirements for employment in Civil Service. Administer retirement program for civil service employees.

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A. To establish date of birth—Continued

<i>By</i>	<i>Purpose</i>
17. Social Security Board.....	Administer old-age benefits, aid to dependent children, etc., which are limited by law to persons of specified age groups.
18. Railroad Retirement Board.....	Administer annuities, one requirement of which is attainment of a certain age.
19. Selective Service System.....	Administer draft registration law, which applies only to persons in specified age groups.
20. Police and courts.....	Determine proper court jurisdiction. Determine proper type of place of incarceration, such as industrial school, reformatory, or prison. Determine whether person has reached age of legal capacity. Means of identification.
21. Criminal Division, Department of Justice.	Complete records on persons investigated
22. Federal Bureau of Investigation	Do.
23. Immigration and Naturalization Service.	Do.
24. Office of Price Administration, local boards.	Verify claims for additional ration books.

B. To establish place of birth (citizenship)

<i>By</i>	<i>Purpose</i>
1. Individual.....	Obtain pilot's license. Obtain permit to carry or possess firearms, under certain circumstances. Qualify for voting. Enter civil service. Obtain employment in war industry. Obtain radio operator's license. Obtain passport. Obtain old-age assistance. Obtain other Government benefits limited to citizens, such as relief. Obtain exemption from restrictions placed on aliens, as observance of curfew, internment, etc. Obtain entrance to restricted areas.
2. Civil Aeronautics Authority.....	Enforce citizenship requirement for pilot's license
3. Police.....	Enforce restriction on possession of/or carrying firearms.
4. Elections Commission.....	Enforce citizenship requirement for voting.
5. Civil Service Commission.....	Enforce citizenship requirement for employment in civil service.
6. Employers in war industries.....	Enforce citizenship requirement for employment in war industries.
7. Federal Communications System....	Enforce citizenship requirement for radio operator's license.
8. Public assistance agencies.....	Enforce citizenship requirements for old-age assistance.
9. Work Projects Administration.....	Enforce citizenship requirements for work relief.
10. War Relocation Authority.....	Grant certain privileges limited to American-born persons of Japanese ancestry.

B. To establish place of birth (citizenship)—Continued

<i>By</i>	<i>Purpose</i>
11. War Department.....	Enforce restrictions on enemy aliens. Complete records on persons investigated by Military Intelligence.
12. Federal Bureau of Investigation...	Enforce restrictions on enemy aliens. Complete records on persons investigated.
13. Immigration and Naturalization Service.	Enforce restrictions on enemy aliens. Enforce immigration and naturalization laws.
14. State Department.....	Issue passports.
15. Criminal Division, Department of Justice.	Complete records on persons investigated.
16. Navy Department.....	Complete records on persons investigated by Office of Naval Intelligence.
17. Office of Alien Property Custodian..	Enforce regulations concerning property of enemy aliens; pass on cases of persons claiming exemption from law.

C. To prove family relationships

<i>By</i>	<i>Purpose</i>
1. Individual.....	Establish right of inheritance to estate. Establish right to receive insurance of deceased. Establish right to receive pension benefits of deceased. Establish legal responsibility in dependency cases. Trace ancestry.
2. Insurance companies.....	Make payment of insurance to proper person.
3. Courts.....	Determine responsibility for support of minors. Adjudicate dispensation of estates.
4. Selective Service System.....	Classify draft registrants (birth certificates of dependents of registrants required).
5. War Department.....	Administer payments to dependents of persons in service.
6. Navy Department.....	Do.
7. Veterans' Administration.....	Administer pension payments to dependents of deceased veterans.
8. Railroad Retirement Board.....	Administer payments of death benefits to dependents of deceased persons covered by act.
9. Social Security Board.....	Administer payments of survivors insurance to dependents of deceased workers.
10. Civil Service Commission.....	Administer payments from retirement funds to survivors of deceased Federal employees.
11. State Department.....	Issue passports.
12. Immigration and Naturalization Service.	Enforce immigration and naturalization laws.
13. U. S. Employees' Compensation Commission.	Administer payment of benefits to survivors of civil employees of the United States who are injured in performance of duty.
14. Office of Alien Property Custodian..	Enforce regulations concerning property of enemy aliens; dispose of property of deceased aliens, etc.

II. DEATH CERTIFICATE

<i>By</i>	<i>Purpose</i>
1. Individual	Prove fact of death in order to claim insurance. Prove cause of death in order to claim insurance. Prove fact of death in order to claim estate. Prove fact of death in order to claim pensions, etc. Prove fact of death in order to claim release for deceased individual from certain obligations.
2. Insurance companies	Determine identity of deceased. Determine cause of death as within terms of policy.
3. Courts	Adjudicate dispensation of estate.
4. Veterans' Administration	Administer pension payments to survivors of deceased veterans.
5. Railroad Retirement Board	Administer payment of death benefits to survivors of deceased persons covered by act.
6. Social Security Board	Administer payment of death benefits to survivors of deceased workers. Clear files of records of deceased persons.
7. Civil Service Commission	Administer payment from retirement fund of deceased Federal employees.
8. Office of Alien Property Custodian ..	Dispose of estate of deceased enemy aliens.
9. Alien Registration	Clear files of records of deceased persons.
10. Office of Price Administration	Recall ration books of deceased persons.
11. Federal Bureau of Investigation	Complete records on persons investigated. Submit as evidence in court cases.
12. Criminal Division, Department of Justice.	Complete records on persons investigated.
13. Immigration and Naturalization Service.	Complete records of persons investigated.
14. War Department	Complete records of persons investigated by Military Intelligence.
15. Navy Department	Complete records of persons investigated by Office of Naval Intelligence.
16. U. S. Employees' Compensation Commission.	Administer payment of benefits to survivors of civil employees of United States injured in performance of duty.
17. Welfare departments	Complete records on cases. Clear files of records of deceased persons.
18. Elections Commission	Clear files. Investigate fraudulent registrations.
19. Police	Check for missing persons, etc.
20. Selective Service System	Clear files of deceased draft registrants.

III. MARRIAGE CERTIFICATE

<i>By</i>	<i>Purpose</i>
1. Individual	Prove legal responsibility in case of non-support. Prove right of inheritance to estate. Prove right to receive insurance of deceased. Establish right to receive pension benefits of deceased. Evidence in obtaining delayed birth certificate Prove legitimacy of offspring.

III. MARRIAGE CERTIFICATE—continued

<i>By</i>	<i>Purpose</i>
2. Courts.....	Determine legal responsibility for support. Determine rightful heir to estate. Establish legal name. Establish legitimacy.
3. Insurance companies.....	Make payment of insurance to proper person.
4. Selective Service System.....	Classify draft registrants.
5. War Department.....	Administer payments to wives of men in service. Complete records of persons investigated by Military Intelligence.
6. Navy Department.....	Administer payments to wives of men in service. Complete records of persons investigated by Office of Naval Intelligence.
7. Veterans' Administration.....	Administer pension payments to widows of deceased veterans.
8. Railroad Retirement Board.....	Administer payment of death benefits to widows of deceased persons covered by act.
9. Social Security Board.....	Administer payments of survivors insurance to widows of deceased workers.
10. Civil Service Commission.....	Administer payment of retirement fund to widows of deceased Government employees.
11. Office of Alien Property Custodian..	Settle estates and finances of aliens covered by act.
12. War Relocation Authority.....	Pass on release of Japanese married to Caucasian, etc.
13. Immigration and Naturalization Service.	Enforce immigration and naturalization laws.
14. State Department.....	Issue passports.
15. Criminal Division, Department of Justice.	Complete records on persons investigated.
16. Federal Bureau of Investigation....	Do.
17. U. S. Employees' Compensation Commission.	Administer payment of benefits to widows of civil employees of United States injured in performance of duty.
18. Welfare departments.....	Complete records on cases.
19. State bureaus of vital statistics....	Evidence for filing a delayed birth certificate.

IV. DIVORCE CERTIFICATE

<i>By</i>	<i>Purpose</i>
1. Individual.....	Obtain release from financial obligations to other party. Obtain change of name in case of divorced woman. Prove right to remarry. Evidence in obtaining delayed birth certificate.
2. Courts.....	Determine legal responsibility in debt cases, etc.
3. State bureaus of vital statistics....	Evidence for filing delayed birth certificate.
4. Welfare departments.....	Complete case records
5. Federal Bureau of Investigation....	Complete records of persons investigated.
6. Navy Department.....	Complete records of persons investigated by Office of Naval Intelligence
7. War Department.....	Complete records of persons investigated by Military Intelligence.

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IV. DIVORCE CERTIFICATE—continued

<i>By</i>	<i>Purpose</i>
8. Office of Alien Property Custodian..	Adjudicate disposal of property of enemy aliens and their families.
9. Criminal Division, Department of Justice.	Complete records of persons investigated.
10. Immigration and Naturalization Service.	Enforce immigration and emigration laws. Complete records of persons investigated.
11. Veterans' Administration.....	Administer pension payments to survivors of deceased veterans.
12. Civil Service Commission.....	Enforce civil service regulations concerning the number of persons in any one family who may enter civil service.

APPENDIX V

DEVELOPMENT AND PRESENT STATUS OF STATE AND LOCAL VITAL STATISTICS OFFICES

HISTORY OF REGISTRATION

The registration of baptisms, marriages, and deaths in England dates back to 1538, when Thomas Cromwell, vicar general under Henry VIII, issued injunctions to all parishes in England and Wales, requiring the clergy to keep a special book for this purpose and to enter in the book weekly the names and dates of all baptisms, marriages, and deaths. A little over a hundred years later, in 1653, Parliament took the custody of the parochial registers away from the clergy and handed them over to laymen called parish registers who were directed to record all marriages, births, and deaths. Somewhat later this duty reverted to the clergy. In 1836 the office of registrar general of births, marriages, and deaths was created and civil registration began in 1837 on a rather loose basis. Really effective registration followed an act of 1870 which made reporting compulsory.

The registration of births, marriages, and deaths on the European Continent, at first by no means complete or systematic, was one of the numerous corollaries of that general scientific renaissance which swept Europe in the period between the death of Louis XIV in 1715 and the French Revolution in 1789. In the field of medicine the spirit of doubt and restlessness, suspicious of tradition, bred a demand that vague conjectures and old rule-of-thumb methods should be tested by observations and experiments. The works of the great French anatomists, physiologists, and medical scholars at the University of Paris focused attention upon and emphasized the use to which numbers and numerical methods could be used to advance medical science.

The use of numbers obtained from birth, marriage, and death reports is inextricably tied in medical history to the Belgian mathematician Quetelet and the English statistician Farr.¹ Both these men lived and held public office during the first three-quarters of the nineteenth century and to both of them the history of medical statistics owes a great debt. Both men labored under the basic principle, expressed by Farr in 1837 upon the occasion of the report of the Parliamentary Committee on Parochial Registration, that "if governments can do little by direct enactments for the diminution of sickness, it is nevertheless their duty to determine by statistical enumerations the actual state of health and the extent to which it is deteriorated in different cases."

Historically, in England, on the European Continent, and in the United States legislation, the registration of births, marriages, and deaths has been usually associated together, but in the United States, since 1900, the practice has developed of providing separately for the

¹ See Edge, P. G., Some Observations Touching the Genealogy of Vital Statistics, *Malayan Medical Journal*, December 1934.

registration of births and deaths. Marriage registration came as something of an afterthought, and it is only recently that interest in it, now coupled with the logical auxiliary, divorce registration, has been renewed.

Birth and death registration in this country has a long history.² In 1632 the Grand Assembly of Virginia required ministers or wardens from every parish to present themselves annually at court on June 1 and provide a register of all burials, christenings, and marriages. In 1639 the Massachusetts Bay Colony adopted a similar requirement, and in 1646 the Plymouth Colony designated the town clerk to keep a record of all marriages, births, and deaths.

A further step in the direction of modern registration legislation was taken by the Massachusetts Bay Colony in 1692 when it stiffened the 1639 law by requiring the next of kin to pay threepence for the registration of a birth or death, providing for a penalty, for failure to report, of as much as 5 shillings by distress and sale of the offender's goods if necessary; and authorizing the town clerks to collect sixpence for a "fair certificate" issued to anyone desiring such a record. It was more than 100 years later when the next important step was taken toward complete registration. It was Massachusetts again in 1795 that, in addition to requiring parents to notify the town clerk of the births and deaths of children, obligated householders as to those living in their households, and institutions as to those occurring in their respective institutions.

Nearly 50 years later, in 1842, Massachusetts pointed the way to central registration by requiring the town clerks to submit annually in May to the secretary of the Commonwealth, on forms provided by the secretary, certified copies of all births, marriages, and deaths, the total number of each, with the name, age, sex, occupation (in case of adult males), and cause of death "so far as they may be able to obtain a knowledge of the same from physicians or others." Penalties were provided and power to give instructions was lodged in the secretary.

Perhaps indicative of the experimental character of the 1842 statute is the fact that the 1844 session of the general court found it necessary to restate more specifically its 1842 intentions in another act. This 1844 act expressly directed the town clerks to report the births, deaths, and marriages in the order in which they occurred and with respect to each the specific information to be gathered by the town clerk was stated. For example, in the case of births, the town clerks were directed to number the births registered, to record them in the order in which they were received, and to show in separate parallel columns the date of birth, the place of birth, the name of child, the sex of child, name and surname of one or both parents, occupation of father, residence of parents, and date of recording. Perhaps in recognition of these increased recording and clerical duties this same act relieved the town clerks of the responsibility of discovering births, marriages, and deaths and charged the school committee of each town and city to ascertain annually in May all births and submit the required facts to the town clerk. Persons solemnizing marriages were directed to

² See Trask, J. W., Vital Statistics, Supplement No. 12 to Public Health Reports, April 3, 1914.

keep proper records and report monthly to the town clerks, and sextons and other persons having charge of burial grounds were similarly charged with keeping of proper records and submitting monthly reports to the town clerks.

Thus, the town clerks became central collecting agents for the Commonwealth and central recording agents for all local purposes. It is to be noted that this system was devised and perfected long before the establishment of organized public health work on either State or local levels.

Medical interest in birth, marriage, and death registration in the United States roughly parallels that in England. As early as 1846 the American Medical Association created a special committee to consider ways and means for improving the registration of births, marriages, and deaths. Upon the basis of the findings of this and subsequent committees the association formally resolved in 1885 that the members of the profession "be urgently requested to take immediate and concerted action" to establish offices for the collection of vital statistics and further resolved that "a committee of one from each State be appointed to report a uniform system of registration of marriages, births, and deaths."

The Civil War halted the progress of registration legislation but the parade began again almost immediately afterward when both Michigan and Ohio passed laws. Numerous scientific conferences and congresses during the last two decades of the nineteenth century passed resolutions urging the passage of further and more efficient registration laws. On February 11, 1903, Congress adopted the following joint resolution, parts of the preamble of which are still applicable to the present situation:

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

Whereas the registration of 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 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 * * *: Now, therefore, be it

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.

Table 1 shows that each State has passed some law for the registration of births and deaths and shows the dates of the statutes which have centralized all birth and death records. It will be observed that about two-thirds of the States have centralized marriage records and about one-third have centralized divorce records.

TABLE 1.—Dates of enactment of registration and central recording laws

State	First State registration laws				Central file of records			
	Births	Deaths	Mar-riages	Divor-ces	Births	Deaths	Mar-riages	Divor-ces
Alabama.....	1881	1881	1810	1873	1908	1908	1908 ¹	1908
Arizona.....	1909	1909	1864	1871	1909	1909	-----	-----
Arkansas.....	1881	1881	1901	1923	1914	1914	1917	1923
California.....	1877	1858	1846	1846	1905	1905	1905	-----
Colorado.....	1876	1876	1860	1861	1907	1907	-----	-----
Connecticut.....	1852	1852	1848	1860	1897	1897	1897	-----
Delaware.....	1861	1861	1913	1897	1881	1881	1913 ¹	1934 ¹
District of Columbia.....	1854	1853	1811	1800	1871	1855	1811 ¹	1800
Florida.....	1899	1899	1821	1831	1865	1877	1927	1927 ¹
Georgia.....	1823	1875	1786	1830	1919	1919	-----	-----
Idaho.....	1907	1907	1864	1862	1911	1911	1906 ¹	-----
Illinois.....	1877	1877	1809	?	1916	1916	-----	-----
Indiana.....	1907	1881	?	?	1907	1900	-----	-----
Iowa.....	1880	1880	1832	1856	1880	1880	1880 ¹	1914 ¹
Kansas.....	1911	1911	1867	1857	1911	1911	1913	-----
Kentucky.....	1851	1851	?	?	1911	1911	-----	-----
Louisiana.....	1811	1811	1807	1809	1914	1914	1937 ¹	1918
Maine.....	1821	1821	?	?	1892	1892	1892 ¹	1892 ¹
Maryland.....	1880	1880	1777	1777	1898	1898	1914 ¹	1914 ¹
Massachusetts.....	1840	1840	1639	?	1850	1850	1788 ¹	-----
Michigan.....	1867	1867	1867	1897	1867	1867	1867	1897
Minnesota.....	1870	1870	1847	1849	1900	1900	-----	-----
Mississippi.....	1878	1878	1820	1809	1912	1912	1801 ¹	1926
Missouri.....	1891	1891	1805	1819	1910	1910	-----	-----
Montana.....	1895	1895	1865	1872	1907	1907	1943	1943
Nebraska.....	1905	1905	1855	1855	1905	1905	1909 ¹	1909
Nevada.....	1911	1911	1855	1862	1911	1911	-----	-----
New Hampshire.....	1849	1849	1677	1850	1650	1650	1849 ¹	1850 ¹
New Jersey.....	1848	1848	1848	1795	1848	1848	1848 ¹	1795
New Mexico.....	1907	1907	1863	?	1919	1919	-----	-----
New York.....	1847	1847	1847	?	1880	1880	1880 ¹	-----
North Carolina.....	1877	1877	1712	1828	1914	1914	-----	-----
North Dakota.....	1899	1899	1872	1874	1908	1908	1925 ¹	-----
Ohio.....	1867	1867	?	?	1909	1909	-----	-----
Oklahoma.....	1907	1907	1889	?	1917	1917	-----	-----
Oregon.....	1903	1903	1849	1844	1903	1903	1906 ¹	1925 ¹
Pennsylvania.....	1851	1851	1885	1815	1906	1906	1906 ¹	-----
Rhode Island.....	1850	1850	1607	1905	1852	1852	1853 ¹	-----
South Carolina.....	1878	1878	1911	1872	1915	1915	-----	-----
South Dakota.....	1905	1905	1862	1866	1905	1905	1905 ¹	1905 ¹
Tennessee.....	1881	1881	1787	1810	1914	1914	-----	-----
Texas.....	1873	1873	1834	1839	1903	1903	-----	-----
Utah.....	1898	1898	1887	1887	1905	1905	-----	-----
Vermont.....	1856	1856	1765	1861	1857	1857	1765 ¹	1861 ¹
Virginia.....	1853	1853	1853	1853	1912	1912	1853 ¹	1918 ¹
Washington.....	1891	1891	1854	1849	1907	1907	-----	-----
West Virginia.....	1866	1866	1772	?	1917	1917	1921 ¹	-----
Wisconsin.....	1852	1852	1820	1848	1840	1850	1823 ¹	1907 ¹
Wyoming.....	1907	1907	1868	1868	1909	1909	1941	-----

¹ These files may be in part transcripts or partially incomplete for various reasons. Copies are not always obtainable

EXISTING STATE VITAL STATISTICS LAWS

The satisfactory collection of vital statistics in the United States is dependent upon the independent but harmonious and effective legislative action in the several States and Territories and the District of Columbia which have followed a pattern at once consistent in many respects and yet divergent in many other respects. It is not possible to overestimate the influence of successive editions of the model law, beginning in 1903, and now the Uniform Vital Statistics Act, in directing legislative and administrative thinking in the several States and in standardizing the provisions of State laws.

In spite of the unifying influence exerted by the model and uniform laws, however, there seems in 1943 no reason to revise the 1915 judgment of Dr. C. L. Wilbur.³

³ Wilbur, C. L., *The Federal Registration Service of the United States* (Government Printing Office, 1916) p. 19. [Italics added]

Many worthless laws for registering or attempting to register births and deaths have been adopted by various States. Often the plan of enumerating births and deaths at the end of the year has been selected—a plan proved to be inadequate by the repeated trials of the census and by other experience. Or the favorite “county system,” namely the attempt to collect returns by or through county officials, would be chosen. The latter, indeed, is a very natural suggestion from the general process of government in this country, especially in the West and South where township organization does not prevail. Other laws were deficient in provisions for central control and enforcement of law, proper compensation to local registrars, and uniform and complete data on the certificates or other forms provided. *There was no general directive influence in recommending proper legislation, and accordingly a large part of the efforts made by public health workers and others for the enactment of better registration laws was wasted.*

The provisions of existing State vital statistics legislation may be grouped under eight general headings:

1. General administrative provisions.
2. Local registration system.
3. Registration of deaths.
4. Registration of births.
5. Duty to report generally.
6. Marriage and divorce reports.
7. Enforcement and violations.
8. Probative character of records.

Most of the State registration laws have not been recently consolidated into a single title or chapter of the State law. Published pamphlets of the State registration laws usually consist of the original act, followed by a sequence of amendatory laws subsequently enacted, without benefit of paragraph headings, or other guides.

1. GENERAL ADMINISTRATIVE PROVISIONS

At the outset of the clearest and best planned registration laws there is usually a battery of definitions of terms used in the law, such as vital statistics, live birth, stillbirth, dead body, person in charge of interment, physician, district, local registrar, etc.

Immediately after the definitions there usually follows a section making the collection of vital statistics a duty of the State department or board of health and directing the creation of a bureau or division of vital statistics. Supervision over this bureau or division is placed either in the hands of the health commissioner or secretary of the board of health, with authorization to him to appoint a deputy, or directly in the hands of a director of vital statistics.

After fixing the lines of authority the laws generally enumerate specific duties of the registration official, such as to issue instructions, to design and revise official forms, to furnish forms, to examine certificates, to require information for completing certificates, to arrange, bind, index, and preserve records, to issue certified copies, to prepare the necessary statistics and data, and to promote the enforcement of the registration law.

2. LOCAL REGISTRATION SYSTEM

The State is divided into registration districts, ordinarily conforming to existing minor civil divisions, such as magisterial districts, police beats or precincts, towns or townships, and incorporated places. For each such district the law either designates some existing civil official

to undertake the additional duties of local registrar (for example, village and city clerks in Ohio, and town and city clerks in New England) or authorizes the State registrar or health executive to appoint local registrars. The manner and frequency of compensating local registrars are specified.

The duties imposed upon local registrars include examining, correcting, completing, dating, and signing certificates; keeping local records and filing reports within fixed time limits; and making complaints against persons who fail to report births or deaths as required.

Each local registrar is empowered and directed to name a deputy to act in the event of his absence or inability to perform his duties. The custom of naming one's wife or husband as deputy is almost universal. Subregistrars may be appointed in registration districts which are either so populous or so large that access to a single registrar is inconvenient. Often the authority to name a subregistrar is not exploited because the small fees of the registrar must then be shared with the subregistrar.

Express provision is made in all laws for the State to supply official forms; and all other forms are forbidden.

3. REGISTRATION OF DEATHS

Deaths are universally required to be registered on an official death certificate, the form of which may be left to draftsmen in the State health department but the content of which is fixed by law. About half of the States' laws provide that the death certificate shall contain at least the items required by the Bureau of Census standard death certificate. The death certificate bears the signatures of the attending physician, the local registrar, and usually of the person in charge of interment. Death certificates must be filed within 3 days after death in most States. In the event of deaths without medical attendance the responsibility of viewing the body and making some statement of the cause of death and of the personal particulars of the deceased is developed upon the local registrar, local health officer, coroner, member of deceased's family, "or other person having knowledge of the facts."

Permits for burial, removal, disinterment, reinterment, and transportation of a dead body are obtainable only from a local registrar, and such permits may generally be issued only if a death certificate is duly filed. Hence, incidentally, deaths are seldom unregistered in urban communities where burial without a burial permit cannot easily occur.

Unless a special section of the law is devoted to the registration of stillbirths, they are often treated under death registration provisions. Nearly half the States have adopted the special stillbirth certificate but in the others a separate birth and a death certificate is required for each stillbirth, in either of which case the express content of the certificate is detailed in the law. Stillbirths are usually defined in terms of the number of months of uterogestation and midwives are commonly prohibited from certifying the fact of stillbirth or the age of the fetus. The certification of a stillbirth attended only by a midwife requires the same treatment as any death without medical attendance.

4. REGISTRATION OF BIRTHS

Like deaths, births are universally required to be registered on an official birth certificate, the form of which is not expressly stipulated but the exact content of which is nearly everywhere specified in the law or required to conform to that of the Census Bureau standard birth certificate. State laws give attendants at birth from 10 days to a lifetime to register the birth. In most States a period of 10 days to 1 month or even 1 year is allowed for registration of a birth; but in some other places, as in the District of Columbia, an attending physician may file a birth certificate as long as he lives.

Physicians, midwives, parents or "any other person having knowledge of an unregistered birth" are required to report the facts of birth to the nearest local registrar within the time period fixed by law. Local registrars are also charged with the responsibility of gathering reports of all births occurring within their district. There is a dual responsibility for reporting, imposed both upon the attendant and upon the local registrar. Yet in the case of births no requirement analogous to that of the burial permit operates to assure complete registration.

Special forms of birth certificates, omitting certain items and rephrasing others, are employed in some jurisdictions in cases of adoptions, legitimations, and foundlings.

Corrections of entries on birth certificates, particularly the given names and spellings of surnames, are authorized; and the registrar or the State board of health is empowered to make rules and regulations governing the submission of evidence necessary to effectuate such changes.

5. DUTY TO REPORT GENERALLY

In addition to the specific responsibilities of physicians, midwives, funeral directors, and members of families defined in the sections pertaining to death and birth registration, many of the laws impose upon all citizens the duty of facilitating the execution of the registration law by informing local registrars of unregistered births and deaths. Some statutes also include special provisions defining the duties of superintendents of institutions for births and deaths occurring therein.

6. MARRIAGE AND DIVORCE REPORTS

The central collection, preservation, tabulation, and issuance of certified copies of marriage and divorce records was commonly added to the functions of vital statistics offices somewhat after the passage of the State birth and death registration legislation. Marriage licenses or certificates—or, in a few States, copies or transcripts of them—are forwarded to the State in much the same manner as birth and death certificates, namely, by the local official authorized to issue the license or certificate.⁴

That local official may be the justice of the peace, the town, village, or city clerk, the prothonotary, or the county, district, or probate court. Ordinarily the time limit for reporting marriages is considerably more generous than in births and deaths, that is, a month in a few States and 3 months or even a year in others.

⁴ See table 2. Custodians of marriage and divorce records.

The original records of divorces and annulments are never filed elsewhere than in the offices of the courts which grant divorces or annulments. Such divorce and annulment records as a State vital statistics division may possess are, therefore, at best certified copies from the clerk or the court and may be merely unverified transcripts. The State laws which require the central collection of marriage, divorce, and annulment records are confined usually to the prescription of the form and frequency of the report, the compensation for reporting and the authorization to issue certified copies.

7. ENFORCEMENT AND VIOLATIONS

In general, the State registrar is charged with the enforcement of the registration law over the whole State and the local registrar is charged with the same responsibility within his district. A specific form of misdemeanor complaint is authorized for failure to report births and deaths and the county prosecutor is directed to assist in the investigation and prosecution of offenders. Fines or imprisonment, or both, are authorized for violations, usually beginning with a minimum of \$5 and extending upward to \$100 and/or 60 days' imprisonment for subsequent offenses.

8. PROBATIVE CHARACTER OF RECORDS

Somewhere in the course of a State registration law, sometimes as a separate section and sometimes as a dependent clause of provisions relating to the alteration of original certificates, vital records are always given the status of prima facie evidence of what they show. This presumption is accorded vital records because they are original official documents. Article IV, section I of the Constitution of the United States and an 1804 act of Congress give official State records the same status in all other States as the records enjoy in the State of origin; hence, the vital records of any State are prima facie evidence throughout the country.

MARRIAGE AND DIVORCE REGISTRATION

The registration of marriages and divorces is far less uniformly systematized than that of births and deaths.

Table 2 provides a convenient summary of the dates from which marriage and divorce records are available in the several States and the officials having custody of these records.

MARRIAGE RECORDS

All States, the District of Columbia, Alaska, and Hawaii have marriage-recording statutes of some kind, but in only 32 jurisdictions is a centralized State file maintained. A summary of the statutes relating to the recording and returning of marriage licenses and certificates appears in table 3. These statutes generally prescribe a procedure, shown in figure 1, which includes four main steps: (1) The issuing officer must record the license at the time of issuance in 40 States (this record alone does not show whether or not the marriage was finally celebrated); (2) the officiant must return the license, cer-

tificate, or both to the issuing officer within a fixed period of time (in 45 jurisdictions the law requires a return of the certificate, while in 28 only the license is returned); (3) a local board is established; (4) in 32 jurisdictions the local recording officer must transmit a copy or transcript of his records to a State office (usually the State registrar of vital statistics) in order that there may be a complete central registration of marriages.

All States, as well as Alaska, the District of Columbia, and Hawaii, now have marriage-license laws. The four cities, Boston, New York, Baltimore, and New Orleans, which have birth- and death-registration laws independent of their respective States have no such independent marriage and divorce legislation and/or files.⁵

These license laws differ widely in detail; no two are exactly alike. But they all stem from a common policy, namely, the requirement that persons who intend to marry must first secure the permission of the State. Marriage license laws include, therefore, not only administrative details of license issuance, but also an increasing variety of statutory regulations which must be fulfilled before the license will be issued. A license is not, however, essential to the validity of a marriage in all States. Three States allow bans to be published as a substitute for a license and it is quite common for Quaker marriages to be excepted from the law both as to license and ceremony. Moreover, about half of the States still recognize common-law marriages.

The burden of securing a marriage license is placed primarily upon the parties themselves but complementary responsibilities are also generally imposed not only upon persons authorized to solemnize marriages, but also upon licensing officers.

The duty of issuing marriage licenses is generally delegated to some county officer and, in fewer instances, to city or town or court officials, as follows:

	<i>States</i>		<i>States</i>
County clerks.....	12	County or town registrar of vital	
Clerk of court.....	15	statistics.....	1
Probate judge.....	5	County register.....	1
County judge.....	3	County auditor.....	1
Town or city clerks.....	7	Clerk of peace.....	1
County recorder.....	2	U. S. commissioners or agents.....	(2)

¹ And the District of Columbia.

² Alaska and Hawaii.

Some States permit application for a license to be made in any county of the State; some specify the county in which the marriage is to be celebrated; some the county in which the woman resides; and others the county in which either party resides. Some laws make express provision for out-of-State residents by requiring the license to be secured in the county in which the marriage is to be performed.

Emphasis on the prevention of undesirable marriages has resulted in the imposition of a large number of requirements and qualifications which must be met as a prerequisite to the issuance of a license. Most common among these qualifications is that of age. The age requirement takes two forms, namely, that minors applying for a license must have secured the consent of parents or guardians and that no license shall be issued to minors who are below the minimum age at

⁵ An abstract of American marriage license statutes is on file at the Bureau of the Census.

TABLE 2.—Custodians of local and central files of marriage and divorce records, and date since which or period in which arrangement has been in effect

State	Marriage records				Divorce records			
	Local file		Central file		Local file		Central file	
	Date	Custodian	Date	Custodian	Date	Custodian	Date	Custodian
Alabama.....	1810	Probate court.	1938	State registrar ¹	1873	Circuit chancery court.....	1908	State registrar.
Arizona.....	1864	Superior court.		None.	1871	Superior court.		None.
Arkansas.....	1901	County clerk ²	1917	State registrar.	(?)	Chancery court.	1923	State registrar.
California.....	1846	County recorder.	1905	do.	1846	County clerk.		None.
Colorado.....	1880	County clerk.		None.	1881	District and county court.		Do.
Connecticut.....	1848	Town clerk (local registrar).	1897	State registrar.	1850	Superior court.		Do.
Delaware.....	(?)	Clerk of peace.	1913	do.	1897	County prothonotary.		Do.
District of Columbia.....	1911	United States district court.	1811	United States district court.	1800	United States district court.	1800	United States district court.
Florida.....	1821	County court.	1927	State registrar.	1831	Circuit court.	1927	State registrar ¹⁰
Georgia.....	1786	Court of ordinary.		None.	1830	Superior court.		None.
Idaho.....	1864	County recorder.	1907	State registrar ¹¹	1852	District court.		Do.
Illinois.....	1809	County clerk.		None.	(?)	Circuit court.		Do.
Indiana.....	(?)	County.		do.	(?)	Superior and circuit court.		Do.
Iowa.....	1832	District court.	1923	State registrar ¹²	1856	District or circuit court.	1923	State registrar ¹⁴
Kansas.....	1897	Probate court ¹³	1913	do.	1857	District court.		None ¹¹
Kentucky.....	(?)	County court.		None.	(?)	Circuit court.		Do.
Louisiana.....	(?)	Parish court ¹⁵	1937	State registrar ¹³	(?)	District court.		Do.
Maine.....	(?)	Town clerk.	1892	do.	(?)	Superior court.	1892	State registrar ²¹
Maryland.....	1777	Circuit court.		do.	(?)	Circuit court.	1914	Do. ²²
Massachusetts.....	1639	City and town clerks.	1788	do. ¹⁴	1777	Superior court.		None.
Michigan.....	1787	County clerk.	1867	do.	1818	Circuit or chancery court.	1897	State registrar ¹⁴
Minnesota.....	1847	District court.		None.	1849	District court.		None.
Mississippi.....	1852	Circuit court.	1926	State registrar ¹⁶	1809	Chancery court.	1928	State registrar.
Missouri.....	1805	County recorder.		None.	1819	Circuit court.		None.
Montana.....	1865	District court.		do.	1872	District court.		Do.
Nebraska.....	1855	Probate or county court.	1909	State registrar ¹⁷	1855	do.	1909	State registrar.
Nevada.....	1855	County clerk.		None.	1862			None.
New Hampshire.....	1677	Town clerk.	1877	State registrar ¹⁸	1850	Superior court.	1850	State registrar ¹⁹
New Jersey.....	1671	Municipal clerk (local registrars).	1665	do. ²⁰		None.	1795	Court of chancery ¹¹
New Mexico.....	1863	Probate court.		None.	(?)	District court.		None.
New York.....	1847	Town or city clerk.	1880	State registrar.	(?)	Supreme court.		Do.
North Carolina.....	1712	Register of deeds.		None ²¹	1828	Superior court.		Do.
North Dakota.....	1872	County clerk.	1925	State registrar ²⁴	1874	District court.		Do.
Ohio.....	(?)	Probate court.		None.	(?)	Common pleas and juvenile and probate courts.		Do.

Oklahoma.....	(?)	County court.....	1890	State registrar ²⁵	(?)	District court.....		State registrar ³⁸
Oregon.....	1848	County clerk.....	1908	do ³¹	1844	Circuit court.....	1925	Do. ³⁷
Pennsylvania.....	1885	Orphans' court.....	1906	do ³⁵	1815	County prothonotary.....		None
Rhode Island.....	1867	Town or city clerks.....	1853	do ³⁹	1905	Superior court.....		Do
South Carolina.....	1911	Probate court.....		None.....	⁴⁰ 1872	Court of common pleas ⁴¹		Do.
South Dakota.....	1862	Circuit court.....	1905	State registrar ³⁵	1886	Circuit court.....	1905	State registrar ⁴²
Tennessee.....	1787	County clerk.....		None.....	1810	Circuit and chancery courts.....		None
Texas.....	1834	do.....		do.....	1839	District court.....		Do.
Utah.....	1887	do.....	1819	State registrar ³⁸	1887	do.....		Do
Vermont.....	1765	Town clerk.....	1785	State secretary ⁴⁴	1861	County clerk.....	⁴⁵ 1861	State secretary.
Virginia.....	1853	Circuit court.....	1853	State registrar ⁴⁶	1853	Circuit court.....	1918	State registrar ⁴⁷
Washington.....	1854	County clerk.....		None.....	1849	County clerk.....		None
West Virginia.....	1772	County court.....	1921	State registrar ⁴⁸	(?)	Circuit court.....		Do.
Wisconsin.....	⁴⁹ 1820	County clerk.....	⁵⁰ 1823	do.....	1848	do.....	1907	State registrar ⁵¹
Wyoming.....	1868	do.....	1941	do.....	1868	District court.....		None.

¹ Discontinued in 1936

² Registrar has reports, 1908-36.

³ Discontinued in 1908

⁴ Divorces granted by special act of legislature, see Session Laws of Territory of Arizona, 1864-73

⁵ Probate court in counties having 2 judicial districts.

⁶ Incomplete

⁷ Prior to 1897 divorces granted by special act of legislature, session laws, since 1934 transcripts to State registrar but copies not issued.

⁸ Complete file of returns only since 1890; incomplete file 1870-96, license issued since 1811

⁹ Discontinued in 1927.

¹⁰ Transcripts only, copies not issued

¹¹ Reports of licenses issued, copies not issued

¹² Discontinued in 1823

¹³ Transcripts 1880-1923, but incomplete and unindexed, copies not issued.

¹⁴ Transcripts 1914-22, unindexed

¹⁵ Discontinued in 1913

¹⁶ Copies of returns, 1855-67.

¹⁷ Divorce decrees granted by special act of legislature, 1858-61, see Private Laws of Territory of Kansas

¹⁸ City clerk in New Orleans city.

¹⁹ Duplicates since 1937 in hands of State registrar.

²⁰ Copies since 1892 in hands of State registrar

²¹ Ledgers made from annual reports since 1892, in hands of State registrar.

²² Copies since 1914 in hands of State registrar

²³ Transcripts of original decrees since 1914 in hands of State registrar

²⁴ Original certificates 1784-1840, incomplete copies 1841-48, copies only since 1848.

²⁵ Records only 1807-1923, transcripts since 1923

²⁶ Card files, 1801-1926, monthly reports since 1926.

²⁷ Copies of original certificates.

²⁸ Copies of certificates of intention and certificates of marriages.

²⁹ Copies of original decrees in hands of State registrar.

³⁰ Registrar only, 1800-1878.

³¹ Exclusive jurisdiction

³² State file not complete, 1880-1907 except Albany, Yonkers, Buffalo; 1908-15 except Greater New York, since 1915 except New York and Brooklyn, copies only, 1908-15.

³³ Marriage physical examination records filed with State epidemiologist since 1899.

³⁴ Copies since 1923 in hands of State registrar.

³⁵ Records incomplete, copies not issued

³⁶ Law providing for central registry never enforced

³⁷ Marriage reports since 1906 in hands of State registrar; divorce reports since 1925 in hands of State registrar

³⁸ Transcripts since 1908 of original certificates in hands of State registrar.

³⁹ Certified copies of original certificates, 1853-1921, and copies of returns of marriages, since 1921, in hands of State registrar.

⁴⁰ Discontinued in 1878

⁴¹ Only annulments permitted by law.

⁴² Abstract copies since 1905 in hands of State registrar

⁴³ Transcripts of marriage applications since 1919 in hands of State registrar for statistical purposes only, copies not issued.

⁴⁴ Card reports and record sheets in hands of secretary of state.

⁴⁵ Annual report, since 1861, of divorces granted, in hands of secretary of state.

⁴⁶ Exact copies of marriage register, 1853-1936, duplicate copies since 1936, in hands of State registrar

⁴⁷ Record cards since 1918 in hands of State registrar.

⁴⁸ Transcripts since 1921 in hands of State registrar.

⁴⁹ Discontinued in 1907

⁵⁰ Transcripts, 1823-1907, original certificates since 1907, in hands of State registrar.

⁵¹ Report of divorces granted since 1907, in hands of State registrar.

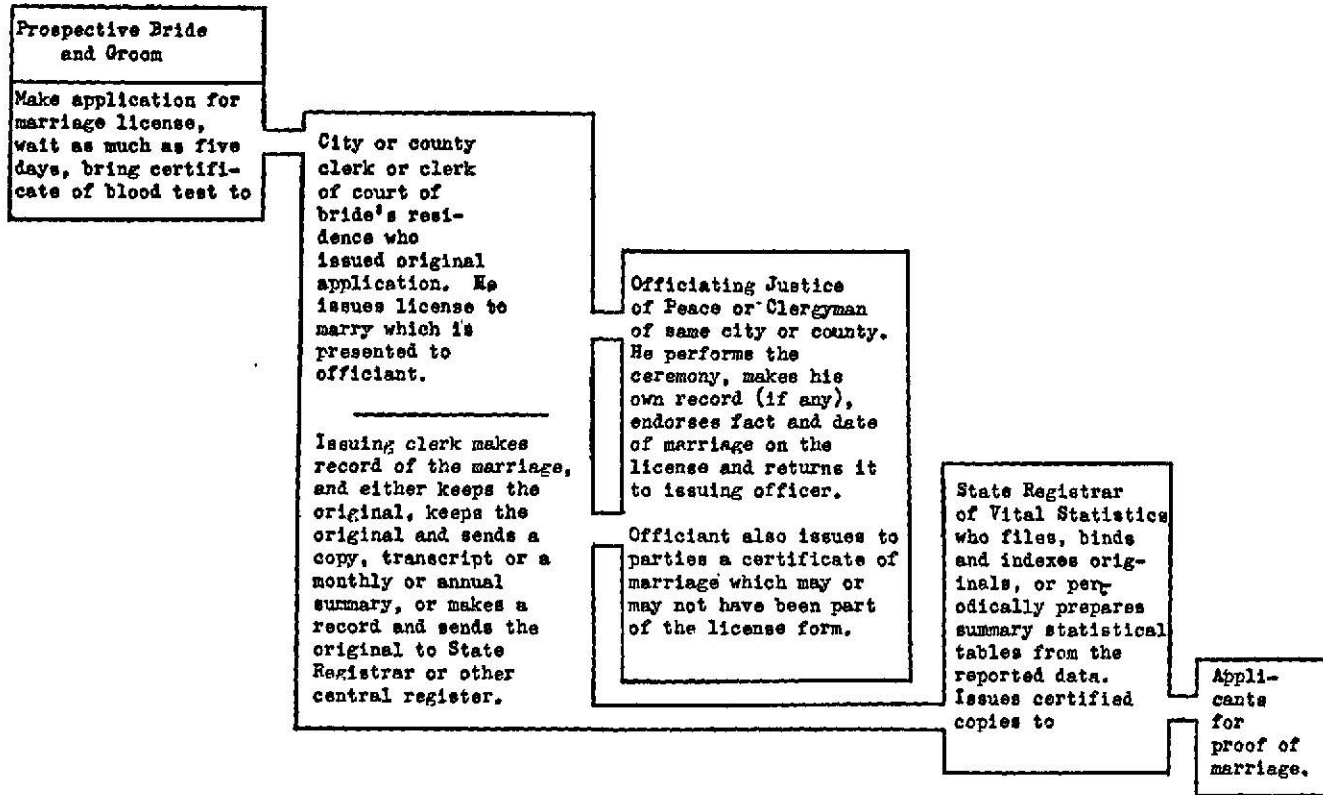


FIGURE 1

which a valid marriage may be contracted. Other common requirements are those which relate to the health and/or mental and physical condition of the parties. Many States have sought to enforce their prohibition against marriages of the insane, idiotic, feeble-minded, epileptic and, more recently, of persons afflicted with venereal disease, tuberculosis, or other communicable disease, and of persons under the influence of intoxicants and narcotics. There is an additional miscellany of requirements which are precedent conditions to the issuance of a license, such as that the parties be not inmates of any home for the indigent, habitual criminals, not "disqualified from making any other civil contract," not "under any impediment." Indeed, in half a dozen States, the license law requires that the parties give the State a bond conditioned upon the fact that no impediment exists or that the parties will comply with the provisions of the license law.

Penalties for the violation of the marriage license laws vary widely. Some punish the parties, but in most States the penalties lie against the licensing officials who issue licenses illegally. Where no express provision is made for penalties for violation of the marriage license law, the courts have held that the general statutes, which punish the neglect of office, apply.

The consequence of unrecorded marriages include not only incomplete, inaccurate, and uncertain official records but also the imposition of serious and unnecessary hardship upon the parties and their families. Marriage records, which are almost conclusive evidence of marriage, serve both the parties and the State in several important respects. Personal and property rights of both parties and of their descendants are based upon the validity of the marriage. The legitimacy of children, presence of bigamy, and the property rights of surviving heirs, all are problems which an authentic marriage record may solve almost automatically.

Table 3 summarizes the statutory provisions for recording marriages.

TABLE 3.—Statutes relating to marriage records

Jurisdiction and citation	Licensing officer to record at time of issuance	Officiant to keep record of marriages solemnized	Officiant to make return of license	Officiant to make return of certificate	Time allowed for making return	License to be recorded after return made	Certificate to be recorded after return made	Centralized State registration provided for
Alabama.....	Yes	-----	-----	Yes	1 month	-----	Yes	Yes.
Alaska.....	Yes	-----	-----	-----	-----	-----	-----	Yes.
Arizona.....	Yes	-----	Yes	No ¹	20 days	Yes	-----	-----
Arkansas.....	-----	-----	No ¹	No ¹	60 days	Yes	Yes	Yes.
California.....	-----	Yes ²	Yes	Yes	30 days ³	Yes	Yes	Yes.
Colorado.....	-----	Optional	Yes	Yes	30 days	Yes	Yes	-----
Connecticut.....	-----	-----	-----	Yes	Before or during first week of next month.	-----	Yes	Yes.
Delaware.....	Yes	-----	-----	Yes	4 days ⁴	-----	Yes	Yes.
District of Columbia.....	Yes	-----	-----	Yes	10 days	-----	Yes	-----
Florida.....	Yes	-----	Yes	Yes	do.	Yes	Yes	Yes.
Georgia.....	Yes	-----	Yes	Yes	30 days	Yes	Yes	-----

¹ Not the officiant, but the "person obtaining a license," shall make the return within 60 days.
² When unmarried persons, not minors, have been living together as husband and wife, and are married by a clergyman without a license, the officiant must keep a record of such marriages. But there apparently need be no such record kept in ordinary cases.
³ The "certificate of registry," issued with the license and containing much detailed information about the parties, must be returned by the officiant within 3 days after the marriage. But the certificate and license proper need only be returned within 30 days after the marriage.
⁴ But the officiant must also make a return of all marriages solemnized by him, before the 10th day of the following month, to the registrar of vital statistics of the district in which the marriage was solemnized.

TABLE 3.—Statutes relating to marriage records—Continued

Jurisdiction and citation	Licensing officer to record at time of issuance	Officiant to keep record of marriages solemnized	Officiant to make return of license	Officiant to make return of certificate	Time allowed for making return	License to be re-recorded after return made	Certificate to be re-recorded after return made	Centralized State registration provided for
Hawaii.....	(²)	Yes ¹	(³)	Yes.....	30 days.....	(⁶)	Yes.....	Yes.....
Idaho.....	Yes.....		Yes.....	Yes.....	do.....		Yes.....	Yes.....
Illinois.....			Yes.....	Yes.....	do.....		Yes.....	Yes.....
Indiana.....	Yes.....		Yes.....	Yes.....	3 days.....	Yes.....	Yes.....	
Iowa.....			Yes ⁷	Yes.....	15 days.....		Yes ⁷	Yes.....
Kansas.....	Yes.....		Yes.....	Yes.....	10 days ⁵	Yes.....	Yes.....	Yes.....
Kentucky.....			Yes.....	Yes.....	3 months.....		Yes.....	
Louisiana.....	Yes.....		Yes.....	Yes.....	30 days.....	Yes.....	Yes.....	Yes.....
Maine.....	Yes.....	Yes.....		Yes.....	6 days.....		Yes.....	Yes.....
Maryland.....	Yes.....		Yes.....	Yes.....	30 days ⁹		Yes.....	Yes.....
Massachusetts.....		Yes.....	Yes.....	Yes.....	Between first and tenth of following month.....	Yes.....	Yes.....	Yes.....
Michigan.....	Yes.....	Yes.....	Yes.....	Yes.....	10 days.....	Yes.....	Yes.....	Yes.....
Minnesota.....	Yes.....	Yes.....		Yes.....	1 month.....		Yes.....	
Mississippi.....	Yes.....			Yes ¹⁰	3 months ¹⁰		Yes.....	Yes.....
Missouri.....	Yes.....	Yes.....	Yes.....	Yes.....	90 days.....	Yes.....	Yes.....	
Montana.....	Yes.....		Yes.....	Yes.....	30 days.....		Yes.....	
Nebraska.....	Yes.....		Yes.....	Yes.....	15 days.....	Yes.....	Yes.....	Yes.....
Nevada.....		Yes.....		Yes.....	30 days.....		Yes.....	
New Hampshire.....	Yes.....	Yes.....		Yes ¹¹	6 days.....		Yes.....	Yes.....
New Jersey.....	Yes ¹²	Yes ¹²	Yes.....	Yes.....	5 days.....		Yes.....	Yes.....
New Mexico.....	Yes.....			Yes.....	90 days.....		Yes.....	
New York.....	Yes.....		Yes.....	Yes.....	5 days.....	Yes.....	Yes.....	Yes.....
North Carolina.....	Yes.....		Yes.....	Yes.....	60 days.....	Yes.....	Yes ¹²	
North Dakota.....	Yes.....		Yes.....	Yes.....	30 days.....		Yes.....	Yes.....
Ohio.....	Yes.....			Yes.....	do.....		Yes.....	
Oklahoma.....	Yes.....		Yes.....	Yes.....	Without delay ¹⁴		Yes.....	
Oregon.....	Yes.....			Yes.....	1 month.....		Yes.....	Yes.....
Pennsylvania.....	Yes.....			Yes.....	30 days.....		Yes.....	Yes.....
Rhode Island.....	Yes.....		Yes.....	Yes.....	48 hours.....	Yes.....	Yes.....	Yes.....
South Carolina.....			Yes.....	Yes.....	15 days.....	Yes.....	Yes.....	
South Dakota.....	Yes.....	Yes.....		Yes.....	30 days.....		Yes.....	Yes.....
Tennessee.....	Yes.....		Yes.....	Yes.....	do. ¹⁵	Yes.....	Yes.....	
Texas.....	Yes.....		Yes.....	Yes.....	60 days.....	Yes.....	Yes.....	
Utah.....	Yes.....		Yes.....	Yes.....	30 days.....	Yes.....	Yes.....	Yes.....
Vermont.....	Yes.....			Yes.....	10 days.....		Yes.....	Yes.....
Virginia.....	Yes.....		Yes.....	Yes.....	30 days.....	Yes.....	Yes.....	Yes.....
Washington.....	Yes.....			Yes.....	do.....		Yes.....	
West Virginia.....	Yes.....		Yes.....	Yes.....	60 days.....		Yes.....	Yes.....
Wisconsin.....	Yes.....			Yes.....	3 days.....		Yes.....	Yes.....
Wyoming.....	Yes.....			Yes.....	3 months.....		Yes.....	

¹ Officiants must immediately report all marriages solemnized to the district registrar. Licensing officers must make a similar report of licenses issued. Such reports, in both cases, to give the names, ages, residence, nationality, and names of parents of the parties.

² License and certificate must be returned within 3 months, but all officiants "shall report all marriages performed by them within 3 days after their occurrence" to the clerk who issued the license.

³ The statute does not specify the return of the license itself, but requires, instead, that the return be made upon a blank form provided for that purpose, combining the information usually included in license and certificate.

⁴ An earlier statute set the time limit at 30 days. The Session Laws of 1925, p. 262, lowered it to 10 days.

⁵ But 60 days are allowed where marriages are celebrated after publication of banns.

⁶ In addition to making return of the certificate within 3 months, the officiant must return a detailed marriage registration blank within 10 days of solemnization.

⁷ The certificate is in the form of a record, covering specified facts, to be filled in by the officiant.

⁸ The blank forms issued by the State bureau of vital statistics provide for such records.

⁹ A 1933 act provides for the recording of marriages celebrated in other States.

¹⁰ But the license shall fix the time limit for return, which shall be not more than 30 days from the date of its issuance.

¹¹ Justices of the peace are given 6 months in which to make returns.

DIVORCE RECORDS

State statute books, replete with provisions governing the issuance of marriage licenses and certificates and with provisions governing the dissolution of those marriages, are surprisingly barren of provisions for central record keeping of the facts relating to those divorces. Statutes requiring the keeping of central records of divorces are designed as an aid to the administration of the health and security programs and to give the parties a convenient and reliable way of proving the fact of divorce. Such statutes are found in 17 States. In New Jersey and in the District of Columbia only a single central court is authorized to hear and grant divorces; there is therefore in effect a central register in these two additional jurisdictions. They all follow a similar pattern, requiring a local official, usually the clerk of the divorce court, to make a monthly or annual return to the State registrar of vital statistics, giving the facts required by statute or by such officer. This procedure is outlined in figure 2.

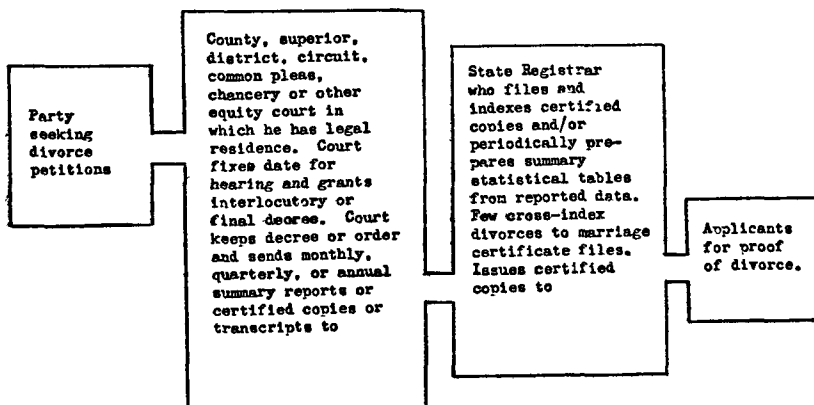


FIGURE 2

There is not yet in the American system any provision for endorsing the fact of divorce upon the central record of the marriage. This leaves open an avenue of fraud which cannot be effectively closed until there is some provision for central registration of both marriages and divorces in each State and for the interstate exchange of marriage and divorce information.

BIRTH AND DEATH REGISTRATION

A schematic outline of the origin, flow, and disposition of birth and death records is shown in figure 3.

THE LOCAL REGISTRARS

The registration of births and deaths is accomplished through a vast organization of Federal, State, county, and local officials. Each State is divided into registration districts, with each city, incorporated town, or other primary political unit constituted a primary registration district. Recently, there has been a trend toward combining several

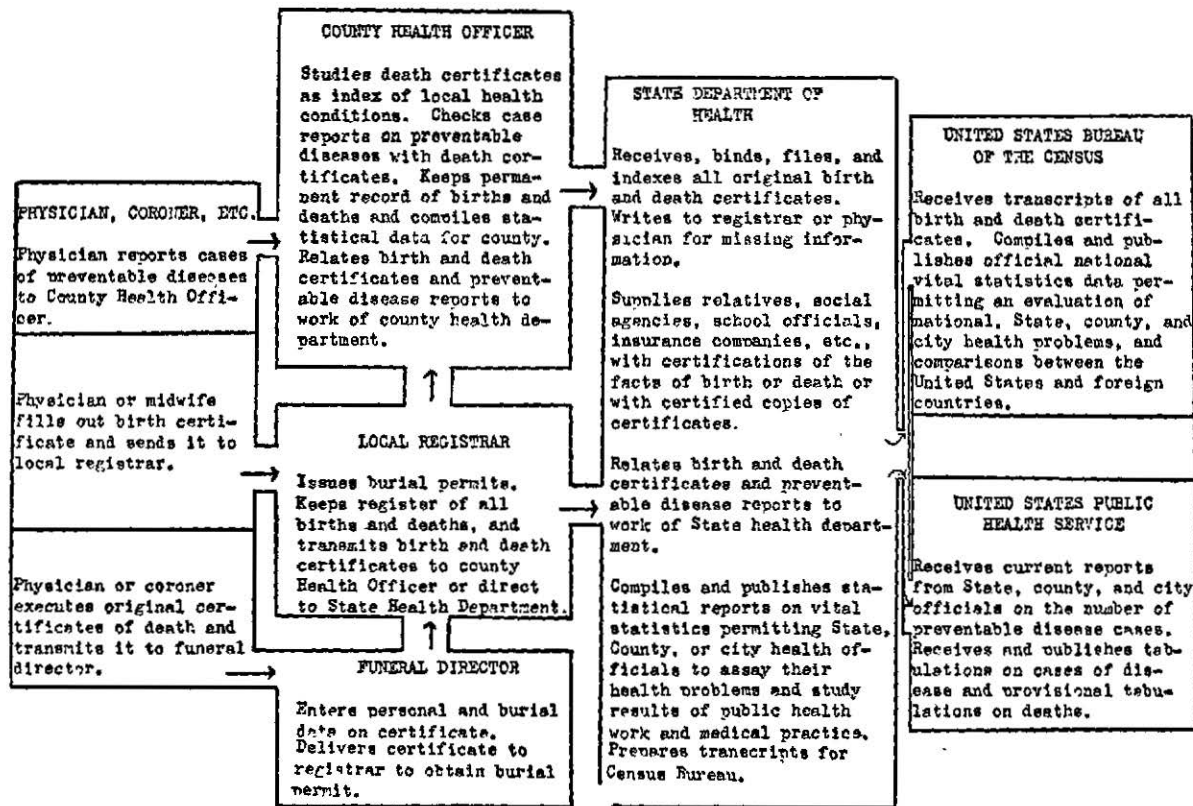


FIGURE 3

political units to form larger registration districts.⁶ A local registrar is appointed for each district and is often assisted by a deputy local registrar or subregistrar of his own selection.

The local registrar is usually a part-time deputy of the State registrar, paid by fees and performing no other official duties; but in a few places he serves as registrar ex officio, along with more pressing duties as justice of the peace, or as township or city clerk.

The duties of the local registrar consist of receiving and collecting records of all births and deaths in his district, inspecting these certificates for completeness and accuracy, issuing burial permits, maintaining a permanent local register of all births and deaths in the district, reporting violations of the registration law to county or State officials, and forwarding at prescribed intervals all original certificates to the county or district health officer or to the State registrar.

Within the continental United States in 1941 there were nearly 30,000 local registrars, ranging from 26 in Delaware to 2,628 in Minnesota, charged with the responsibility of gathering birth and death certificates. As a general rule local registrars are not carefully selected or controlled. In too many States the task of registration is but an

TABLE 4.—Number and selection of local registrars, 1941

Area	Number of registrars			Method of selection or appointment
	County registrars	Other local registrars	Deputy and sub-registrars	
Total, 48 States..	370	29,104	18,774	
Alabama.....	None	1,150	1,153	State registrar appoints local registrars; deputies chosen by local registrar.
Arizona.....		115		State registrar.
Arkansas.....		750	754	Do
California.....		191	329	State registrar appoints local registrars, deputies chosen by local registrar.
Colorado.....	63	77	66	State board of health
Connecticut.....		169	169	Local registrars—elective office.
Delaware.....			26	State health board
Florida.....		471	471	State registrar appoints local registrars.
Georgia.....		1,309		State board of health
Idaho.....		75		Public welfare department through vital statistics registrar
Illinois.....		1,354	1,375	Act as registrars by virtue of their election as town or city clerks
Indiana.....	92	100		County—county commissioner, city—mayor.
Iowa.....	9	800	Unknown	County supervisors
Kansas.....		560	A few	Ordinarily city clerk is registrar.
Kentucky.....		337	450	County health officers and State registrar.
Louisiana.....		572	574	State registrar
Maine.....		517		Elected locally.
Maryland.....	23	188	144	County health officers—ex officio registrars
Massachusetts.....		351		Act as registrars by virtue of their election as town or city clerks
Michigan.....		1,764		Elected annually, locally.
Minnesota.....		2,628	1,000	Appointed in cities, elected in villages and townships
Mississippi.....	69	38	125	Director and State health officer.
Missouri.....	5	900	900	State health commissioner.
Montana.....		96		Local registrar is usually the county health officer.
Nebraska.....		435	457	State registrar appoints local registrars.
Nevada.....	17	23		State health officer
New Hampshire.....		235	470	In towns—clerks are appointed at annual town meetings
New Jersey.....	1	566		Local health board
New Mexico.....	10		440	District health officers appoint subregistrars
New York.....		1,377	1,377	Appointed by town and village boards and mayors

⁶ Recently Missouri, for example, reduced the total number of local registrars from somewhat over 900 to about 300.

TABLE 4.—Number and selection of local registrars, 1941—Continued

Area	Number of registrars			Method of selection or appointment
	County registrars	Other local registrars	Deputy and sub-registrars	
North Carolina.....	15	1,079	1,094	County—State health board; town—mayor; township—county commissioner
North Dakota.....	0	2,080		Town and city clerks are registrars
Ohio.....		1,200	1,300	By local health boards in cities, elected in townships
Oklahoma.....		416		State health commissioner.
Oregon.....		149		State health officer
Pennsylvania.....		726	1,000	Personnel Division of State Department
Rhode Island.....		39	39	Town council or superintendent of health.
South Carolina.....		450	150	State health officer.
South Dakota.....	64			State director of vital statistics.
Tennessee.....		370		State registrar with approval of health commissioner
Texas.....		1,350	1,350	Local officials are elected
Utah.....		350		County commissioners.
Vermont.....		246		Town clerks—elected.
Virginia.....		1,075	1,135	State registrar
Washington.....		277	277	State health officer
West Virginia.....		349	349	State registrar
Wisconsin.....		1,800	1,800	Local registrars are town clerks—elected

additional duty imposed by law upon petty civil officials who give their principal attention to registering deeds, court actions, dog licenses, and minutes of official bodies. The roster of local registrars includes housewives, pharmacists, merchants, physicians' wives, farmers, undertakers, town busybodies, and individuals of many other callings who either already have too much to do to attend to registration matters properly or who are in the anomalous position of preparing certificates with one hand and acting as local registrar with the other. During the summer of 1942, representatives of the Bureau of the Census interviewed 180 local registrars in 9 States. The regular occupations of these 180 local registrars, as shown in table 5, suggest the caliber of local registrars in general.

TABLE 5.—Regular occupations of local registrars in selected States, 1942¹

Occupation	Number of registrars	Occupation	Number of registrars
Total.....	180	Guard or watchman.....	2
Housewife.....	31	Newspaper agent.....	2
Physician, his wife or office personnel.....	24	Salesman.....	2
Justice of the peace.....	20	Minister or priest.....	2
Clerk in agency or service organization.....	13	Retired.....	2
Farmer.....	12	Dentist.....	1
City clerk or secretary.....	11	School teacher.....	1
Health department clerk.....	8	County clerk.....	1
Clerk in merchandise store.....	8	Laborer.....	1
Undertaker or his wife.....	7	Banker.....	1
Merchant.....	6	Superintendent of schools.....	1
County or city health officer.....	4	Cafe owner.....	1
Druggist.....	3	Rooming-house proprietor.....	1
Field or hospital nurse.....	3	Factory foreman.....	1
Lawyer.....	3	Physician's widow.....	1
Telephone or telegraph operator.....	3	Other and unclassified.....	4

¹ The distribution of the sample by States was as follows: Alabama, 30, Arkansas, 36, Arizona, 9, Colorado, 20, Mississippi, 13, Missouri, 29, New Mexico, 7, Tennessee, 5, Texas, 31

The fees paid to local registrars by counties or States range from 20 cents to \$1 for each certificate filed, the distribution being as follows:

Fee per certificate:	Number of States
\$1 00.....	2
\$0 50.....	10
\$0 25.....	31
\$0.20.....	1
None.....	4

Salaried officials function ex officio as registrars in Indiana, Maine, Rhode Island, and Vermont

In six States from which fairly complete records were available nearly four-fifths of the 3,513 local registrars received fees aggregating \$50 or less for the whole year 1942. The distribution of their annual earnings is shown in table 6. In Arkansas, for example, 76 percent of the local registrars received less than \$25 and 33 percent received less than \$5. In Arizona, 10 percent of the local registrars were paid nothing at all. Even in Pennsylvania, 52 percent of all local registrars received \$50 or less in 1942.

TABLE 6.—Distribution of annual totals of fees of local registrars in 6 States, 1942¹

	Number of registrars	Percent of total		Number of registrars	Percent of total
\$50 or less.....	2,768	79	\$501-\$1,000.....	42	1
\$51-\$100.....	388	11	Over \$1,000.....	16	
\$101-\$300.....	224	6			
\$301-\$500.....	75	2	Total.....	3,513	100

¹ Data from Alabama, Arizona, Arkansas, Ohio, Pennsylvania, and West Virginia

Table 7, showing the average income per registrar in 1941, based on the numbers of birth and death certificates filed, shows that this same condition is general over the whole country, if allowance is made for the fact that the average number of certificates per registrar is high in large cities and low elsewhere.

TABLE 7.—Average annual income per registrar based on numbers of birth and death certificates filed, 1941

State	Total birth and death certificates filed	Payment per certificate	Total cost	Number registrars and deputies	Average annual income per registrar	Average monthly income per registrar
United States.....	3 911,009	1 \$0 36	\$1,544,395	29,948	\$51 56	\$4 29
Alabama.....	92 953	25	23 238	1,150	20 20	1 68
Arizona.....	18 000	50	9 000	115	78 26	6 52
Arkansas.....	55 667	25	14 172	750	18 89	1 57
California.....	206 103	50	103 052	191	539 53	44 96
Colorado.....	33,508	50	16 754	140	119 67	9 92
Connecticut.....	46 573	1 65	48,901	169	289 35	24 11
Delaware.....	8 302	25	2 080	26	80 00	6 66
District of Columbia.....	28 964					
Florida.....	60,674	25	15 168	471	32 20	2 68
Georgia.....	109,980	50	54 990	1,309	42 00	3 50
Idaho.....	16 361	25	4 090	75	54 53	4 54
Illinois.....	219,948	25	54,987	1,354	40 61	3 38

¹ Average

TABLE 7.—Average annual income per registrar based on numbers of birth and death certificates filed, 1941—Continued

State	Total birth and death certificates filed	Payment per certificate	Total cost	Number registrars and deputies	Average annual income per registrar	Average monthly income per registrar
Indiana.....	105,737	² \$0 50	\$52,868	192	\$275 35	\$22 94
Iowa.....	72,569	.25	18,142	600	22 67	1 84
Kansas.....	48,810	.25	12,152	560	21 70	1 80
Kentucky.....	93,545	.25	23,386	337	69 39	5 78
Louisiana.....	78,738	.50	39,379	574	68 58	5 71
Maine.....	28,366	² .25	7,076	517	13 63	1 12
Maryland.....	56,254	.25	14,083	211	66 64	5 55
Massachusetts.....	120,898	1 00	120,898	351	344 43	28 70
Michigan.....	160,181	.25	40,045	1,764	22 70	1 90
Minnesota.....	81,080	.25	20,270	2,628	7 71	64
Mississippi.....	77,029	³ .35	26,940	107	251 77	29 80
Missouri.....	109,178	.50	54,589	905	60 31	5 02
Montana.....	17,063	.25	4,265	96	44 42	3 70
Nebraska.....	34,400	.25	8,600	435	19 77	1 56
Nevada.....	3,581	.30	1,790	49	41 75	3 73
New Hampshire.....	14,857	.25	5,714	235	15 80	1 31
New Jersey.....	111,576	.50	55,698	567	98 21	8 19
New Mexico.....	20,494	.25	5,123	440	11 65	93
New York.....	358,859	.50	179,429	1,377	130 30	18 53
North Carolina.....	116,590	.50	58,295	1,094	53 28	4 44
North Dakota.....	18,766	.25	4,691	2,080	2 25	19
Ohio.....	204,118	.25	51,029	1,200	42 52	3 54
Oklahoma.....	65,414	.25	16,353	416	39 31	3 27
Oregon.....	31,246	.25	7,811	149	52 42	4 36
Pennsylvania.....	282,808	.50	141,404	726	194 77	16 23
Rhode Island.....	19,446	² .25	4,861	39	124 64	10 33
South Carolina.....	67,685	.25	16,921	450	37 60	3 13
South Dakota.....	17,012	.25	4,253	64	66 45	5 54
Tennessee.....	89,730	.25	22,432	370	60 62	5 05
Texas.....	196,715	.50	98,357	1,350	72 85	6 07
Utah.....	18,305	.50	9,052	350	25 86	2 15
Vermont.....	11,084	² .25	2,771	248	11 26	94
Virginia.....	89,016	.25	22,254	1,075	20 70	1 72
Washington.....	49,673	.25	12,418	277	44 83	3 74
West Virginia.....	61,665	.25	15,416	349	44 17	3 68
Wisconsin.....	87,749	.20	17,549	1,800	9 74	81
Wyoming.....	7,379	.50	3,689	27	136 62	11 38

² Arbitrary figure. No fee specified by State law; salaried officials serve as registrars.

³ Estimated average.

The financial rewards for service as local registrar are so poor that the appointing authorities are reduced to seeking out some civic-minded citizen or naming anyone who can be persuaded to accept the appointment. This is particularly true in small towns and in the rural sections of the country where the task of receiving, signing, and forwarding the certificates requires only a few hours per month. Table 8, also gathered from interviews, shows that either the business of acting as local registrar is not a full-time job or the work is being performed very inadequately. Both are probably true. In many instances complaints of nonpayment arise because no county funds are available, or because warrants are issued in lieu of cash. In such circumstances it is futile for the State health department to suggest that local registrars ought to take a more energetic attitude and go out actively to get certificates for births and deaths of which they know, and ought not to be content with receiving those certificates which are brought to them.

In those States and localities in which tenure of public office is effectively controlled by party committees, local registrars must also be sponsored. Registration often suffers at the hands of a disgruntled local registrar who finds the return from his appointment in no way commensurate with the value of his past services to his party.

TABLE 8.—Distribution of local registrars by number of days per month spent on registration, 1942¹

Days spent per month	Percent of registrars	Days spent per month	Percent of registrars
1 day or less.....	38	20-25.....	1
2-4.....	36	25-30.....	4
5-10.....	3	"Very little" or not stated.....	10
10-15.....	4		
15-20.....	3	Total.....	100

¹ Based on reports from 179 registrars visited in 9 States.

The number of local registrars in each State, combined with the inadequacy of the staff and finances of the State registrar, makes effective supervision of registration impossible. When a new local registrar is appointed the sum total of his instructions comes in the same envelope with the announcement of his appointment. The envelope usually contains his commission, a copy of the State registration law, a manual of instructions, several pads of a variety of blank forms, and a standard invitation to write to the State Department of Health if he has any questions. In a number of States no manual of instructions has ever been prepared and in several others the manual is at least 20 years old. The registration law of which the new local registrar receives a copy is not necessarily now in effect; it is the one of which the State office happens to have a supply of copies on hand, and that may be up to 15 years old. From time to time the State board of health approves new rules and regulations and makes new official interpretations of the registration law, but it is only occasionally that these are gathered together in pamphlet form and mimeographed for distribution, and it is more than likely that the new material will not be inserted until the pamphlet is completely revised.

The instructions rarely include a list of the hospitals, lying-in homes, clinics and nursing homes, physicians, midwives, embalmers, funeral directors, sextons, cemeteries, or casket manufacturers, within the new registrar's jurisdiction, from whom he may expect certificates and on whom he ought to keep careful check. Generally no effort is made to advise the local registrar of the names of his predecessors from whom he might learn which persons observe the registration law closely and which persons are careless or negligent. The new registrar's instructions likewise usually omit any reference to what types of books he ought to keep; and his predecessor's books, if any, are not delivered to his hands. His predecessors may have a supply of blank forms which they continue to distribute even after they have been supplanted. Indeed, former registrars are not always notified that they have been supplanted and the physicians, midwives, and funeral directors within the jurisdiction are rarely informed.

At one time as many as six to a dozen States experimented with the convocation of county or regional meetings of local registrars for the purpose of instructing the registrars, particularly the newer appointees, in the methods and importance of their work. The experiment, tried on a very limited scale and with inexperienced management, promised to be one of the most fertile programs of the last decade. Then the delayed birth registration deluge of 1940 struck the State vital statistics offices, and since that time State

registrars have not ventured into the field to resume this very hopeful program on a wider basis.

Nearly every State health department has some field personnel but they are assigned to general health matters and attend to registration matters only incidentally. During the past decade, as many as 15 States engaged field agents to spend full time on registration problems. The field agent calls upon local registrars whose reports have been incomplete or late, or whose expected quota of certificates has not been met in recent months. The field agent tries also to call upon new local registrars immediately after their appointment in order to transfer the local registers from the ex-registrar. It is his duty to investigate complaints by physicians and funeral directors, to make complaints against physicians and funeral directors who are not reporting properly, to inspect local registers, to make suggestions for improving and promoting registration, and to facilitate the increased local use of the registers of births and deaths. The work of registration field agents has been most salutary and helpful but since 1940 this important work has been suspended in nearly all States.

RESPONSIBILITY FOR AND ENFORCEMENT OF REGISTRATION

The process of registration starts with preparation of an original birth or death certificate by a physician, midwife, coroner, or member of the family. The law of every State places the primary responsibility for registration upon these persons. In the event of death, the funeral director or the person in charge of the body must obtain the personal and statistical particulars for the death certificate, and must then present the certificate to the physician (or if none was in attendance, to another authorized person) for his certification of the cause of death. The completed certificate is then filed with the local registrar or deputy who issues a burial permit or a transit permit. The laws of every State require a burial or transit permit before a human body can be interred or removed to another jurisdiction. In most States the completed death certificate must be filed with the local registrar within 72 hours after death.

The registration of births is the direct duty of the physician, midwife, or other person attending the birth. Each birth must be reported to the local registrar within 10 days, usually, by filing a correctly prepared birth certificate. The present tendency of health departments is to reduce the time between the dates of occurrence and of registration; this tendency has been encouraged by the development of more extensive Federal, State, and local health and social services. Prompt registration of vital facts makes immediately available the basic data for active public health measures and focuses attention on the groups and areas where social benefits are needed.

Thus the completeness and accuracy of birth and death registration are contingent on the cooperation of various persons other than officials and employees of the registration system. Table 9 summarizes 180 local registrars' opinions of the quality of cooperation they receive from 4 classes of persons concerned with birth and death registration.

TABLE 9—Local registrars' appraisals of cooperation received from physicians, funeral directors, midwives, and coroners ¹

	Percent of local registrars reporting that specified class of persons cooperate—				
	Satisfactorily	Well	Fairly well	Poorly	Number reporting (equals 100 percent)
Physicians.....	28	24	30	17	178
Funeral directors.....	28	34	20	18	169
Midwives.....	11	19	30	40	155
Coroners.....	48	43	3	5	60

¹ Data from interviews in 1942 with 180 local registrars in 9 States.

The States in which birth registration has proved most complete and accurate, and the States in which it is believed that death registration is best, are the States in which the health department has taken a firm hand with both physicians and funeral directors and has secured the cooperation of the State licensing boards of both professional groups. Local registrars generally find it difficult or inexpedient to antagonize either group by vigorous action against those who are delinquent in reporting. During a recent 3-year period, 8 States prosecuted 1 or more physicians for failure to register births or deaths, and 11 States prosecuted funeral directors for not filing death certificates. The total number of prosecutions was small, and most of the defendants were funeral directors.

As a regular part of their duties, local registrars, particularly in urban areas, are expected to make a periodic check on the completeness of registration in their districts. But as has already been intimated, this is not generally done. Two typical situations are described in the following excerpts from reports of surveys of health departments.

Los Angeles:

There has been no check on the completeness of the reporting of deaths in the city of Los Angeles in recent years, nor has the division of vital statistics attempted to make use of the limited means available for keeping a continuous check on death registration. Burial permits are not issued unless a death certificate has been filed and all cemeteries are required to make a weekly report of all interments to the city health department; these reports should be checked against the death records to see that they have been properly registered. All newspaper reports of accidental deaths should be checked against the deaths registered to determine whether a death certificate has been received.

It is not routine practice of the division of vital statistics to check deaths of women of child-bearing age against live birth and still birth certificates * * *¹

Colorado:

Difficulty is encountered occasionally in securing satisfactory local registrars in some of the sparsely settled counties, with the result that lapses occur during which local registration is deficient. * * * On the other hand, however, it appears that little special effort is being made to maintain complete registration. A check-up on the reporting of deaths has not been made in many years. Meetings of local registrars with the State officials are never held and newly appointed registrars are seldom given personal instructions. Practically no publicity is

¹ Report of a survey of the City Health Department of Los Angeles, Calif., U S Public Health Service, 1939, p. 63

given to the requirements of the law or to the advantages of recording births and deaths.⁷

Various internal checks on the completeness of registration are also made, or should be made, in the State vital statistics offices. Death certificates for infants up to 3 years of age are checked against birth certificates if the birth occurred within the same State. Lists of births in hospitals, supplied by hospitals monthly to the State registrar, are checked against the birth certificates. Lists of casket sales may be likewise checked against death certificates. The total births and deaths in any local registration district do not vary appreciably from month to month and year to year, and upon this assumption some State registrars have established informal and flexible "expectancy quotas" for each local registrar. The monthly report from each local registrar is checked against the quota of birth and death certificates which might reasonably be expected. On the basis of the known population of a given county and the known birth and death rate in the same and in adjoining counties, the expected number of certificates can be easily calculated. If the reports from such a county or counties are continually below the number of births and deaths which ought to be occurring there, some further examination of the reporting mechanism is suggested. If a local registrar sends in only 30 percent of the total number of certificates which he has averaged for several years, at least a letter of inquiry is in order.

These internal devices have been found practical and effective, but they have been discontinued almost entirely in the majority of States in the past few years. In the Alabama, West Virginia, Pennsylvania, Ohio, Arkansas, South Carolina, Arizona, and Oklahoma vital statistics offices which were specially surveyed for the purpose of this report, these central office checks on registration had been either severely curtailed or wholly suspended.

INCOMPLETENESS OF BIRTH REGISTRATION

It has recently been estimated by the Bureau of the Census that there are now living in the United States more than 53,000,000 native persons whose births are unregistered.⁸ A large proportion of these are, of course, persons born in States which had not yet enacted registration laws, but a surprisingly large number of births even now are not registered.

A birth-registration test project carried out in conjunction with the 1940 census enumeration revealed that current birth registration was only 92.5 percent complete in the entire Nation, and as low as 76 percent in the worst State. Among the nonwhite populations of some Southern and Southwestern States the showing was even worse. Thus a total of some 200,000 unregistered births must have occurred in a single year. Table 10 shows the results for each State.

During the enumeration in April, enumerators sent to the Bureau of the Census a completed "infant card" for every child born during December 1939, January, February, and March, 1940. In the meantime, the State registrars were asked to prepare special copies of birth certificates for children born during the same period, as well as special copies of death certificates for children born in this period but who died in December 1939, January, February, March, and April, 1940.

⁷ Public Health Administration in Colorado, by C. E. Waller. Supplement No. 101 to U. S. Public Health Reports, 1931, p. 37.

⁸ See exhibit 4.

TABLE 10.—Completeness of birth registration, 1940

Area	Total	White	Other	Area	Total	White	Other
United States.....	92.5	94.0	82.0	South Atlantic—Con.			
New England				Virginia.....	91.9	92.5	90.2
Maine.....	96.1	96.3	63.2	West Virginia.....	86.5	86.7	81.3
New Hampshire.....	98.7	98.6	100.0	North Carolina.....	86.1	88.4	81.0
Vermont.....	97.3	97.3	100.0	South Carolina.....	77.6	82.7	71.8
Massachusetts.....	98.9	98.9	98.0	Georgia.....	81.3	83.6	77.6
Rhode Island.....	98.8	98.8	100.0	Florida.....	89.9	91.3	86.4
Connecticut.....	99.4	99.4	97.9	East South Central			
Middle Atlantic				Kentucky.....	89.2	89.2	87.6
New York.....	98.7	98.8	96.3	Tennessee.....	80.4	81.4	75.1
New Jersey.....	99.0	99.0	98.7	Alabama.....	85.0	86.4	82.4
Pennsylvania.....	97.0	97.2	92.9	Mississippi.....	89.8	93.8	86.2
East North Central				West South Central			
Ohio.....	95.2	95.3	93.7	Arkansas.....	75.9	79.6	63.2
Indiana.....	96.5	96.6	94.0	Louisiana.....	86.1	87.7	83.7
Illinois.....	96.9	97.3	90.6	Oklahoma.....	84.8	87.0	66.9
Michigan.....	97.8	97.9	94.0	Texas.....	81.5	89.3	68.7
Wisconsin.....	96.9	96.9	93.2	Mountain			
West North Central				Montana.....	97.6	98.0	91.1
Minnesota.....	99.3	99.3	97.2	Idaho.....	95.0	95.1	79.3
Iowa.....	94.6	94.7	90.1	Wyoming.....	95.6	95.9	85.4
Missouri.....	90.2	90.7	82.7	Colorado.....	89.8	89.8	90.4
North Dakota.....	94.7	94.6	95.2	New Mexico.....	86.4	91.2	40.3
South Dakota.....	95.4	96.6	79.8	Arizona.....	84.4	93.8	48.4
Nebraska.....	96.9	97.0	93.1	Utah.....	96.6	97.1	59.6
Kansas.....	95.5	95.6	92.9	Nevada.....	96.2	97.5	80.9
South Atlantic				Pacific			
Delaware.....	97.4	97.2	98.6	Washington.....	97.8	98.0	88.7
Maryland.....	97.1	97.8	94.1	Oregon.....	97.1	97.3	84.1
District of Columbia.....	97.9	98.5	96.6	California.....	98.0	98.1	96.5

TABLE 11.—Completeness of registration of births as evidenced by post-card survey in 1934-35 and by test in connection with 1940 census

State	Number of cards distributed	Number of cards returned and checked	Percent completeness of registration as judged by test	Percent completeness in 1940 (from table 10)
Alabama.....	394,801	23,999	82	85
Arkansas.....	261,142	17,682	66	76
California.....	1,134,856	35,187	96	98
Colorado.....	201,623	9,310	78	90
Georgia.....	484,078	10,066	89	181
Idaho.....	97,758	4,992	85	95
Iowa.....	527,368	23,293	93	95
Kansas.....	415,176	15,894	94	96
Mississippi.....	257,200	16,640	88	90
Missouri.....	677,917	26,945	86	90
Montana.....	88,279	5,258	95	98
Nevada.....	18,878	701	93	96
New Hampshire.....	178,674	4,066	97	99
North Carolina.....	463,309	28,218	65	86
North Dakota.....	121,260	8,256	88	95
Oklahoma.....	415,501	18,688	74	85
Oregon.....	188,000	8,446	97	97
South Carolina.....	249,114	13,597	67	78
South Dakota.....	128,372	6,501	92	95
Utah.....	98,525	8,724	95	97
Vermont.....	102,324	4,049	98	197
Washington.....	306,637	12,839	92	98
West Virginia.....	267,558	14,304	89	186
Wyoming.....	36,829	2,151	91	96

¹ Less complete in 1940 than in 1934-35.

Where corresponding birth transcripts were found for the census infant cards, there was no doubt that the children represented had been registered. After this matching procedure had been completed and transcripts representing children who died had been eliminated, there was a residual of unmatched infant cards representing apparently unregistered births. In order to make a complete search for the birth records of these children, copies of the unmatched records were sent to the State vital statistics offices and the cross-index files were searched. Letters were then written to the parents of children whose births were not recorded. If the parents could not be reached in this way, the help of the county representatives of the organizations on the birth-registration-test committee were enlisted to determine whether the birth had been registered. From the information developed from such searches came the answers to most of the questions and uncertainties about the completeness of birth registration.

Comparisons of the results of the 1940 test with those of earlier tests in 1934 and 1935 indicate improvements, generally slight, in 20 out of 24 States, no change in one, and retrogression in 3. In the earlier tests, cards were distributed to all mail boxes in the 24 States listed in table 11, and the completeness of birth registration was estimated from the proportion of unregistered births among those for which cards were returned.

ORGANIZATION AND PERSONNEL OF STATE REGISTRATION OFFICES

In every State and Territory except Massachusetts and Alaska, the bureau or division of vital statistics is located in the department of health. In Massachusetts the secretary of the Commonwealth, and in Alaska the auditor general is responsible for vital records and statistics. The organizational structure of a typical State vital statistics office and its relation to the health department as a whole are indicated in figures 4 and 5.

The location of the vital statistics division on the same plane as sanitation, communicable diseases, maternal and child health, venereal diseases, nursing and other major divisions of the typical State health department gives some indication of the importance which is attached to it. The director of the division of vital statistics, or State registrar, attends staff meetings and participates in the formulation of health programs and in the internal management of the department. In some States he must play a political role.

In nearly all States the functions of registration and statistics are combined within the division of vital statistics. However, in Illinois, for example, the functions have been separated into an office of State registrar and a division of public health statistics. In some other States, former divisions of vital statistics have expanded into divisions of public health statistics. This expansion has been formalized in Louisiana, for example, but is in effect on an informal basis in at least a dozen other States. There, the State registrar or director of the division of public health statistics is regarded as the statistical adviser to the whole health department, and his staff is expected to serve the statistical needs of the divisions of epidemiology, tuberculosis, nursing, venereal disease, milk and food inspection, maternal and child hygiene, and sanitation.

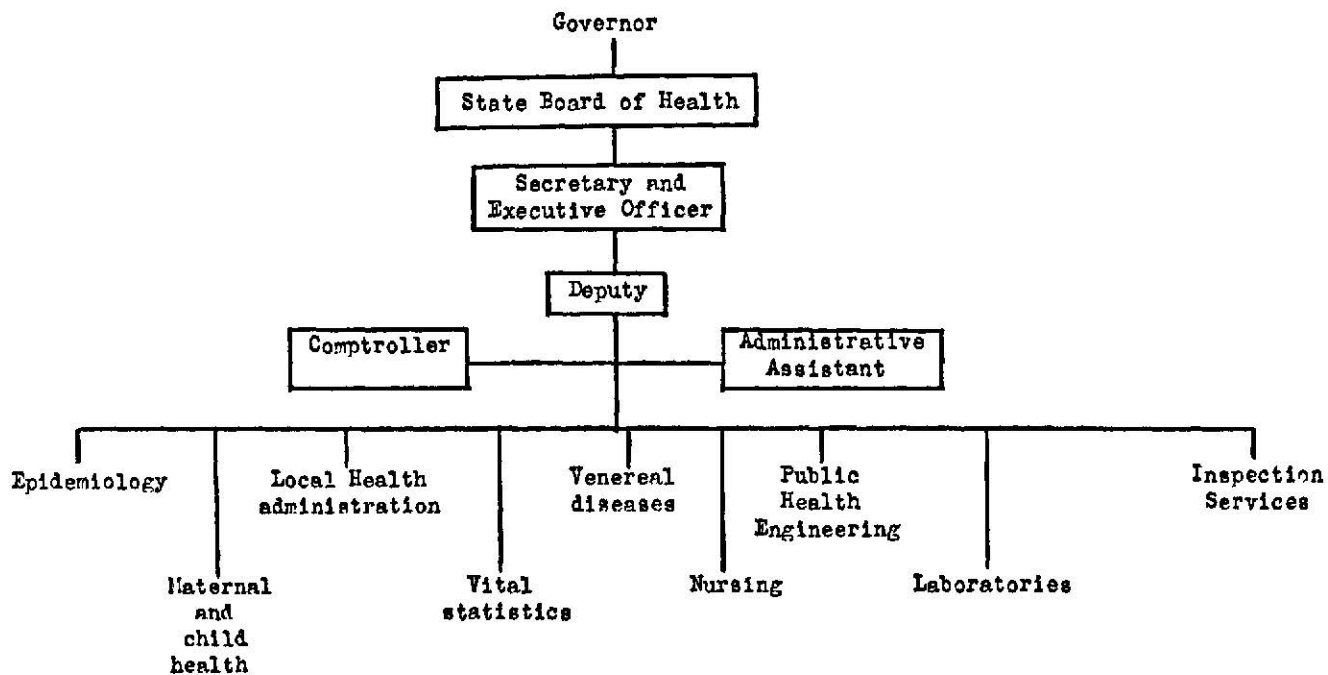


FIGURE 4

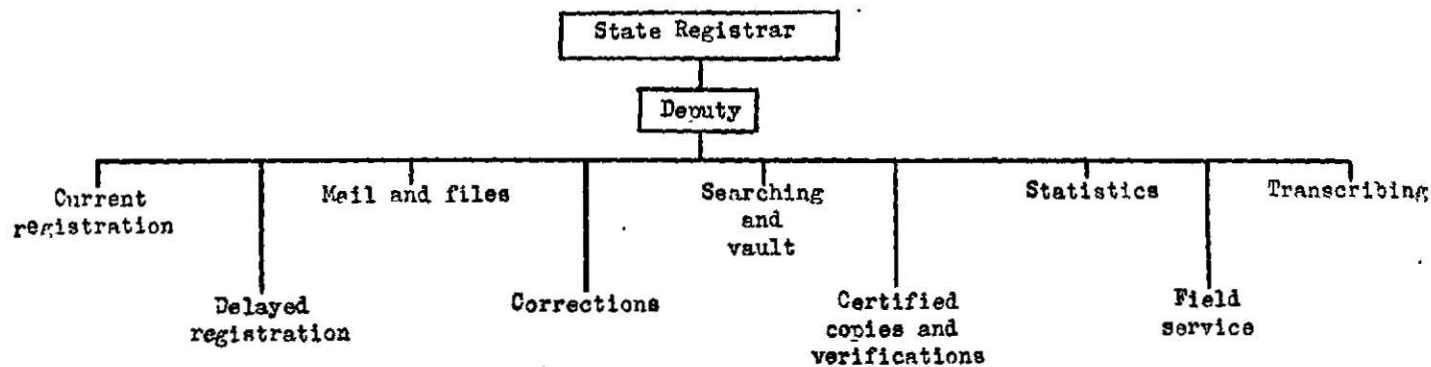


FIGURE 5

QUALIFICATIONS AND TENURE OF STATE REGISTRARS

At present about 10 State registrars are doctors of medicine. Statutory qualifications for appointment are varied, and in most jurisdictions not very stringent, as shown in the following summary:

Requirement:	<i>Number of States (including District of Columbia)</i>
Must be a licensed physician.....	5
Must be a "competent statistician".....	5
Must have a college education.....	3
No specific requirements.....	26
Under jurisdiction of a comprehensive merit system for all State employees.....	10
Under other merit systems.....	8

There is no general agreement among health officials as to whether the State registrar ought necessarily to hold a medical degree. Many health officers have recruited their State registrars from the leading graduate schools of biometry and public health administration; still others, finding acceptable administrators without advanced training, have sent them to such schools for study after appointment. In about half the States today the State registrar has not been trained for his work. Through experience and casual conversations many registrars have acquired a large volume of valuable advice and information but they still lack the ability to adapt their work to broad programs of public health and social welfare or to take advantage of technical advances in the mechanics of registration procedures.

A critical shortage of trained registrars has been caused in part by the absence of any trained and dependable assistants in whose hands responsibilities could easily be left while the registrar spent a period of time in study. The State registrars, as a group, have been anxious for such an opportunity.

State registrars are appointed by the State health officers. The introduction of merit system laws in many States (at the instance of the Social Security Board, the United States Public Health Service and the Children's Bureau) has brought about at least the semblance of tenure, but it is still generally true that the State registrar serves at the pleasure of the State health officer. Eighteen State registrars and all their employees held office under some kind of a merit system in 1940 ¹⁰

The distribution of the 49 registrars in office in 1940, by length of previous service was.

Under 1 year.....	4	5 to 10 years.....	13
1 to 3 years.....	8	Over 10 years.....	14
3 to 5 years.....	7	Vacancies.....	3

Salaries for State registrars ranged from about \$2,000 to \$5,500 per annum in 1940.

Turn-over in the State registrar's office was typically slow prior to 1940. But lately a number of registrars have been displaced as a consequence of public indignation at delays in furnishing documentary proof of nativity and age. During the 2-year period 1941-42 a turn-over of about 35 percent occurred.

¹⁰Alabama, Arkansas, California, Colorado, Connecticut, District of Columbia, Idaho, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, Ohio, Rhode Island, West Virginia, Wisconsin. Paper merit systems existed in perhaps 6 to 10 other places

OTHER PERSONNEL OF STATE REGISTRATION OFFICES

In considering the personnel policies and practices of the State registrars it is necessary to keep two periods distinctly separate, namely, prior to 1939 and since 1939. Until 1939 most of the vital statistics staffs were relatively small, averaging only about 15 employees per State, but since 1939 the number has increased to an average of 53 per State, excluding part-time and W. P. A. employees. In a few individual States the increase has been as much as 600 percent. Table 12 shows the exact numbers of employees in each of 42 State offices in 1940 and 1942.

TABLE 12.—*Employees in certain State divisions of vital statistics, 1940-42*¹

State	Employees, 1940	Employees, 1942	Percent increase	State	Employees, 1940	Employees, 1942	Percent increase
Alabama.....	25	58	92	Nevada.....	2	2	0
Arizona.....	5	14	180	New Hampshire.....	5	10	100
Arkansas.....	16	92	411	New Mexico.....	12	25	108
California.....	46	81	76	New York.....	67	178	84
Colorado.....	13	20	53	North Carolina.....	19	24	25
Connecticut.....	10	11	10	North Dakota.....	6	23	283
Florida.....	38	71	87	Ohio.....	40	54	35
Georgia.....	23	38	65	Oklahoma.....	15	64	326
Idaho.....	8	22	175	Oregon.....	7	21	200
Illinois.....	40	71	77	Pennsylvania.....	94	359	282
Indiana.....	10	15	50	Rhode Island.....	6	6	0
Iowa.....	21	50	138	South Carolina.....	18	23	28
Kentucky.....	22	120	445	South Dakota.....	11	18	63
Maine.....	7	9	29	Tennessee.....	16	120	650
Maryland.....	12	37	208	Texas.....	63	85	35
Massachusetts.....	18	28	55	Utah.....	7	11	57
Michigan.....	35	52	49	Vermont.....	2	2	0
Mississippi.....	26	38	46	Virginia.....	25	45	80
Missouri.....	29	71	145	Washington.....	7	30	328
Montana.....	4	11	175	Wisconsin.....	35	132	277
Nebraska.....	8	43	437	Wyoming.....	4	10	150

¹ Compiled by R. N. Whitfield, M. D., director, Division of Vital Statistics, Mississippi State Board of Health, from replies received from 42 State registrars in response to inquiry in January 1943. These figures include only full-time employees and do not include Work Projects Administration employees in the following States: 25 in Arkansas, 7 in California, 12 in Mississippi, 25 in North Carolina, 101 in Wisconsin.

Prior to 1939 the State vital statistics offices were largely staffed with employees who had served many years, and new employees were recruited among the personal and political friends of those already employed. One result was that the age level of the employees was very high, often averaging over 55 years. Also, everyone in the office was usually a close personal friend of one or more of the other employees. When the recent deluge of public demands for certificates broke upon these offices, the staffs were both physically and psychologically unable to adjust and reorganize their work methods and procedures to a mass production schedule. In many States, outside experts in office efficiency were either called in by the health department or forced upon the health department by other State agencies. These experts reshuffled functions, redefined duties, hired new employees, and demoted and discharged others without regard to existing loyalties. While the result of these reorganizations generally was to speed the issuance of certified copies of birth certificates to the waiting public, employee morale fell to a new low. In about a dozen States, new State registrars were named; in nearly every State, at least half of the old supervisors were replaced. New registrars and supervisors were frequently imported from other public employments not neces-

sarily related to vital records work. In the interest of greater speed and production, many important operations were omitted altogether and others were performed hastily and inaccurately.

Today, one of the most difficult aspects of the personnel problem is getting and keeping new employees at the generally low wage level which prevails in many States. In addition to low wages, there have been long hours, stinging official and public criticism, poor and crowded working conditions, and frequent changes in policy and procedure without the basic guides of office manuals or any organized training program. The high rate of turn-over in vital statistics office personnel is reflected in table 13:

TABLE 13.—Tenure and turn-over in vital statistics personnel, 1942¹

Experience	Number of employees
Less than 6 months.....	134
6 to 11 months.....	193
1 year and less than 2.....	153
2 years and less than 3.....	79
3 years and less than 5.....	56
5 years and less than 10.....	29
10 years and more.....	31
Total.....	675
Personnel on pay roll Jan. 1, 1942.....	429
Personnel lost in 1942.....	373
Personnel on pay roll Jan. 1, 1943.....	655
Unfilled positions.....	16

¹ Approximately complete data from Alabama, Arizona, Arkansas, Ohio, Oklahoma, Pennsylvania, South Carolina, West Virginia

When a State registrar's whole staff worked in a single large room immediately adjoining his office, it was easy for the registrar to supervise personally the entire group without many of the tools of administration which are necessary for the supervision of a large staff. Now that the total number of employees of nearly every State vital statistics office is at least twice its 1940 size, they have overflowed their former quarters. It is not possible for the State registrar to supervise each employee personally, to know each employee and his specific assignment, to introduce and train adequately each new employee, and to follow the adequacy of each employee's production.

Hence, the State vital statistics offices are now badly in need of manuals of office procedure, production reports, and training programs. About 10 States have office manuals, some of which are 3 or 4 years old and therefore out of date, and some of which are focused on procedures which were desirable at the time of their formulation but are now obsolete or irrelevant. In either event they do not give employees definitive answers to the questions which arise in the course of their work. Perhaps as many as a dozen States now keep production records of one kind or another. There is no systematic training program in any State office.

SPACE AND EQUIPMENT

Nearly all State vital statistics offices have outgrown the quarters assigned to them. The result is either that the several units are broken up into small pieces occupying space on different floors or in

different buildings; or that they are jammed together in the former space, with resulting inconvenience and inefficiency. In one State the space situation is so bad that, in order to issue a single photostatic copy of a birth certificate, it is necessary for an application to go into and out of six distinct offices on three floors in two buildings!

The registration law in most States expressly requires that bound volumes of certificates be kept at all times in fireproof vaults. Fireproof vaults were provided in nearly all States but on a very modest scale which has since become inadequate for active storage purposes. Steel storage shelves were built from the floor to 10- to 14-foot ceilings and in some cases each section of shelves was equipped with two sets of double steel doors. The certificate books were safe from fire but only theoretically accessible for frequent reference. In recent years, therefore, steel protecting doors have been removed, the active certificate books reshelved within a practical working range (not closer than 2 or more than 8 feet from the floor).

In at least a dozen States, when the pressure for additional desk space became acute, certificate books were taken out of the fireproof vaults and moved either to the basement or to the attic of the State office building, or into another building entirely. Here the protective considerations were secondary to the primary consideration of available working space and in as many as a third of the States today the certificate books are not even safe from fire or water damage.

In general the State vital statistics offices are equipped with a sufficient quantity of desks, shelves, file cases, and file cabinets. Of course, the total amount of such equipment in each State office has been multiplied several times since 1939 or 1940 and, accordingly, most of the equipment acquired since that time is of wood rather than metal construction and is makeshift in design and structure. The problem has not been so much that of securing additional equipment as of finding space in which to place it.

FUNCTIONS OF STATE VITAL STATISTICS OFFICES

1. *Receiving and completing current certificates.*—Local registrars are commonly required to report all births and deaths occurring in their districts each month on or before the 10th of the following month. The current registration section of the State registrar's office receives these current certificates and tries to insure their completeness before permanent filing.

Each local registrar is supplied with blank cards on which to show the number of birth, death, and stillbirth certificates which he is submitting for filing, and he is expected to file one monthly even if he has received no certificates. Someone in the State registrar's office counts the certificates, verifies the number purported to have been sent, and initials the card if the number is correct.

The certificates are then examined to ascertain whether the minimum standards of a lawful certificate have been met. All birth certificates must show, as a basic minimum, the name, sex, and color of the infant, the name of the father and maiden name of the mother, the date and place of birth, the signatures of both the person reporting the birth (physician, midwife, etc.) and the local registrar, and the

local filing date. The absence of any of these 10 items is ground for rejecting the certificate. In some States the standards are more strict and the failure to fill in certain other items will cause the certificate to be returned. The absolute minimum for an acceptable certificate varies a great deal from State to State, but in the last few years in several States anything that has found its way into the State office has been put on file. It is almost impossible to set objective standards for legibility. Certificates written in pencil, certificates on which the surnames of the father and the infant do not agree, certificates on which the signature is typed, are now accepted in many cases, the previous standards having collapsed.

After a certificate has been found sufficiently complete for acceptance, it is credited to the account of the local registrar who submitted it. Account books are kept by county and by registration district number, or by name of the local registrar. Monthly in some States, quarterly in some States, and semiannually or annually in others, vouchers are prepared and transmitted either to the State treasury or to the county commissioners or supervisors who are by law obligated to pay the local registrars on the certification of the State registrar. In 47 States the local registrars are paid by the county or some other local unit of government, but in five States they are paid from the State treasury.¹¹

In the group of birth certificates sent by local registrars to a State office on or about the 10th of any month, there will always be some which should have been filed months or even years earlier. Policy on the acceptability of these certificates varies widely from State to State and even from month to month within a single State. For example, the approximately 4,000 certificates which arrived in the South Carolina vital statistics office on or about December 15, 1942, included 147 late certificates for births and deaths in the following years

1915.....	3	1922.....	4	1929.....	2	1936.....	6
1916.....	5	1923.....	12	1930.....	1	1937.....	3
1917.....	3	1924.....	11	1931.....	2	1938.....	4
1918.....	3	1925.....	6	1932.....	4	1939.....	5
1919.....	1	1926.....	5	1933.....	2	1940.....	12
1920.....	4	1927.....	1	1934.....	4	1941.....	32
1921.....	7	1928.....	0	1935.....	5		

Why are certificates late? A spot check on a few such cases in two States in 1941 indicated that a few persons were responsible for about 90 percent of the late reporting. A State registrar never closes his annual books until March of the following year because it is the time-honored custom of physicians to clean out their desks around the new year. This clean-up never fails to produce a number of overdue certificates.

Spot checks were made of samples of the grist of birth and death certificates received in four State offices during January 1943. All of these should have been received by the 10th of January, but the samples included those received later in the month. Table 14 summarizes the results.

¹¹ Arkansas, Florida, Nevada, New Mexico, and Oklahoma

TABLE 14—Dates of occurrence of births and deaths for which certificates were received in certain State registration offices during January 1943

	Total	Date of occurrence of birth or death					1941 and earlier years
		December 1942	November 1942	October 1942	September 1942	January to August 1942	
Birth certificates							
Arizona ¹	1,027	849	105	51	18	24	-----
Arkansas ²	5,600	4,200	616	336	168	280	-----
Ohio ³	7,254	5,450	1,255	96	44	49	360
West Virginia ⁴	6,327	3,142	1,317	586	402	880	-----
Total number.....	20,208	13,641	3,293	1,069	632	1,213	360
Percent.....	100	68	16	5	3	6	2
Death certificates							
Arizona ¹	400	345	37	13	4	21	-----
Arkansas ²	1,700	1,309	119	85	51	136	-----
Ohio ³	3,972	3,709	214	20	14	14	1
West Virginia ⁴	2,075	1,521	315	103	40	96	-----
Total number.....	8,147	6,884	685	221	109	247	1
Percent.....	100	85	8	3	1	3	-----

¹ Complete tabulation² May include certificates for births and deaths in 1941 and earlier years.³ 25 percent sample⁴ Sample⁵ Complete tabulation?

This picture of negligence of the requirements of the State registration law is not to be explained wholly by the remissness of the local registrars in failing to ship the certificates to the State office. If the certificates are not deposited with the local registrar within the time limit fixed by law or custom, the local registrar is not solely culpable for the tardiness of reporting. For a sample of 602 birth and 600 death certificates taken from the Arkansas certificates reported above, a tabulation was made of the interval between the event and the date of filing the certificate with the local registrar. It was found, as shown below, that nearly 35 percent of the births and nearly 20 percent of the deaths were not filed with the local registrars within the 10- and 3-day intervals, respectively, required by law.

BIRTHS		DEATHS	
10 days or less.....	205	3 days or less.....	113
10 to 14 days.....	91	4 to 10 days.....	137
15 to 21 days.....	56	11 to 14 days.....	46
22 to 28 days.....	32	15 to 21 days.....	49
29 days or more.....	216	22 to 28 days.....	42
No date shown.....	2	29 days or more.....	213

The registration law of South Carolina is very much more liberal than those of most other States in that, although it requires births to be registered within 10 days, a physician may register any birth which he has attended by the simple expedient of filing a sworn statement of the facts as he remembers them. If the attending physician dies without registering a birth, the individual may file a delayed birth certificate. The certificates which were received in the South Carolina office in January 1943 included birth certificates for persons born as early as 1915.

2 *Querying of inadequate certificates.*—A special group of clerks, called "query clerks," are responsible for sending out special query forms or special letters to local registrars or to attendants requesting

them to submit additional information or to clarify information which they have already sent in. Experience has conclusively shown that a consistent policy of follow-up querying is indispensable to the receipt of certificates which are completely filled out and which do not contain mistakes or vague information. Therefore, a consistent and up-to-date querying program may be regarded as essential to complete and accurate certificates.

In Alabama all querying was suspended in February 1942, in West Virginia in December 1941, and in Texas in January 1942. In Arkansas the condition of current certificates is such that more than half of both birth and death certificates need to be queried but only half the birth queries and three-fourths of the death queries are ever answered. Marriage and divorce records have not been queried since 1939. Querying in Arkansas lags 75 to 90 days behind the receipt of certificates.

In South Carolina all querying has been cut to the very minimum. The querying of November certificates was begun during the first week in March. The entrance of the queried information on the original certificates was at least 2 months in arrears.

In Oklahoma a different policy has been followed. Instead of holding the certificate in the State office and sending out a separate communication, the original certificate is returned to the local registrar, and the record of outstanding certificates is inadequate to insure their return to the State office. Undoubtedly this has meant the loss of many original certificates.

If a birth certificate bears no given name for the infant, a supplementary name card is usually sent at once to the given usual address of the parents and the incomplete certificate is held aside until a reasonable time has elapsed or until the name card has been returned. A significantly high proportion—15 to 20 percent—of birth certificates are submitted without given names. The immediate dispatch of supplementary name cards is one of the functions which has been commonly suspended by State registrars during the last few years. If not wholly suspended, it has been done only intermittently and irregularly. For example, supplementary name cards have not been sent out from the South Carolina office since early 1940, nor from the Alabama and West Virginia offices since January 1942.

3. *Notifications of birth registrations.*—If a birth certificate has all the essential information and is apparently correct, notifications of birth registration may be sent out. The notification of birth registration has been found to be one of the most effective tools for insuring the accuracy of the information contained on the certificate. By the time this notification reaches the parents the baby is at least a month old and the name will probably have been finally selected. Experience indicates that parents read carefully the notification form, and that if names are misspelled or if the date or place of birth or any other information is incorrect, the notification form is likely to be returned to the State registrar with a request to make corrections. Until recently about 40 States used the birth notification form provided by the Bureau of the Census, but this valuable aid to accurate registration has also been suspended during the last few years in at least half the States. The mailing of notifications is 90 days behind in Alabama with the result that more than 500 in the last few months have been returned as undeliverable by the post office. An estimated

10,000 such notifications, returned by parents for correction of the original certificate, have accumulated during 1941 and 1942 and corrected notifications have not been returned to such parents since February 1942. In West Virginia these notifications have not been mailed since May 1941; this represents a backlog of 73,900. In Arkansas the State office has deemed its personnel inadequate to undertake the sending of notifications, and an unforeseen interpretation of the Ohio law has prevented use of the Federal notification form. South Carolina suspended the distribution of mothers' notifications in 1939, Arizona in June 1942, and Oklahoma in December 1941.

Public health nurses have come to regret the suspension of this practice because in many localities nurses used this impressive-looking document, suitable even for framing, to gain entrance into homes to talk infant care and hygiene with new mothers.

4. *Registration and filing.*—After the monthly reports of local registrars have been received, each certificate has been examined for the minimum essentials, queries have been sent out to supply the omissions, and birth notifications have been dispatched, the certificates are dated and signed for the State registrar either by hand or by stamp. At this point the certificate becomes an official document and it now may be used to certify the facts of birth or death. It is important that the certificates be dated and signed because, without the date, 20 years hence, it might be difficult to distinguish a delayed certificate from a regularly filed certificate.

The certificates are arranged in some predetermined order—usually by county and alphabetically by surname within each county—and filed in a temporary binder. In the next month's reports from local registrars there will be some late certificates and, if these are accepted, they will be filed along with other certificates received during the month in which they ought to have been reported.

At the end of the year the certificates will be removed from the temporary binders, rearranged—usually by county of birth or death, by surname and chronologically—and permanently bound in books of 500.

As each month's current certificates are received and examined, temporary index cards are usually prepared either by hand or from punch cards at the same time that statistical cards are prepared. Indexes are either alphabetic or phonetic and, in some States, both types are found. The typical temporary index card is a standard 3 by 5 file card on which is entered for each birth, for example, the name of the child, the date and place of birth, the father's name and the mother's maiden name, and the file number of the original certificate. These file cards are accumulated until the end of the year or, in order to include late certificates, until March or April of the following year, at which time an index for the whole year is typed in triplicate or quadruplicate. The file cards are usually saved for 3 to 5 years, depending upon the size of the State, and a consolidated index prepared by realphabetizing and retyping. The current preparation of index cards as certificates are received is one of the operations which has been largely suspended during the last 2 or 3 years.

State indexes to birth, death, and marriage certificates never have been prepared with the forethought, care, and verification which a satisfactory index requires. The generally poor quality of indexes is

indicated by the fact that every registrar candidly admits that for an unknown percentage of applicants for delayed birth certificates, regular certificates are already on file, but the indexes are so poor that the certificate cannot be discovered readily. Indexes quickly become out-moded unless all relevant corrections which are made on the original certificates are carried into the indexes at once. The supervisor of the corrections section in one State bureau of vital statistics discounted the importance of correcting the indexes with the statement that "the damn indexes are no good anyhow, and it is time wasted to try to keep them up."

In some States births and deaths of past years have been indexed by Work Projects Administration project workers. Nearly 2 years were spent, for example, in the preparation of indexes for the State of Pennsylvania. Upon the whole, it is not too much to say that current indexing has been generally neglected during the past few years and that, by and large, the certificate indexes probably represent the poorest performance of all the operations in the vital statistics offices. The availability of a dependable index is, in turn, perhaps the most important factor in the efficient operation of a vital statistics office under the kind of public pressure for certified copies of records which has been general for the last 2 years. If a State registrar cannot find a given certificate upon request he must disclose the inefficiency of his organization by admitting the fact and then heap further work upon it by inviting the applicant to file a delayed certificate.

The neglect which has been typical of current indexing is characteristic also of the indexing of the delayed certificates. Thousands of delayed certificates have been filed within the last few years without any plan of indexing whatsoever or, at best, a hurriedly devised and hastily executed replica of an indexing plan which has already proved unsatisfactory.

The inadequacy of indexes has meant increased handling of the certificate books. If a reference to a given certificate cannot be found by searching the appropriate indexes, it is necessary to search the certificate books themselves. In at least half of the State vital statistics offices the results of searching in the certificate books are clearly apparent in the present torn and battered condition of the bindings and certificates themselves. It is worthy of remark in this connection that indexes can be prepared anew, but the original certificates are irreplaceable.

It is impossible to overemphasize the importance of carefully prepared indexes. But before a good index can be made, the basic records must obviously be complete and accurate. For example, in Pennsylvania for the year 1917 there are 320 certificates on file for unnamed children born to families with the surname of Miller alone. If the local registrars in 1917 had followed up these births, if the State office had queried or if the physicians had been impressed with the importance of filing a full certificate, the Pennsylvania Millers of 1917 would not have had to endure today's delays and inconveniences in order to get correct birth certificates.

One source of the inadequacy of indexes in the State vital statistics offices is the confidence and ease with which new State registrars have revised and changed existing indexes. Many of the States have had a dozen or so State registrars since the State registration law became effective and each has changed the indexing system which he found

in effect. The same observation applies with even greater force to the arrangement of certificates within bound volumes. Experience has demonstrated that, when a group of searchers have to work with indexes which have been compiled according to several plans, the searching time per certificate is not only materially increased but accuracy is also affected. Speed and accuracy are even further reduced when routine searches are made first in indexes and then in certificate books.

Specifically, in Alabama, where there are 48 volumes of birth indexes and 29 volumes of death indexes, there are four different types of arrangements and plans.

In West Virginia births and deaths for the periods 1932-36 and for 1942-43 are indexed on 3 by 5 cards, of which an estimated 10 percent are either lost or out of place.

In Ohio births in 1912-37, and deaths in 1913-37 are indexed on 3 by 5 cards, which are of different sizes and heights, of poor stock, badly dog-eared and marred, and with inadequate guides. All Ohio delayed birth certificates, adoptions, and name changes, for all years, have been indexed in the same way. In a test sample, only 88 of 100 original certificates selected at random could be found in the index. Under the plan by which original certificates are arranged in the bound volumes, particularly those which are filed late, it may be necessary to search in as many as 12 volumes to find a single certificate.

In Arkansas births and deaths, 1914-40, are indexed on cards which are out of order, insufficiently guided, and broken from frequent thumbing, and very often contain insufficient or inaccurate information. For example, only 82 out of 95 original certificates selected at random could be found in the indexes. A search in the indexes averaged 5 minutes per name and a total of 20 minutes per name was consumed if the volumes were also searched. Of the 82 certificates found by searching in the indexes, 8 of the index cards showed information at variance with that on the original certificate.

In Arizona the searchers have found the indexes so wasteful of time and unhelpful that they routinely search the certificate books first. If the desired certificate is not found by searching the bound volumes, the index for 3 years is searched, and, last of all, a search is made of boxes of unindexed delayed certificates. It was estimated by the supervisor that a complete search for a single certificate would require from 30 to 45 minutes.

South Carolina also has a card index by years and the same observations apply here. Because of the large number of midwife births many certificates are nearly or quite illegible. The indexers have been permitted to try to convert the near-unreadable information to "more logical" or "more likely" interpretations with disastrous results. Often there is as much as a 6-inch span of index cards between guides and within these guides there is no ascertainable order, requiring an examination of every individual card.

In Oklahoma current births and deaths have not been indexed since 1939. In the last 3 years 230,000 delayed certificates have been put on file in the State office and up to March 1943 no index had been started.

In Pennsylvania some indexes are alphabetic, some are phonetic, and some years are unindexed. There are no indexes of any kind for births in 1930 and after 1936, and none for deaths in 1924, 1930-35,

and since 1936. Marriages, since 1906, are unindexed. Using a random day's work (February 2, 1943) as a sample, the 8 searchers found only 71.5 percent of the 1,335 certificates sought. Moreover, many of the indexes for early years were press-printed in such a way that the information is not set up in uniform columns and many individual pages—even whole sections—have been torn, lost, or mislaid. Corrections, now averaging 7,000 per month, have never been carried into the indexes and certificates received after the annual volumes are bound are not indexed.

In conclusion, the only real solution to the indexing problem is to reindex a whole generation of birth certificates and to inaugurate a careful plan of indexing all current and delayed certificates as fast as they are received. The solution of the certificate-arrangement problem depends upon the extent to which the indexing problem is solved.

In general, certificates are bound either in sewed bindings or in some adaptation of a post or staple binder. In recent years, as funds were available, the more expensive post bindings have been used in an increasing number of offices, but the great majority of offices still rely on sewed bindings. The volume of binding and rebinding, which the larger vital records offices require, has led some of them to maintain small binding and repair shops for vital records work exclusively. In the past few years the volume of repair and rebinding work, attributable to excessively heavy use of the certificate books, has engaged the full time and staffs of these small shops. The New York City Registrar of Records has a staff of 8 to 10 persons in the bindery; Ohio has 3 or 4; and Pennsylvania has 2 or 3. Even with these facilities the Pennsylvania Bureau of Vital Statistics estimates that half its present volumes are in need of rebinding or substantial repairs which cannot be made without the attention of a skilled binderyman and the demands against those volumes most in need of repair are still so great that they cannot be spared long enough for overhauling.

The kind of binding and its present condition directly affects the method by which certified copies are prepared. Years ago the certificates were printed with a binding margin so small that it is now barely possible to ascertain the information appearing on the left side of the certificate. Some State registrars became aware of this situation before others and directed new printings of the original certificates to allow $1\frac{1}{2}$ inches or more as a binding margin. Even in cases where the certificates have this more liberal margin, however, hard use and frequent rebinding have rendered portions of the certificate inaccessible. In these cases and in cases in which the bindings are too tight, photostating is not practicable, since to get the camera in proper focus it is essential that the certificate lie perfectly flat against the target.

5. *Corrections.*—Corrections of vital records comprehend both the addition of information formerly missing from the record and the substitution of correct information for incorrect information which appeared on the original record. Usually it is sought to have only individual items corrected, but in certain circumstances an entirely new certificate of birth is substituted for the original. In the former category are such corrections as the spelling of a surname, the addition of a given name, or alteration of the entry for birth date, birthplace, sex, race, names of parents, cause of death, date or place of death, etc.

An entirely new birth certificate is sometimes substituted in the special cases of adopted, legitimated, and foundling children and the State legislatures, in recognition of their special circumstances, have made express provision for their special treatment.

Two distinct points of view regarding the correction of original certificates are reflected in differences in the State statutes governing corrections. According to one view, the principal value of the certificate lies in the fact that it is the original and that it has remained unchanged throughout many years. According to the other view, held by the great majority, a certificate is valueless unless it is accurate; and if through no fault of the individual concerned there are errors in it, it ought to be amended upon the presentation of adequate evidence.

In those States where the former point of view dominates, the registrar is expressly forbidden to make any alteration on the face of the certificate but he is authorized to file and certify sundry affidavits and other documents which tend to prove the inaccuracy of facts appearing on the face of the certificate. Even in these States special exceptions are made for adoption, legitimation, and foundling cases. In States where the predominant theme is accuracy, the registrar is expressly directed to supply omissions and strike out incorrect information where it appears on the face of the original certificate upon the presentation of adequate documentary proof. In these States adoption, legitimation, and foundling cases are also accorded special consideration.

With changes in the spelling of surnames and with the insertion of a given name where none appeared on the original certificate, the State registrars have had a voluminous experience. Indeed, one registrar estimated that in the birth certificates of persons born between 1900 and 1920 there was at least one correction in every five certificates. The observed condition of today's birth certificates indicates that a 10 to 15 percent estimate of future corrections is not unlikely.

Changes in other items such as date or place of birth, parents' names, race, or sex, tend to arouse suspicion by reason of their infrequency. In fact, such changes are so unusual that the State boards of health have not generally provided rules and regulations to cover them. In recent months, however, in connection with military dependency benefits and selective service induction policies numerous requests have been made for changes in items relevant to familial relationships. Recently, one State board of health was convoked in emergency session to adopt a policy on the proof necessary for a change in the race or color shown on an original certificate.

In general, an affidavit will suffice to supply an omitted given name if all the other material facts alleged by the applicant correspond to these which appear on the original certificate. For more substantive items, the standards of proof are higher and the changes are accordingly more difficult to effect.

Recently there has been a tendency to make special legislative provision for the substitution of entirely new birth certificates for adopted, legitimated, and foundling children. The laws of about 28 States require registrars of vital statistics, upon the presentation of a court

order of adoption, to seal the old birth certificate with the certified court order and prepare a new certificate showing the foster parents as the real parents. It is not possible, however, for the State registrar to forge the signatures of the local registrar and of the physician in attendance at the actual birth and, thus, these items are deleted from the special certificate used in such cases. The protection afforded to the sensibilities of the child and his foster parents is, therefore, more apparent than real.

A similar policy has been declared for legitimated and foundling children. Entirely new certificates are prepared, omitting any reference to legitimacy and supplying a certificate otherwise complete and regular in appearance, patterned upon the adoption certificate. The sealed original certificate may be inspected only upon the order of a court of competent jurisdiction or, in a few States, upon the written authority of the State registrar or health commissioner.

It is appropriate to call attention again to the necessity of carrying into the indexes of births and deaths the corrections made on certificates, since otherwise an index fast loses its value as a finding medium. In State after State this critical step has either been omitted altogether in recent years, or has been put off on the theory that it can be undertaken at some future date.

In Minnesota alone, one of the five or six best-managed vital statistics offices in the country, there are more than 75,000 affidavits of correction unentered on the original certificates and, thus, not carried into the indexes. This volume of corrections, proportionately, is found in nearly all States.

In Pennsylvania the total volume of corrections in 6 months (June through December 1942) averaged 8,000 per month. In Pennsylvania it had been office policy to photostat, cross-reference, and file all the evidence upon which corrections were predicated, but in 1940, 30,000 such photostats were burned in order to free needed filing space.

The Alabama office has refused, beginning in November 1942, to make general corrections unless accompanied by a fee and by a letter bespeaking the urgency of the corrections. Other correction requests are merely piled up to await future attention.

In Ohio the total volume of corrections was not ascertainable in a recent survey, but more than 10,000 affidavits of corrections sent in by local registrars which have accumulated since January 1941 have not yet been attached to the certificates.

In Arizona corrections are reported as "nearly current" and there were no available figures on the volume. In Arkansas the total volume in 1942 was upward of 26,000.

South Carolina in recent years has followed the quaint custom of removing incorrect information with ink eradicator "to improve the appearance of the certificate." This practice represents a new low in tampering with original certificates, and should it become general the value of the original certificates as legal records would be largely destroyed.

That an increased volume of corrections is not attributable exclusively to wartime demands for certificates, and that the volume has

been progressively rising, is at once apparent from the steady increase of this work in California since 1931:

Year	Corrections received	Corrections sent out	Year	Corrections received	Corrections sent out
1931.....	2,045	1,869	1936.....	2,972	2,807
1932.....	2,313	2,078	1937.....	3,204	2,785
1933.....	2,011	1,964	1938.....	3,831	4,023
1934.....	2,511	2,319	1939.....	5,039	4,087
1935.....	2,675	2,565	1940.....	8,966	4,300

6. *Issuance of certified copies.*—All central vital statistics offices issue certified copies of birth and death certificates to legitimately interested applicants. The fee per copy varies in different jurisdictions but is believed to average about 75 cents. Many if not all offices also furnish without charge verification of age as recorded on birth certificates for specified purposes such as enrollment in public schools.

In recent years the volume of certified copy work has risen tremendously. It is estimated on the basis of the available records, which cover 11 States, that a total of some 2,000,000 certified copies were issued in 1941 and between 4,000,000 and 5,000,000 copies in 1942, by all of the State and independent city vital statistics offices in the United States. Returns from 8 States for the month of January 1943 showed only a very slight decline in the daily volume of copies issued as compared to the previous year's average. Table 15 shows the numbers of certified copies issued in 1941, 1942, and January 1943 in those States for which records are available.

TABLE 15—Numbers of certified copies of birth and death certificates issued in certain States, 1941-43

State	Year 1941 ¹	Year 1942 ¹	Month of January 1943	State	Year 1941 ¹	Year 1942 ¹	Month of January 1943
Alabama.....	25,273	76,107	-----	Ohio.....	57,993	133,450	8,800
Arizona.....	22,009	33,730	3,223	Oklahoma.....	² 73,000	³ 329,000	² 25,000
Arkansas.....	² 117,000	² 229,000	22,452	Pennsylvania.....	-----	⁴ 300,000	-----
Florida.....	29,360	61,688	5,675	Texas.....	40,112	73,110	4,138
New Mexico.....	13,874	37,053	2,282	West Virginia.....	19,955	45,247	3,800
North Carolina.....	19,845	31,410	-----				

¹ Calendar year unless otherwise noted
² Number of certificates estimated from total amount of fees
³ Fiscal year, number of certificates estimated from total amount of fees.
⁴ Number of certificates estimated from 2 months' fees.

The number of certified copies issued by State vital statistics offices, although very large, is by no means a measure of the total volume of documents sought and obtained by individuals as evidence of the facts concerning their births. Many county and municipal officers also issue copies of vital records which were filed with them prior to the establishment of central registration or passed through their hands before reaching State offices. The number of certified copies or transcripts issued locally has not been determined, but is known to be substantial. In a number of States, as will be indicated later, certain courts are now authorized to accept delayed birth records, and to issue a single copy of each such record.

To complete the picture, reference must also be made to the fact that in the fiscal year 1942 the Bureau of the Census searched the enumerators' records of past decennial censuses in order to verify the ages or places of birth of nearly three-quarters of a million persons. In theory such searches were supposed to be undertaken only for persons without birth certificates; actually, however, it appears that many individuals, eager to obtain some kind of documentation as quickly as possible, have applied simultaneously to vital statistics offices and to the Census Bureau. Table 16 shows the trend of searches of old census records for evidence which ought preferably to be supplied from birth certificates.

TABLE 16.—*Searches of enumerators' records of past decennial censuses for verification of individuals' ages and birthplaces*

Fiscal year ending June 30:	Number of searches	Fiscal year ending June 30:	Number of searches
1933-----	13, 326	1939-----	161, 305
1934-----	15, 244	1940-----	207, 454
1935-----	18, 382	1941-----	330, 406
1936-----	¹ 39, 307	1942-----	² 737, 132
1937-----	97, 542	1943 (estimated)-----	³ 500, 000
1938-----	107, 386		

¹ Rise attributable to inauguration of social security benefits
² Rise attributable to defense and war production employment
³ Estimated on the basis of the first 9 months

Records for a number of past years from West Virginia and California, shown in tables 17 and 18, indicate that the demand for certified copies of certificates began to rise suddenly in 1939. The West Virginia records also show that virtually all of the increase has been in demand for birth certificates, the number of certified copies of death certificates having remained almost constant. This situation undoubtedly prevails in all States.

In Ohio during the period July 1940 through January 1943, 536,337 applications were received for certified copies and only 200,273 copies were actually issued. This reflects in part the inability of the office to keep abreast of incoming applications and in part inability to locate certificates due either to nonregistration of births or to inadequacy of the indexes.

Applicants have in some cases been kept waiting weeks or months for certified copies of their birth certificates, and meanwhile have had difficulty in obtaining employment in positions restricted to persons who can show evidence of American citizenship. A certificate attesting that one was born in the United States is not, of course, conclusive proof that he is now an American citizen; but birth certificates have been in great demand as presumptive evidence of citizenship.

TABLE 17.—*Certified copies of birth and death certificates issued in West Virginia, 1936-42*

Year	Total	Births	Deaths	Year	Total	Births	Deaths
1936-----	3, 343	1, 647	1, 496	1940-----	10, 000	6, 432	1, 568
1937-----	3, 934	2, 243	1, 691	1941-----	19, 600	17, 753	1, 847
1938-----	3, 917	2, 141	1, 776	1942-----	47, 191	45, 247	1, 944
1939-----	5, 162	3, 374	1, 788				

TABLE 18—*Requests received for certified copies of birth and death certificates and for free verifications of age, etc., in California, 1931-40*

Year	Paid requests received	Free verifications	Year	Paid requests received	Free verifications
1931	4,035	1,643	1936	6,117	7,600
1932	4,106	2,500	1937	7,075	7,135
1933	3,860	3,456	1938	7,663	8,377
1934	4,786	6,193	1939	9,042	10,037
1935	5,090	5,849	1940	16,106	10,197

The quality of certified copies often leaves much to be desired. In nearly every State at least some of the certificate books are not in suitable form or condition to be photostated and it is necessary to employ copyists to copy the original certificates by hand. These copyists make mistakes of both omission and commission. Indeed, some copyists have been observed to correct what they believed to be misspellings and to supply omissions of facts which they felt were obviously implied from other entries on the certificate. In order to avoid the intrinsic evils of hand copying, some registrars have purposely omitted to repair and rebind certificate volumes which have been rendered photostatable by breaks in the bindings, even at the risk of losing some of the original certificates.

7. *Delayed registration of births.*—The task of registering births which were not properly registered at or about the time of birth has always been a part of the work of a State division of vital statistics. The volume of delayed registration has usually been small and easily handled by three or four clerks in even the larger offices. In the last 10 years public health administrators, nurses, social workers, school teachers, and others have been inconspicuously calling attention to the importance of birth registration and this advice has been heeded by an increasing but still small stream of mothers who somehow discovered that one or all of their children were unregistered at the time of birth.

The delayed registration of a death is an almost unknown phenomenon in urban communities because the death certificate is a prerequisite to a burial or transit permit. In rural areas the death certificate is either filed at the time of death or not filed at all. Delayed death registrations are therefore very rare indeed.

The volume of the demand for delayed birth certificates in any particular State may be taken as a fairly good index of the incompleteness of birth registration in past years, although the inadequacy of indexes to certificates often leads to the filing of delayed certificates for births which were properly registered soon after they occurred. The birth registration legislation of every State goes back more than a single generation even though State-wide registration laws which provided for central collection of birth certificates may not extend that far in a few States. Despite the easy assumption that birth registration is and has been constantly improving for many years and the corollary assumption that all current births are being registered, the Bureau of the Census in 1942 estimated that the births of

nearly 55,000,000 persons living in the United States in 1940 were not registered at or about the time of birth.¹²

What is perhaps even more startling is that, according to the Nation-wide birth registration test which was conducted in connection with the Sixteenth Decennial Census, at least 200,000 births annually were still not being registered in 1940—a condition which assures a future delayed registration problem of great magnitude.

In the last 5 years the little stream of applications for delayed birth registration has become a thundering torrent and nearly every other function of many State vital statistics offices has been summarily shelved to satisfy the public clamor for delayed certificates. State vital statistics offices, though aware of a steady increase in applications for at least the 2 years prior to 1940, were unprepared in terms of appropriations, staff, space, equipment, supplies, authority, or precedent. As late as the middle of 1940 several of the States were without express provision in law or regulations governing delayed certificates. In many States the State registrar had personally handled the previous doubtful cases by rule of thumb and, if any standards existed in his mind, they had not been reduced to paper. There were no generally accepted standards and there was no central agency with funds, authority, or facilities to crystallize the several points of view and develop acceptable standards.

During 1939 and 1940 and early 1941 each State registrar worked out his own destiny as best he could. Only in California was the process of delayed birth registration within the jurisdiction of the courts at this time. Each State department of health adopted a set of rules and standards for the delayed registration of births quite without regard to what other States were doing and often with their vision fixed solely upon "getting out from under" the accumulating mass of applications as soon as possible. So complex and varied were these rules and standards in 1940 and early 1941 that it is impossible to generalize them.

After extended consultation with representatives of the Army and Navy and representatives of the State registration executives, the Bureau of the Census devised and released in July 1941 a Manual of Recommended Procedure for the Delayed Registration of Births which was immediately adopted by a large number of States which had been floundering amidst an ever-mounting pile of applications, unfavorable criticism, political pressure, and their own maze of often conflicting regulations. Not all the States which originally adopted these high standards were able to hold to them. Some State legislatures in 1941, responding to public criticism, ordered lower standards in order to speed the process, or transferred the entire process to local courts, and in some other States the standards were lowered upon the decision of the State board of health, prompted by gubernatorial displeasure.

In assessing the evidence submitted in support of an application for delayed registration of a birth, the "best evidence rule" of law must be followed; that is, the absence of better documents must be demonstrated before less conclusive ones may be accepted.

A person will at the outset naturally offer the affidavit of his parents, relatives, or friends. Because of the ease with which the

¹² Estimated number of native persons living in the United States in 1940 whose births were not registered. See list of exhibits for citation.

human mind succumbs to suggestion and because of the vagaries of parental affection, such affidavits have been found largely unreliable. They should be accepted only as a last resort, when it has been found impossible, after exhaustive effort, to secure other evidence of a more reliable nature, and then not without circumspection. A record which was made at the time of birth or shortly thereafter is subject to relatively small possibility of error. With the lapse of time between the date of birth and the date of recording, the possibility of error increases. It is not uncommon experience to find that a marriage certificate, census record, military discharge, insurance policy, naturalization certificate, and other documents submitted as secondary evidence all show different dates of birth for the same person. While it cannot reasonably be said that any one of these documents in itself is conclusive, a cogent reason should exist for accepting one in preference to another.

Family records of births, usually contained in the family Bible, and church documents such as baptismal, confirmation, or communion records are acceptable as evidence if they were made near the time of birth or at an early age when the facts recorded were fresh in mind and when there was no motive to misstate the age. When a certified copy of such a family or church record is submitted, it should be accompanied by the statement of a certifying officer as to the appearance of the record and his opinion as to its authenticity. Whenever possible the original record should be secured for inspection.

No certified copy of a delayed birth certificate is of more value than the information submitted to establish the authenticity of the birth. The personal opinion of local registrars as to the accuracy and adequacy of supporting evidence is susceptible of such variation as to make it essential that there be standards of acceptability and uniformity if these certificates are to serve their full purpose. Such standards should follow, as nearly as possible, the well-established and accepted bases of the admissibility of evidence in legal matters generally. There should be fairly definite rules determining the order of value of different kinds of evidence.

Today about half the States are still enforcing the standards and following the procedures recommended in the Census Manual, 10 other States have devolved the process upon the courts, and the remainder follow some set of standards or procedures similar to, but less severe than those set forth in the Census Manual. Already in 1943 the States of California and Washington have restored the function of issuing delayed certificates to the State department of health.

Reorganization of several of the State vital statistics divisions resulted from their falling from a few days to several months behind in filling requests for delayed birth registration. In California, Arkansas, Minnesota, and Pennsylvania, for example, representatives of the budget commissioner, or other management staff, took over control of the vital statistics offices either indefinitely or for a short period in which they made analyses, tabulations, and reassignments. In other States, such as Alabama, Washington, Wisconsin, Missouri, Oklahoma, reorganization involved dismissing the State registrar and selecting a new one. In a few States political motives were confused with motives of public service in the replacement of the State registrar. In any event, these reorganizations had one result in common—they all resulted in the availability of additional funds, personnel, and

space. By inference, therefore, one element in the prereorganization problem had been the difficulty of convincing the health officer or the budget authorities of the real volume of work and the need for additional facilities.

At the 1941 legislative sessions, representatives of various legal and court interests came forward with proposals which defined the issues involved in the delayed determination of the facts of birth as matters of evidence for which legal processes were specially adaptable. Associations of clerks of courts and local bar associations were the leading sponsors of this legislation. Thus, after the adjournment of the 1941 legislative sessions, the process of delayed birth registration was in the hands of local courts in California, Colorado, Michigan, Nebraska, Nevada, Ohio, South Carolina, Texas, Vermont, and Washington. Several laws, notably those of Michigan and Texas, were not confined to persons born in the county or in the State but opened the courts to any person living in the State at the time of the application. The law did not require applicants to offer proof that they had sought birth certificates in the State of their birth or to state that they had not already secured a "delayed determination" in another jurisdiction. In other words, the courts were opened for anyone to secure any kind of birth certificate he could get. The availability of this avenue of abuse, combined with the fact that delayed certificates authorized by the courts did not show the evidentiary basis upon which they were issued, made many employers hesitant to accredit fully these certificates. In many cases, in fact, war contractors refused to accept these court certificates and put the employee to the task of obtaining additional documents, even though the employee had procured the best kind of certificate which the State law permitted.

In addition to the fact that the court certificates did not prove acceptable for all purposes, there were the usual complaints of delay and excessive costs. In some States persons not living in the State in which they sought a court determination were required, in the discretion of the court, to be represented by an attorney. All the court laws required that the applicant be represented by a "citizen" of the State but in most instances the clerk of the court acted as citizen for the purpose of presenting the petition.

By March 1943 most but not all of the State vital statistics offices had disposed of the huge backlog of delayed birth certificates which confronted them in the summer and fall of 1942. But the filing and issuance of certified copies of delayed birth certificates still constitutes a most serious difficulty, since it leads, as previously indicated, to neglect of other essential functions. Several of the new registrars appointed in 1942 to "straighten out" vital statistics offices have wholly converted their offices into certified copy mills.

The Alabama office has filed during the last 2 years 108,000 delayed birth certificates for births occurring prior to 1928 and there is at present a backlog of 8,500 applications which extend back to November 1942. The West Virginia office has no records to show the total volume of the work over a period of years but 93,790 certificates were applied for in 1942 alone. In Ohio, where the process of deciding on the facts is in the hands of the courts, the State vital statistics office is confined to issuing certified copies. The Ohio office issued 76,822 copies in 1942 and 14,158 in the last 8 months of 1941. The Ohio

law requires that local registrars receive a copy of these certificates but this provision is not being carried out.

In Arkansas the State registrar estimated that his office had filed 28,000, 52,000, and 174,000 delayed certificates in the years 1940, 1941, and 1942, respectively. In the single month of January 1943 fees were paid on 19,184 applications and on March 1, 1943, an estimated 75,000 applications were pending. It was also estimated that in the last 5 years 50,000 delayed certificates were issued to applicants who had regular or other delayed certificates already on file. Even now the volume of work is such that, assuming an application is in proper form and accompanied by the necessary documents and fees, regular service will not produce a certified copy until about 70 days from the date of receipt.

In Arizona there is a current backlog of only about 900 cases but more than 3,000 delayed certificates are not numbered or indexed, and nearly 5,000 additional certificates are stored away in packing boxes in no particular order. It will be a very long time before the staff of 12 persons can catch up.

In South Carolina delayed birth registration is in the hands of clerks of courts. For all births prior to 1915, date of the State registration law, the process is confined wholly to the clerks of court, but for births after 1915 a copy of the delayed certificate is sent to the State vital statistics office. Here, too, the courts are open to any person born or living in the State and no showing of the absence of a regular certificate is required.

8. *Coding, punching, and tabulating.*—After the certificates have been received, credited to the appropriate registration district, and queried for incomplete or inconsistent items, they are ready for coding, punching, and tabulating. In some States they are not made available to the coders and punchers until at least a month after their receipt in the State office because of the certainty that there will be additional certificates in the next month's reports which will then be added to the current month's certificates in order to keep the appropriate chronology.

In a very few States these statistical processes have been continued on a normal or nearly normal basis during the last few years, but these States are exceptions. In about half the States the statistical operations have been severely handicapped by detailing nearly all the statistical personnel to delayed registration work. In more recent months many of them have been restored to their former assignments, but they are now far behind, preparing summaries for 1940 or 1941, or perhaps omitting these years and trying to keep up current tabulations.

Specifically, in Alabama, none of the statistical coding has been verified for more than 2 years; birth, death, and stillbirth tables for the 1941 report had not yet been completed in March 1943; current birth and death tabulations are 90 days or more behind the usual schedule; marriage cards have not been punched since August 1941; and no divorce data have been tabulated since 1938, when the first records were received. The mechanical tabulating equipment of the vital statistics division was transferred to another division early in 1942.

Absolutely no statistical work of any kind has been undertaken in West Virginia since January 1942.

In Arkansas the birth tabulations for 1941 were started on February 1, 1943. The 1941 death tabulations were completed in August or September 1942 and it was estimated that the birth tabulations and the 1941 annual report may be finished in April or May 1943. The coding of December 1941 deaths and the December 1941 births was started in July 1942 and in January 1943, respectively. There is, therefore, a lag of 212 days in death coding and a lag of 375 days in birth coding. Arkansas marriage and divorce records, never coded and tabulated for maximum exploitation, have not even been hand tallied since 1939.

In Arizona there has been no coding or tabulating of births since September 1941 and none of deaths since January 1942. Hand tallies and provisional gross counts constitute the whole statistical product.

In Ohio all coding is unverified, all coding and punching is 45 to 65 days behind schedule, and tabulations are also 40 to 60 days in arrears.

In South Carolina no coding, except cause of death—and even this is unverified—is being carried on currently. The South Carolina office, with inadequate staff and facilities, has never prepared weekly or monthly reports and the annual reports are progressively later each year. The annual report for the fiscal year ended June 30, 1941, was released in February 1942 and the 1942 report will not be ready before midsummer of 1943. The vital statistics office suspended all work for other divisions of the health department more than a year ago.

Both South Carolina and Ohio vital statistics offices are free from the burden of delayed birth registration applications, since these are handled by courts. Yet, in both States, the statistical work has been cut down appreciably and is progressively later each year.

In other States the statistical operations have been entirely suspended and absolutely no tabulations have been prepared for the last 2 or 3 years. Meanwhile, the machinery ordinarily used for punching and sorting stands idle.

The processes of coding, punching, and tabulating are not uniform in different States. Each has adjusted its vital statistics to the war-time emergency program in a somewhat different way and each has resumed statistical work, if at all, at a different time and under different conditions.

With few exceptions, the code schemes now used in State divisions of vital statistics fall into two categories, those copied or adapted from codes published by the Bureau of the Census, and those which were developed locally by more or less inexperienced personnel at various past times. In perhaps as many as 6 to 10 States, the old codes were originally well devised, and have been kept up to date.

Periodically, the Bureau of the Census publishes the county and city or geographic code for every State, which it has used in the preparation of national statistics. The Bureau of the Census also publishes the Manual of the International List of the Causes of Death which is revised decennially by an international conference of medical experts (including a representative of the Bureau of the Census) and is accepted throughout the world as the standard classification of causes of death. These publications are distributed to the State departments of health and to the divisions of vital statistics and they contain complete geographic and cause of death codes. Further, the

special reports, State summaries, and the annual summaries prepared by the Bureau of the Census often serve as models which the State divisions of vital statistics use as a basis for their more extensive and detailed tabulations or even adopt outright.

More uniform applications of standard codes and procedures in the vital statistics offices of the States should permit worth-while economies in the compilation of better Nation-wide statistics.

Generally, State vital statistics offices are not now fully utilizing the statistical equipment which they already have on hand but this failure flows at least partly from the fact that the employees who ordinarily would work on statistics have been detailed to some other work. Indeed, in 1 State the statistician himself is supervising the mail room. The basic statistical equipment for each State office is 1 punch and 1 counting-sorting machine. (See fig. 6.) Twenty-three States have at least these 2 machines, and 20 other States also have an alphabetic tabulator. In 6 States there is no mechanical equipment; all work is performed by hand tally methods. Most State registrars have not fully exploited the opportunities to mechanize work now done by hand. The economies which might be effected here would release additional clerks for other work which has been neglected.

9. *Transcribing*—After the basic statistical data have been transferred from the certificates to punch cards, the certificates are ready to be copied for the use of certain other agencies. At least two United States Government agencies, the Social Security Board and the Census Bureau, regularly purchase extracts from or copies of the certificates. Copies are also made for a varying number of State and local government agencies and semipublic organizations.

FIG. 6—Degree of mechanization of indexing and statistical processing in State vital statistics offices, 1940

Type of tabulating equipment	Use of tabulating equipment	Number of States
I. B. M. 80-column alphabetical ¹	Statistical and indexing.....	20
I. B. M. 80-column numerical ²	Statistical only.....	5
I. B. M. 45-column numerical ²	do.....	11
Powers 45-column numerical ²	do.....	2
I. B. M. 45-column numerical ²	Death statistics only.....	5
No equipment.....	Hand tally.....	6
Total, including District of Columbia.....		49

¹ Includes at least 1 key punch, 1 sorter, and an alphabetic tabulator

² Includes a key punch and sorter, but not an alphabetic tabulator.

Under the provisions of the Permanent Census Act of 1902, as amended, the Director of the Census is authorized to purchase at not more than 4 cents each copies of birth and death certificates from States and municipalities which he finds to possess satisfactory data. Since 1932, the Bureau of the Census has purchased a transcript of each birth, death, and stillbirth certificate from all States, independent registration cities, and Territories.¹³

The Bureau of the Census provides blank transcript forms and a manual of instructions to transcribers. Transcribing is expected to be done as rapidly as the certificates can be made available. The

¹³ For a summary of the growth of the registration areas since 1900, see appendix VI.

Bureau of the Census has prescribed no minimum qualifications or production quotas for the transcribers as they are paid on a piece-work basis and it is very doubtful whether they may be regarded as employees of the Bureau of the Census. Indeed, two cogent arguments require the transcribers to be regarded as State employees. In 1933 the Comptroller General of the United States ruled that the payment of 3 cents per transcript was for purchasing records and not for personal services. Recently, an increasing number of State legislatures have abolished special funds and required all revenues to be paid into the State treasury; and a number of States have placed transcribers along with all other employees under merit system regulations.

Therefore, although the transcribers copy certificates exclusively for and under instructions of the Bureau of the Census, they are not employees of that Bureau nor are they effectively controlled by it. In general, they are superannuated employees of the State vital statistics offices who have retired from more responsible work in the office after serving so long that human kindness will not admit an outright discharge. With a few notable exceptions, they are slow workers and are often absent from their desks because of illness. Careful studies made in several State offices demonstrate that with moderate industry and efficiency a transcriber should produce at least 200 birth transcripts or 160 death transcripts per day. This average is probably not attained or maintained in more than six vital statistics offices today.

Under the liberal deadline set by the Bureau of the Census, transcripts are not expected in Washington until 3 months after the certificates reach the State offices. Yet not only are the States not meeting the time limit fixed, but they have been backsliding at an increasing rate. Because national statistics are compiled according to place of residence as well as place of occurrence, it is not possible to complete the compilation for any area until the very last State's transcripts have been received. For example, even though New Jersey's transcripts were received on time, it is not possible to complete the natality and mortality computations for New Jersey until the transcripts have been received from California, because births and deaths may have occurred in the latter State which must be added to the New Jersey totals.¹⁴

The permanent census law of 1903 authorizes the payment of not more than 4 cents per transcript but the Bureau of the Budget many years ago fixed 3 cents as the sum actually paid. The executive officer of the health department designates himself or the State registrar or some other person as the official Census Bureau transcriber and all vouchers for payment for transcripts are drawn in the name of the official transcriber. Presumably he in turn acts as a disbursing agent, paying 3 cents to the transcriber for each transcript. However, it is known that in several States the transcribers actually receive less than 3 cents per transcript. "Supervision," "verification," and "account keeping" are the usual bases for withholding from a quarter of a cent to a whole cent per transcript.

A 3-cent piece price, less whatever deductions may be customary, has proved insufficient to attract or keep transcribers in such a labor

¹⁴ For discussion of this problem from the viewpoint of the Bureau of the Census, see appendix VI.

market as has prevailed since 1940. The public demand for certified copies of birth certificates has required the services of all experienced employees, and in many States the transcribers have been drafted for birth certificate work. New transcribers have not been readily found, and in 1941 and in 1942 certificates accumulated for several months in many offices without a single transcript being written. For example, the Pennsylvania vital statistics office was as much as 9 months behind in transcribing at one time. That is to say, more than 200,000 certificates were untranscribed. A staff of 38 persons took more than 5 months to catch up the backlog.

The census transcribers in Pennsylvania are considerably above the average of those found in other States. They include (1) 7 birth transcribers, average age 59 years, average experience 1 year and 7 months, average production 712 transcripts per week; (2) 6 death transcribers, average age 36 years, average experience 1 year and 8½ months, average production 567 per week. In California, where transcribers do not specialize but write both births and deaths, their per capita monthly output was 3,345, or an average of 836 per week.

Before certificates are transcribed for the Bureau of the Census they have presumably been examined twice for completeness first by the clerks who received them from the local registrars, and again, more critically, when they were being coded for statistical tabulation. Therefore, the certificates ought to be complete when they reach the Bureau of the Census transcribers. The manual of instructions cautions the transcribers against certain common shortcomings of certificates and instructs them to query the local registrar or physician or funeral directors for further particulars before sending defective transcripts to the Bureau of the Census. Penalty envelopes and pre-printed inquiry forms are supplied for this purpose but it is not known how frequently or how consistently they are used. At least 15 States completely suspended querying at one time or another during the last 2 years and in 2 of these States (Texas and Alabama) the State registrar forbade the Bureau of the Census to query the reporting persons directly.

When the transcripts are coded in the Bureau of the Census, hundreds are found to lack essential information, or to show contradictory or absurd information. These transcript deficiencies reflect the suspension or inadequacy of the querying processes in the State offices because of the heavy pressure for birth certificates and the relaxation of their own statistical standards. Table 19 shows the actual number of queries returned to vital statistics offices by the Bureau of the Census during the course of work on the 1941 certificates.

Copies of selected death certificates are also prepared by State offices for the Bureau of Old Age and Survivors Insurance. These serve two purposes—to stop payments to deceased beneficiaries and to expedite payments to widows and orphans who are entitled to benefits. Most of the States have added a space on the death certificate for the social security number of the deceased. A special transcriber makes a copy of each death certificate which shows that the deceased was engaged in an occupation covered by social insurance. A special form, "Proof of death," is used.

The United States Government has made commitments, some of which are formalized as treaties, whereby consular representatives of foreign governments are notified of deaths in the United States of

natives of their countries. In Pennsylvania, for example, notifications of 956 deaths occurring in October 1942 were sent to the consular officers of 16 countries. The listing of foreign-born decedents, which was done a few years ago for as many as 20 countries, has fallen far behind in many States and has been suspended entirely in others.

TABLE 19.—Queries forwarded by and returned to the Division of Vital Statistics, Bureau of the Census, because of missing or inconsistent information on transcripts of birth and death certificates

Area	Births			Deaths		
	Total queries sent	Total usable queries returned	Percent of queries usable	Total queries sent	Total usable queries returned	Percent of queries usable
Alabama.....	1,487	0	0	25	0	0
Arizona.....	91	81	89	16	14	88
Arkansas.....	3,076	1,380	45	193	93	48
California.....	380	242	64	138	102	74
Colorado.....	187	99	53	22	9	41
Connecticut.....	326	392	67	170	127	75
Delaware.....	22	19	86	0	.....	.....
District of Columbia.....	132	64	48	284	153	54
Florida.....	1,869	735	39	177	121	68
Georgia.....	581	170	29	11	2	18
Idaho.....	47	37	79	0	.....	.....
Illinois.....	166	89	54	58	51	88
Indiana.....	128	64	50	68	45	66
Iowa.....	94	50	53	9	7	78
Kansas.....	144	130	90	68	51	75
Kentucky.....	155	131	85	23	8	35
Louisiana.....	645	106	16	295	207	70
Maine.....	27	24	89	2	2	100
Maryland.....	323	176	54	85	52	55
Massachusetts.....	556	230	41	420	241	57
Michigan.....	492	446	91	331	313	94
Minnesota.....	122	102	84	72	55	90
Mississippi.....	286	192	67	20	19	63
Missouri.....	203	203	100	68	41	60
Montana.....	28	26	93	32	29	91
Nebraska.....	233	159	68	314	269	86
Nevada.....	11	0	0	1	1	100
New Hampshire.....	42	24	57	0	.....	.....
New Jersey.....	101	85	84	84	33	39
New Mexico.....	278	19	7	11	2	18
New York.....	.....	.....	.....	741	670	90
North Carolina.....	457	123	27	117	78	67
North Dakota.....	138	110	80	10	8	80
Ohio.....	-1,172	997	85	538	479	89
Oklahoma.....	70	52	74	20	17	85
Oregon.....	123	1	1	26	3	12
Pennsylvania.....	419	335	80	189	126	67
Rhode Island.....	3	3	100	10	1	10
South Carolina.....	320	289	75	43	0	0
South Dakota.....	12	9	75	22	20	91
Tennessee.....	497	345	69	199	167	84
Texas.....	1,365	0	0	48	0	0
Utah.....	50	46	92	41	40	98
Vermont.....	29	17	59	12	7	58
Virginia.....	555	254	46	83	62	75
Washington.....	177	84	47	198	167	84
West Virginia.....	257	26	10	6	3	50
Wisconsin.....	236	168	71	61	46	75
Wyoming.....	81	35	43	42	29	69
Baltimore.....	74	67	91	.....	.....	.....
Boston.....	24	18	75	.....	.....	.....
New Orleans.....	122	121	99	.....	.....	.....
New York City.....	.....	.....	.....	.....	.....	.....
Brooklyn Borough.....	91	51	56	.....	.....	.....
Brooklyn Borough.....	74	66	89	.....	.....	.....
Manhattan Borough.....	104	48	46	.....	.....	.....
Queens Borough.....	76	62	82	.....	.....	.....
Richmond Borough.....	7	5	71	.....	.....	.....
Total.....	18,989	8,816	46	5,423	3,979	73

In addition to the lists transcribed for or at the behest of Federal agencies, a variety of State agencies call upon the vital statistics offices for regular listings of one kind or another. These listings, it should be remembered, are in addition to the several lists which are provided by local registrars. The Pennsylvania Bureau of Vital Statistics is required by law to submit monthly to each of the 67 boards of county commissioners the name and address of every veteran who died or was buried in the county during the preceding month. A space is provided on the death certificate for indicating whether the deceased was a veteran. In February 1943, 130 notifications of deaths of veterans occurring in October 1942 were sent out. The registrar of New York City submits a biweekly list of all deceased persons to the municipal welfare authorities for the purpose of clearing their public assistance rolls. The savings produced by this service are said to have amounted to hundreds of thousands of dollars annually.

LOCAL USES OF VITAL RECORDS

Within the last decade, and particularly since the passage of title VI of the Social Security Act in 1938, State health departments have been moving toward complete coverage of their whole population under organized county and district health units. Every well-organized city has a municipal health department. Full-time county health units are generally established in those counties which are sufficiently populous or sufficiently wealthy to afford it, while counties which are sparsely settled or poor are often combined into health districts.

Both State and local health administrators find the data from birth and death certificates essential to proper planning and evaluation of their programs. Accordingly, it is the practice in some States to have the original certificates of births and deaths occurring within a county or district pass through the hands of the county or district health officer en route to the State registrar. The location of new babies, need for child hygiene clinics and conferences, location of malformed and crippled children, need for visits from the nurses, need for hospital facilities and for new clinics, potential school needs, principal causes of sickness and of death, seasonal variation in deaths, death rates in relation to population composition and environment—these essential data are available from the birth and death certificates, and progressive health administrators study them closely.

Local files of birth and death certificates, whether in the hands of local health officials or in the hands of the town or city clerks, fill a large volume of requests from the public for certified copies. Quite aside from the copies of current certificates which have been prepared and filed for public health purposes in recent years, in many localities a very large file of original birth and death and marriage certificates is in the custody of local officials, usually the town or city clerks. Early registration laws applied only to the larger communities, often many years prior to State-wide registration, and over a period of years these communities accumulated original certificates. In passing general State-wide registration legislation it was not customary for the legislatures to provide for the transfer of the old original records to the custody of the State.

In addition to public health uses, a local registrar's records serve many other purposes. In many parts of the country, children seeking admission to school are required to produce some evidence of their age eligibility to enter school. Local welfare departments seek to verify the number of claimed dependents of their clientele and often ask for lists of deceased persons in order to remove the names from their rolls. The local officer in charge of the list of voters may call on the local registrar periodically to get a list of recent deaths. Currently, selective service authorities call very frequently upon local registrars for lists of births and deaths and for age proofs. Local police, liquor, military, court, welfare, and juvenile authorities make other demands. In conformity with a ruling of the Office of Price Administration in December 1942, local war price and rationing boards must be notified within 30 days of all births and deaths within their jurisdiction. Newborn infants must be registered for rationing books and the rationing books of deceased persons must be surrendered. Accordingly, local registrars are being requested to supply the local boards with monthly lists of births and deaths in an effort to enforce the regulation.

For many purposes an individual does not need a certified copy of the original birth or death certificate; a certification from the records of a local registrar is adequate. Local registrars are continually issuing thousands of verifications and certifications from records in their possession. This is particularly true in municipalities where the records have been systematically kept over a long period of years. State law or practice does not generally discourage persons from applying locally, but there is no record of the volume of these verifications or certifications. From the larger cities of the country, where birth and death registration antedated the State registration law and where the records have been carefully kept, the volume of demands on the State files is noticeably minimized. For example, the Charleston, S. C., city health department issued 4,083 certified copies in 1942, nearly one-fifth as many as the State registrar issued.

APPENDIX VI

DEVELOPMENT AND PRESENT STATUS OF THE DIVISION OF VITAL STATISTICS, BUREAU OF THE CENSUS

The general function of the Division of Vital Statistics of the Bureau of the Census is to collect, process, analyze, and prepare for publication the statistical data of births, deaths, stillbirths, marriages, and divorces in the United States, and to engage in cooperative work with the State and independent offices in order to obtain data satisfactory for statistical compilation and analysis. The marriage and divorce statistics have been collected only for years when specially authorized. The work of collecting data on institutional populations was transferred to the Vital Statistics Division in 1939 from the Population Division of the Bureau of the Census, but has recently been transferred back to the latter.

ORGANIZATION

The present organization of the Division of Vital Statistics, as shown in figure 1, includes three sections: Planning and Analysis, consisting largely of professional persons, statistically trained, who lay down the yearly plans and analyze the statistical data; the Operations Section, which is the statistical processing factory for coding, tabulating, editing, and issuance of vital statistics tables; and the Consulting Service, which consists primarily of professional persons, highly skilled and capable of advising State and city registrars in the numerous and complex tasks which they face. Both the Planning and Analysis Section and the Consulting Service are developments of recent years forced upon the Division by the variety of demands falling upon it for services and advice in the field of vital statistics and vital records.

COLLECTION OF BIRTH AND DEATH STATISTICS

Beginning with the census of 1850, the Federal Government asked of each family at the time of a decennial census whether in the preceding 12 months a death had occurred therein or a child had been born and died before the enumeration. From answers to these questions it was hoped to determine every tenth year the number of deaths and the death rate. Also, by adding the "born and died" to the living children under 1 year of age, the number of births and the birth rate were determined. But less than three-fourths of the deaths were thus reported and while the number of births was determined more closely, these returns did not give an answer to so elementary a question as whether the birth rate in the United States was rising or falling. Yet even this crude and unsatisfactory calculation produced more accurate results than actual birth registration in most States. Despite dissatisfaction of medical authorities and scholars with the decennial enumerations of births and deaths, they were repeated along substantially the same lines in the censuses of 1860, 1870, 1880, 1890, and 1900.

In 1880 and 1890 the Division of Vital Statistics in the Census was

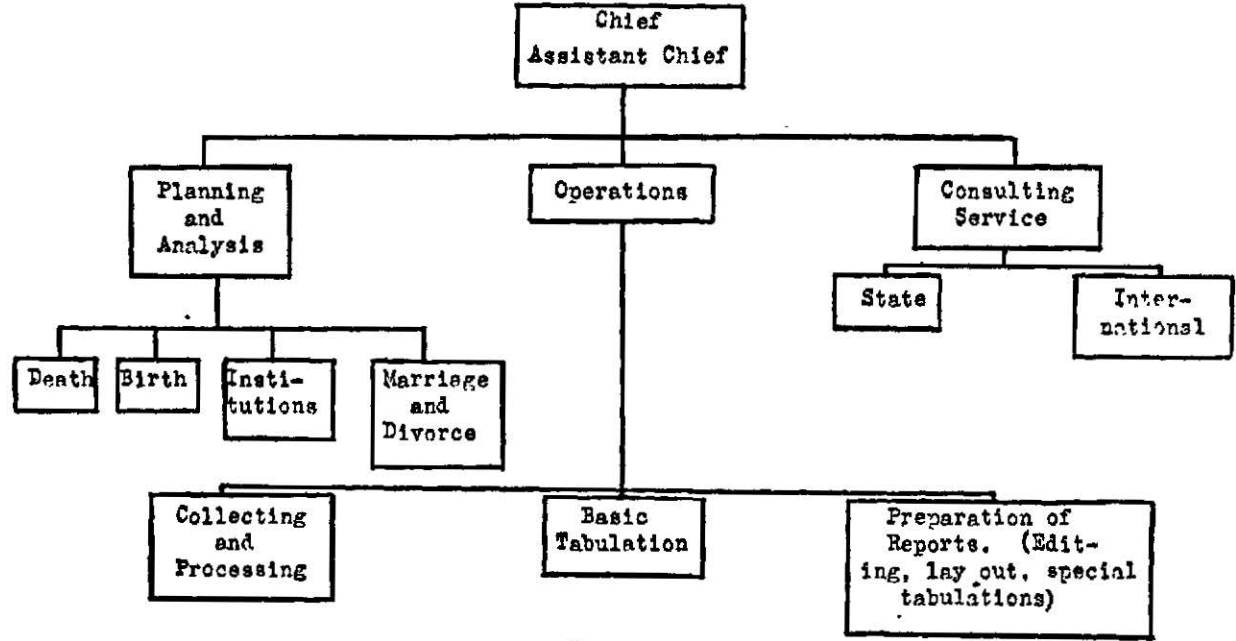


FIGURE 1

in the hands of Dr. J. S. Billings, perhaps the ablest vital statistician the country had produced, and in 1900 it was under W. A. King, a man trained by Billings. Notwithstanding competent leadership, the half century of experiment from 1850 to 1900 accomplished little more than to set up a "no thoroughfare" sign against further effort to make a decennial census alone yield the information needed for vital statistics.

The Permanent Census Act of 1902 authorized the Bureau of the Census to collect birth and death statistics from State and municipal registration offices.

There shall be a collection of the statistics of the births and deaths in registration areas annually, 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 4 cents for each birth or death reported, or a minimum compensation of \$25 may be allowed, in the discretion of the Director, in States or cities registering less than 500 deaths or 500 births during the preceding year.

At the suggestion of the Bureau of the Census, Congress passed a joint resolution on February 11, 1903, approving a plan for uniform registration on a Nation-wide scale and requesting the States to give it favorable consideration and action.

The original death registration area, which had been experimentally established in 1880, included 10 States and the District of Columbia in 1900, the year as of which the continuous collection of death statistics by the Bureau of the Census began.

For the calendar year 1908, with a view to ascertaining the exact condition of birth registration, the Bureau of the Census undertook the collection, from every possible official source, of records of all births registered in the United States. Transcripts were received from all official State and city registration offices. The results showed that only about one-half of the births were recorded and, in the words of the Director of the Census, "Many States had at that time no State laws and the degree of enforcement, even in some of our largest cities, was shamefully lax." The effort of the Bureau of the Census toward a birth registration area, suspended during the Thirteenth Census, was resumed shortly thereafter and a provisional birth registration area, embracing 10 States, was announced in 1915. This area and the death registration area expanded until, in 1933, both areas included all the States of the Union. Since that year the annual vital statistics publications of the Census Bureau have included data from the entire United States. The dates of admission of the several States to the registration areas are shown in table 1.

PROMOTION OF UNIFORM STATE LEGISLATION

The Bureau of the Census has sought to obtain uniformity in State vital statistics laws and procedures solely by advice and cooperation. In every way within its power the Bureau has encouraged and assisted the States in perfecting their registration systems.

In 1907 a model vital statistics law was submitted to the States. Its principles have been adopted in every State of the Union either by direct enactment or by rules and regulations of the State authority in charge of vital statistics.

In recent years, it has become apparent that the specific provisions, as well as the underlying legal theory of the original model law, are no

longer an adequate foundation for answering the new vital statistics problems raised by an increasingly complex society. Accordingly, in 1938, the Bureau of the Census, after an exhaustive study of existing registration laws, and in cooperation with numerous public and private agencies, drafted and recommended a uniform vital statistics act.

This act was carefully considered by the American Bar Association's conference of commissioners on uniform State laws at San Francisco, and a special committee worked on the draft throughout the year until the annual meeting of the conference in Philadelphia in 1940, when another tentative draft was submitted to the conference and again considered, section by section. The draft, as revised as a result of the discussion at the 1940 meeting, was tentatively approved by the conference which recommended, however, that the draft lie over for a year for further study. During the ensuing year, the committee of the conference transmitted the proposed bill to the Bureau of the Census, requesting that it be tested by submitting it to State health officers and vital statistics registrars for their suggestions and criticisms. In addition, the conference's committee received the personal criticisms and advice of Dr. William C. Woodward, former director of the bureau of legal medicine and legislation of the American Medical Association.

TABLE 1.—Admission of States to registration area

State	Date admitted to registration area		State	Date admitted to registration area	
	Deaths	Births		Deaths	Births
Alabama.....	1925	1927	Nebraska.....	1920	1920
Arizona.....	1926	1926	Nevada.....	1929	1929
Arkansas.....	1927	1927	New Hampshire.....	1890	1915
California.....	1906	1919	New Jersey.....	1880	1921
Colorado.....	1908	1928	New Mexico.....	1923	1929
Connecticut.....	1890	1915	New York.....	1890	1915
Delaware.....	1919	1921	North Carolina.....	1916	1917
District of Columbia.....	1880	1915	North Dakota.....	1924	1924
Florida.....	1919	1924	Ohio.....	1909	1917
Georgia.....	1928	1928	Oklahoma.....	1928	1928
Idaho.....	1922	1926	Oregon.....	1918	1919
Illinois.....	1918	1922	Pennsylvania.....	1906	1915
Indiana.....	1900	1917	Rhode Island.....	1890	1921
Iowa.....	1923	1924	South Carolina.....	1916	1928
Kansas.....	1914	1917	South Dakota.....	1930	1932
Kentucky.....	1911	1917	Tennessee.....	1917	1927
Louisiana.....	1918	1927	Texas.....	1933	1933
Maine.....	1900	1915	Utah.....	1910	1917
Maryland.....	1906	1916	Vermont.....	1890	1915
Massachusetts.....	1880	1915	Virginia.....	1913	1917
Michigan.....	1900	1915	Washington.....	1908	1917
Minnesota.....	1910	1915	West Virginia.....	1925	1925
Mississippi.....	1919	1921	Wisconsin.....	1908	1917
Missouri.....	1911	1927	Wyoming.....	1922	1922
Montana.....	1910	1922			

1 Delaware was included in the death registration area in 1890, dropped in 1900, readmitted in 1919
 2 Georgia was included in the death registration area in 1922, dropped in 1925, readmitted in 1928
 3 North Carolina was included in the death registration area in 1910, only for municipalities having a population of 1,000 or more in 1900, the remainder of the State was admitted in 1916
 4 Rhode Island was included in the birth registration area in 1915, dropped in 1919, readmitted in 1921
 5 South Carolina was included in the birth registration area in 1919, dropped in 1925, readmitted in 1928
 6 South Dakota was included in the death registration area in 1906, dropped in 1910, readmitted in 1930.

A revised draft of the act was approved by the conference at Indianapolis in 1941, but was not promulgated by the conference pending approval by the American Bar Association. As a result of further study by the conference and the American Bar Association a still

further revision was prepared and submitted to the conference at its annual meeting in Detroit in 1942. This was finally approved by the conference at its Detroit meeting, and was also approved by the American Bar Association.

Under the uniform act, as under the model law, authority remains with the States. In addition to substantive law, the act contains only the more general principles of procedural and administrative law to be followed, leaving detailed rules and regulations to the State authority in charge of vital statistics. This form of statute may be termed a "frame" or "skeleton" law. Many topics which were formerly made explicit are now treated in a more summary manner. This has the advantage that changes in procedural and administrative details can be made by rules and regulations of the State vital statistics authority without recourse to the cumbersome process of statutory amendment. Moreover, the law becomes more elastic to fit varying conditions in the different States.

Major new items in the law include marriage and divorce registration, a standard certificate of stillbirth separate from those of live birth and death, provisions regarding delayed registration and regarding the altering and amending of records already on file in the central State office. Besides supplying legal documents for the use of citizens, the compulsory and uniform registration of marriages and dissolution of marriages by divorce or annulment is desirable for a better knowledge of demographic phenomena. In view of the falling birth rate in this country, it is likely during the next decade that here, as already in the countries of Europe, great public interest will focus on the problems of fertility and reproduction.

Because of the increasing legal need for and value of vital records, it was deemed important to include in the set, as substantive law, a definite policy with regard to "delayed" and "changed or amended" certificates.

The uniform act also stresses the evidentiary character of certain selected items in vital records. The primary justification for existing State vital statistics laws has been the State's responsibility to preserve public health. This justification is founded in legal theory upon the police power of the State, of which protection of public health is one object. To consider vital statistics as entirely a concern of public health not only overlooks historical precedents from colonial days, but fails to meet present-day necessities for stressing the "competent evidence" character of vital records. At the same time, this concept tends to limit the subject matter of vital statistics to birth and death registration, since marriage and divorce registration can be considered only remotely as a public-health measure. Therefore, in drafting the uniform act a principle was incorporated which provides for the "protection of rights by preserving evidence thereof." This enhances the value of vital statistics records for legal purposes and makes it feasible to include marriage and divorce registration.

The duties of physicians under the uniform act are the same, in general, as previously provided in most of the State laws. One departure concerns those instances in which the medical determination of the cause of death may require more than 3 days, while another provides for supplementary information omitted on an original certificate of birth at the time of filing. One section is devoted to the prosecuting procedure to be followed when a physician neglects or

refuses to certify to the cause of death, or makes false certification. Penalties are practically the same as those already in force in a majority of the States.

STANDARDIZATION OF RECORD FORMS

In addition to stimulating uniform legislation, the Bureau of the Census has sought to promote uniformity in the basic records of the States. The Bureau has taken the initiative in calling together the groups most directly interested, held prolonged conferences, and finally arrived at a standard certificate of (live) birth and a standard certificate of death. With such adaptations and modifications, minor in nature, as are necessary to meet the particular provisions of the laws of each State, these standard birth and death certificates are now used by every State and Territory.

The forms for standard certificates of birth and death are revised each 10 years. The last revision took place in 1938-39. In order to obtain proper clearance the Census Bureau began its activities about the middle of 1937. The subject was discussed at the New York meeting of the vital statistics section, American Public Health Association, in October 1937. An analysis by the Bureau of the then existing forms of birth, death, and stillbirth certificates was published as *Vital Statistics—Special Reports*, volume 3, No. 41. Approximately 8,000 questionnaires were mailed to various groups from which about 1,500 answers were received. In cooperation with a special subcommittee representing State registrars, provisional forms were then drafted and circulated. After revision, a second set of provisional certificates was circulated. Conferences were held in October 1938 at several sessions of the American Association of State Registration Executives, and at one session of the vital statistics section, American Public Health Association. The certificates were again revised and final provisional forms were issued on November 23, 1938. Since the third revision, certain alterations have been made before issuance of the approved standard forms.

The advice of many groups, both public and private, was sought in the revision of the standard certificates. The Federal agencies included United States Public Health Service, Children's Bureau, Social Security Board, Navy Department, War Department, Office of Education, Department of Agriculture, Central Statistical Board, Work Projects Administration, Bureau of Indian Affairs, National Resources Committee, Veterans' Administration, and Food and Drug Administration. The State agencies were primarily those of the State health officers, State registrars, and county and city health officials. The Children's Bureau played a most important part in the revision of the birth and stillbirth certificates and was primarily responsible for drafting the contents and arrangements of the latter. The United States Public Health Service also participated in all phases of the discussion. Particular consideration was given to the expanding needs of the Social Security Board.

The principal nonofficial agencies were the American Public Health Association, American Medical Association, National Tuberculosis Association, National Funeral Directors Association, National Association of Coroners, National Safety Council, American Statistical Association, Population Association of America, American Hospital

Association, American Red Cross, Milbank Memorial Fund, Scripps Foundation, Rockefeller Foundation, medical schools, schools of hygiene and public health, social welfare agencies, parent-teacher groups, insurance companies, and actuarial societies. Since physicians play a large part in the collection of the certificates, a questionnaire was mailed to each county medical society in the United States.

It was necessary to defend the certificates against overexpansion by new questions, since they would otherwise have become cumbersome, and their completeness and accuracy would have been jeopardized. Space was provided at the bottom of the birth certificate for additional information which may be considered desirable by each State health department.

Unless a special form is provided for stillbirths, it is necessary to prepare for a single stillbirth both a birth and a death certificate. Somewhat more than half of the States use a separate stillbirth certificate. The Bureau of the Census has devised a standard certificate of stillbirth which has been adopted in 23 States. Stillbirth certificates, unlike those of live births and deaths, are almost exclusively of interest to health authorities.

As a consequence of the cooperative effort of State and Federal Governments, the forms of the certificates of death and birth are perhaps the most nearly uniform elements in the existing vital records system.

The great advantages of uniform certificates are evident when one looks at the State certificates of marriage and divorce. Both the form and content of these records vary so greatly that they are of little value for national purposes either as vital records or as sources of statistical data.

The standard certificates of birth, death, and stillbirth are shown as figures 2, 3, and 4. Table 2 shows the numbers of States whose certificates differ in specified respects from the standard certificates.

DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS		STANDARD CERTIFICATE OF LIVE BIRTH		State File No. _____
State of _____				Registrar's No. _____
1. PLACE OF BIRTH:		2. USUAL RESIDENCE OF MOTHER.		
(a) County _____		(a) State _____		
(b) City or town _____ <small>(If outside city or town limits, write R.R. & R.D.)</small>		(b) County _____		
(c) Name of hospital or institution: _____		(c) City or town _____ <small>(If outside city or town limits, write R.R. & R.D.)</small>		
(d) Mother's stay before delivery		(d) Street No. _____ <small>(If rural, give location)</small>		
In hospital or institution _____ In this community _____ <small>(Specify whether prior, months, or days)</small>				
3. Full name of child _____		4. Date of birth _____ <small>(Month) (Day) (Year)</small>		
5. Sex: _____	6. Twin or triplet _____	7. Number months of pregnancy _____	8. Is mother married? _____	
1 so-born 1st, 2d or 3d				
FATHER OF CHILD		MOTHER OF CHILD		
9. Full name _____		15. Full maiden name _____		
10. Color or race _____		16. Color or race _____		
11. Age at time of this birth _____ yrs.		17. Age at time of this birth _____ yrs.		
12. Birthplace _____ <small>(City, town, or county) (State or foreign country)</small>		18. Birthplace _____ <small>(City, town, or county) (State or foreign country)</small>		
13. Usual occupation _____		19. Usual occupation _____		
14. Industry or business _____		20. Industry or business _____		
21. Children born to this mother _____		22. Mother's mailing address for registration notices: _____		
(a) How many other children of this mother are now living? _____				
(b) How many other children were born alive but are now dead? _____				
(c) How many children were born dead? _____				
23. I hereby certify that I attended the birth of this child who was born alive at the hour of _____ m. on the date above stated and that the information given was furnished by _____ related to this child as _____				
24. Date received by local registrar _____		Attendant's own signature _____		
25. Registrar's own signature _____		M. D., midwife or other _____ Date signed _____		
26. Date on which given name added _____ by _____		Address _____		

FIGURE 2

DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

STANDARD CERTIFICATE OF DEATH

State File No. _____
Registrar's No. _____

State of _____

<p>1 PLACE OF DEATH.</p> <p>(a) County _____</p> <p>(b) City or town _____ <small>(If month city or town listed, write FULL)</small></p> <p>(c) Name of hospital or institution _____</p> <p>(d) Length of stay: In hospital or institution _____ <small>(If not in hospital or institution, write period number of hospital)</small></p> <p style="text-align: center;">In this community _____ <small>(If not in community, write name of city)</small></p>	<p>2. USUAL RESIDENCE OF DECEASED-</p> <p>(a) State _____ (b) County _____</p> <p>(c) City or town _____ <small>(If month city or town listed, write FULL)</small></p> <p>(d) Street No. _____ <small>(If rural, give locality)</small></p> <p>(e) If foreign born, how long in U. S. A? _____ years.</p>
<p>3 (a) FULL NAME _____</p> <p>3. (b) If veteran, _____ 3. (c) Social Security No. _____</p> <p>4 Sex _____ 5. Color or race _____ 6. (a) Single, widowed, married, divorced _____</p> <p>6. (b) Name of husband or wife _____ 6. (c) Age of husband or wife if alive _____ years</p> <p>7 Birth date of deceased _____ <small>(Month) (Day) (Year)</small></p> <p>B. AGE: Years _____ Months _____ Days _____ <small>If less than one day</small></p> <p>9. Birthplace _____ <small>(City, town, or county) (State or foreign country)</small></p> <p>10. Usual occupation _____</p> <p>11. Industry or business _____</p> <p>12. Name _____</p> <p>13. Birthplace _____ <small>(City, town, or county) (State or foreign country)</small></p> <p>14. Maiden name _____</p> <p>15. Birthplace _____ <small>(City, town, or county) (State or foreign country)</small></p> <p>16. (a) Informant's own signature _____</p> <p>(b) Address _____</p> <p>17. (a) _____ (b) Date thereof _____ <small>(Month) (Day) (Year)</small></p> <p>(c) Place, burial or cremation _____</p> <p>18. (a) Signature of funeral director _____</p> <p>(b) Address _____</p> <p>19. (a) _____ (b) _____ <small>(Date received local register) (Registrar's signature)</small></p>	<p style="text-align: center;">MEDICAL CERTIFICATION</p> <p>20 Date of death Month _____ day _____ year _____ hour _____ minute _____</p> <p>21 I hereby certify that I attended the deceased from _____ 19____ to _____ 19____ that I last saw h. _____ alive on _____ 19____ and that death occurred on the date and hour stated above.</p> <p>Immediate cause of death _____</p> <p>Due to _____</p> <p>Due to _____</p> <p>Other conditions _____ <small>(Include procedure within 3 months of death)</small></p> <p>Major findings _____ Of operations _____ Of autopsy _____</p> <p>22. If death was due to external causes fill in the following</p> <p>(a) Accident, suicide, or homicide (specify) _____</p> <p>(b) Date of occurrence _____</p> <p>(c) Where did injury occur? _____ <small>(City or town) (County) (State)</small></p> <p>(d) Did injury occur in or about home, on farm, in industrial place, in public place? _____ <small>(Specify type of place)</small></p> <p>(e) Means of injury _____</p> <p>23. Signature _____ (M. D. or other) _____ Address _____ Date signed _____</p>

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FIGURE 3

There are no standard certificate forms for the numerous other operations of vital statistics offices even though their use is universal and there is demand and need for greater uniformity. The Bureau of the Census has been without the funds and facilities to provide leadership in these fields.

TABLE 2.—Number of States not conforming to standards in certain items on certificates

Item	Number of States
Veteran information on death certificate	5
Legitimacy question	9
Current birth included in number of other children born	15
Definition of stillbirth	25
Stillbirth certificate	25
Marital status question	28

The papers incident to marriage are both numerous and varied, and in recent years there have been a number of changes in the marriage statutes. There are separate papers for declaring the intention to marry, reporting the fact or the results of the premarital blood test, the license to marry, and the marriage certificate. Every State has at least the license to marry and the marriage certificate.

Divorce proceedings are universally a court matter and the papers relating to any particular proceedings are held by the court. The

DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS		STANDARD CERTIFICATE OF STILLBIRTH		State File No. _____
State of _____				Registrar's No. _____
1 PLACE OF STILLBIRTH		2 USUAL RESIDENCE OF MOTHER		
(a) County _____		(a) State _____		
(b) City or town _____		(b) County _____		
(c) Name of hospital or institution _____		(c) City or town _____		
(d) Mother a stay before delivery in hospital or institution _____		(d) Street No. _____		
3 Full name of child _____		4 Date of birth _____		
5 Sex _____		7 Number months of pregnancy _____		
6 Twin or triplet _____		8 Is mother married? _____		
FATHER OF CHILD		MOTHER OF CHILD		
9 Full name _____		15 Full maiden name _____		
10 Color or race _____		16 Color or race _____		
11 Age at time of this birth _____ yrs.		17 Age at time of this birth _____ yrs.		
12 Birthplace _____		18 Birthplace _____		
13 Usual occupation _____		19 Usual occupation _____		
14 Industry or business _____		20 Industry or business _____		
21 Children born to this mother		22 Mother's usual mailing address _____		
(a) How many children of this mother are now living? _____		_____		
(b) How many children were born alive but are now dead? _____		_____		
(c) How many other children were born dead? _____		_____		
23 Did child die before labor? _____ During labor? _____		27 Cause of stillbirth (state only morbid conditions causing fetal death. Do not use such terms as prematurity, asphyxia, etc.)		
24 Pregnancy complications _____		(a) Fetal causes _____		
25 Labor (a) Complications of _____ (b) Induced? _____		(b) Maternal causes _____		
26 (a) Was there an operation for delivery? _____ (b) State all operations, if any _____		28 I hereby certify that I attended the birth of this child who was born dead at the hour of _____ m. on the date above stated.		
(c) Did child die before operation? _____ or during operation? _____		Signature _____		
29 (a) Informant _____ (b) Address _____		Address _____		
30 (a) Burial, cremation or removal _____ (b) Date _____		32 (a) Statement of local registrar or coroner if physician was not present at stillbirth _____		
(c) Place of burial or cremation _____		(b) Signature _____ Title _____		
31 (a) Signature of funeral director _____ (b) Address _____		33 Date filed with local registrar _____		
_____		34 Registrar's own signature _____		

FIGURE 4

only document which the court surrenders is a decree nisi or a final decree to the divorced parties; what is registered with the division of vital statistics is a certificate of the clerk of the court that some divorce decree has been entered. Obviously, the value of marriage records is materially lessened without some cross reference to divorce records. It is to be noted, however, that in many States a sharp line demarcates divorces from annulments and in those States separate forms must be provided for the registration of both types of decrees.

The Bureau of the Census in 1940 and 1941 undertook preliminary work looking toward standard marriage, divorce, and annulment certificate forms and had secured tentative agreement upon a proposed standard form when its resources and facilities for this purpose expired. A pamphlet on "The Purpose and Use of the Proposed Standard Certificate of Marriage and Standard Certificate of Divorce" sets forth the present status of these efforts.

Instead of a simple assortment of four official certificates, the State divisions of vital statistics are often dealing with nearly a dozen, namely, the standard certificates of birth, death, and stillbirth, marriage license, marriage certificate, perhaps the premarital blood-test certificate, decrees of annulment, decrees of divorce, adoption papers, and birth certificates for adopted children, legitimations and appro-

priate certificates, founding certificates, and notifications of name changes. Further progress toward uniformity is urgently needed in the interest both of better national statistics and of more convenient interstate exchange of individual vital records.

TRANSCRIPTION OF RECORDS

More than 4,000,000 transcripts of birth and death certificates will be received from the States by the Division of Vital Statistics for the year 1942. Table 3 shows the numbers of transcripts received for the year 1940. Marriage and divorce records were also collected for that year, but their collection has since been discontinued. Rules for making transcripts of certificates for statistical use are prescribed in an instruction manual for transcribers issued by the Division.

The maximum time that normally elapses between the occurrence of a birth or death and the receipt of the certificate in the State office varies from 5 weeks or less in some States to many months in others. In Massachusetts certificates are received in the State office only once a year. Usage has, in a few States, changed the time interval established by law. The filing date is of the utmost importance to the Bureau of the Census in view of the necessity of maintaining an even flow of transcripts into the coding sections and avoiding an overwhelming rush at certain times. After certificates reach the State offices it takes time to complete the necessary reviewing, querying, issuing notification of birth, etc., all of which must be done before transcription is started. In spite of much effort to secure transcripts of birth and death sooner, the lag in receiving them from the States has materially lengthened over the past 10 years as shown in figures 5 and 6.

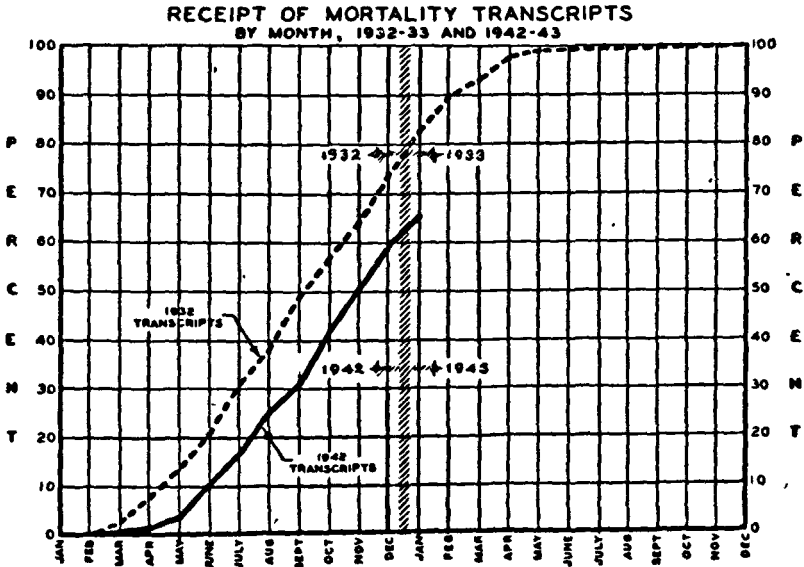


FIGURE 5

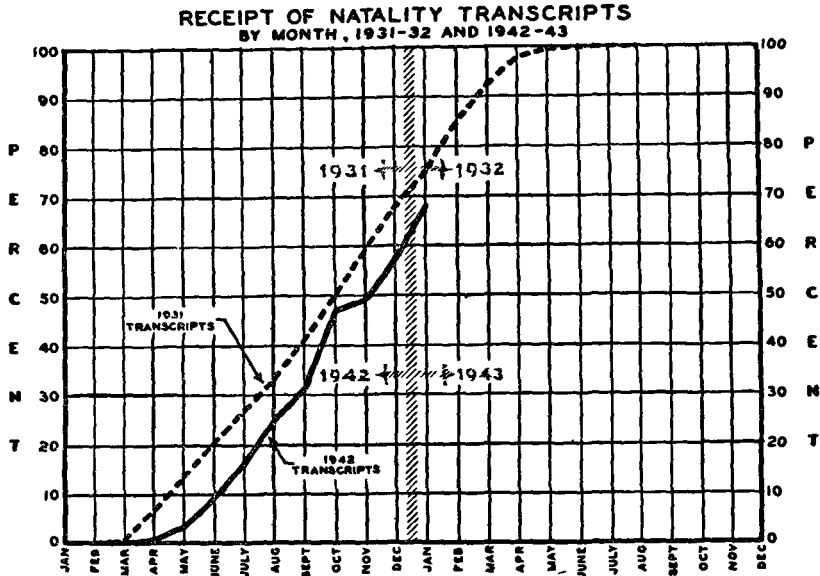


FIGURE 6

TABLE 3—Numbers of transcripts received by the Bureau of the Census for the year 1940

State	Births	Deaths	Marriages	Divorces
Total, United States	2, 360, 399	1, 417, 269	824, 890	59, 725
Alabama	62, 925	29, 531	34, 010	
Arizona	11, 754	5, 815		
Arkansas	38, 359	17, 052	30, 743	
California	112, 011	80, 270	45, 069	
Colorado	21, 154	12, 430		
Connecticut	25, 195	17, 886	17, 374	
Delaware	4, 597	3, 261	4, 825	207
District of Columbia	15, 309	5, 637	7, 727	
Florida	33, 818	22, 926	32, 700	11, 186
Georgia	64, 998	32, 513		
Idaho	11, 712	4, 890	8, 892	
Illinois	123, 198	88, 231		
Indiana	61, 963	40, 402		
Iowa	45, 464	26, 376	48, 350	4, 793
Kansas	28, 695	18, 622		
Kentucky	63, 591	29, 733		
Louisiana	50, 916	25, 648		
Maine	15, 119	10, 580	10, 202	
Maryland	30, 251	22, 107	39, 305	3, 227
Massachusetts	66, 114	51, 156	44, 836	
Michigan	99, 108	52, 108	46, 342	12, 054
Minnesota	53, 083	26, 814		
Mississippi	52, 575	23, 154	34, 088	3, 263
Missouri	62, 172	43, 746		
Montana	11, 492	5, 728		
Nebraska	22, 162	12, 592	15, 977	2, 085
Nevada	2, 061	1, 404		
New Hampshire	8, 503	6, 255	6, 036	
New Jersey	58, 617	45, 086	41, 059	
New Mexico	14, 744	5, 593		
New York	196, 888	149, 946	132, 501	
North Carolina	80, 582	32, 081		
North Dakota	13, 356	5, 235		
Ohio	114, 900	78, 662		
Oklahoma	44, 574	20, 461	33, 319	19, 800
Oregon	17, 848	12, 310	5, 825	3, 419
Pennsylvania	165, 880	111, 498	78, 158	
Rhode Island	10, 805	7, 984	6, 172	
South Carolina	44, 380	20, 186		

¹Estimated.

TABLE 3.—Numbers of transcripts received by the Bureau of the Census for the year 1940—Continued

State	Births	Deaths	Marriages	Divorces
South Dakota	11,619	5,454	4,138	793
Tennessee	55,815	29,904		
Texas	126,687	62,503		
Utah	13,559	4,925	8,245	
Vermont	6,694	4,610	4,906	
Virginia	55,208	29,579	52,680	5,299
Washington	28,141	20,009		
West Virginia	42,103	17,626	8,032	
Wisconsin	54,848	31,614	23,379	3,599
Wyoming	5,062	2,136		

A major difficulty is that of reading the handwriting on original certificates and also on statistical transcripts. Persons not familiar with medical nomenclature have particular difficulty in reading or copying statements of cause of death. When unable to read the writing, transcribers sometimes manufacture entries rather than take the time and trouble to decipher strange words. This source of error could be minimized by careful verification in the State offices or by photographic transcription. Payment of transcribers on a piecework basis causes them to try to complete as much work as possible in a given time, to the detriment of accuracy and legibility. On the other hand, a transcriber who is on a regular salary may work intolerably slowly.

In recent years the Division of Vital Statistics has experimented with various mechanical methods of transcription. The use of enlarged prints from microfilm copies of original certificates and a combination of microfilm copies and transcripts prepared from punch cards by electric accounting machines are among the experiments tried. The practicality of microfilming depends on the arrangement of the items on certificates, the system of filing, the lapse of time before the certificates are bound, and the method of binding.

CODING AND INTERNATIONAL LIST OF CAUSES OF DEATH

Upon receipt in the Division of Vital Statistics, the transcripts of birth and death sent in from each State are assigned to the Mortality and Natality Coding Section. After being separated into 3 groups (rural, rural cities, and cities) on the basis of the population of the area in which the birth or death occurred, the transcripts are counted by hand and the totals checked against the totals reported by the State. Upon the basis of this count the State is paid its 3 cents for each transcript. Then the transcripts are numbered by machine, those from each State being kept separate, and assembled into books of 500. The transcripts are used only as sources of statistical data and are not available for reference with respect to individual persons. Approximately 4,000,000 transcripts are received annually, 1 for each birth and 1 for each death in the United States. The data appearing on the transcripts are then coded in number and letter symbols so that they may be punched onto punch cards.

According to rules contained in an instruction manual, all the items on the birth, stillbirth, and death transcripts except causes of death are coded in the Mortality and Natality Coding Section.

If the information is incomplete or contradictory, a query is sent out to the State office from which it came. These queries are kept to a minimum, however, because they represent a time-consuming operation during which the certificate might be passing through other operations. The number of queries sent to the States numbered 13,166 for 1940, 21,099 for 1941, and 24,361 for 1942.

When death-certificate transcripts have been coded for personal particulars, they are sent to the Nosology Section where the causes of death are coded according to the International List of Causes of Death. Although the mechanical work of placing a number on the transcript is the same as in other coding, the skill and judgment necessary to determine the proper assignment of a code number is much greater with the cause of death material than with the personal particulars. A check on the consistency of cause of death coding by State and Bureau of the Census vital statistics clerks showed a variation between the States of about 20 percent in their coding practices.

Often more than one cause of death appears on a certificate. In such cases the problem arises as to whether the death should be assigned to the immediate, the chief contributing, or the original cause. While the International List of Causes of Death provides a uniform basis of classification for single causes, there is no universal agreement as to how to handle the problem of multiple causes; each nation has worked out its own solution. The Bureau of the Census has compiled and published a Manual of Joint Causes of Death, which provides a basis for consistent assignments of multiple causes. The manual lists, under each rubric of the International List, the number of every other cause which takes preference over it. The order of preference is based on the assumed likelihood of being the primary cause of death. The manual is revised at irregular intervals by the Bureau of the Census, the current edition being the third. Strict adherence to the preferential order laid down in the manual is required of the coding clerks.

Representation of United States interests in the decennial revision of the International List of Causes of Death has been a major responsibility of the Chief of the Division of Vital Statistics. The fifth revision of the International List of Causes of Death was adopted by the International Commission which met in Paris, October 3 to 7, 1938. This revision continues a practice which originated in 1898 at the instigation of the American Public Health Association. The French Government convened successive conferences for revising the list in 1900, 1909, 1920, 1929, and 1938. The agenda for the first three conferences were prepared by Dr. Jacques Bertillon, one of the founders of the original International List of Causes of Death. Following his death in 1922, a joint committee of the International Institute of Statistics and the Health Organization of the League of Nations has performed this function. Twenty-two countries and five independent agencies nominated delegates to the international conference of October 1938.

The delegation appointed to represent the United States consisted of 10 members, of whom 7 attended the conference. Dr. Halbert

L. Dunn, Chief of the Division of Vital Statistics, Bureau of the Census, was chairman of the delegation. The American delegation represented both official and unofficial agencies, including in its ranks members experienced in statistics, clinical medicine, and public health work. Particular effort was made to bring the International List into closer alignment with modern medical science and public health practices. At the same time it was emphasized that comparability with the form of preceding editions of the list should be maintained as far as possible.

TABULATIONS, ANALYSES, AND PUBLICATIONS

A major function of the Division is the preparation and annual publication of the report entitled *Vital Statistics of the United States*, which presents basic data on births, stillbirths, and deaths, tabulated both by place of occurrence and by place of usual residence. Increasing emphasis has been placed on the interpretation of data. A small but well qualified professional staff devotes its full time to analytical and interpretive work. In addition to the large annual volumes, many periodic releases and special monographs are issued. These publications greatly enhance the usefulness of vital statistics by making available more current information and more exhaustive analyses of special topics than can be provided in annual reports which of necessity take a long time to prepare and publish.

A list of current publications of the Division of Vital Statistics follows:

CURRENT PUBLICATIONS OF THE DIVISION OF VITAL STATISTICS

- Vital Statistics of the United States, 1939, Part I, annual volume.
- Vital Statistics of the United States, 1939, Part II, annual volume.
- Manual of the International List of Causes of Death and Joint Causes of Death, 1939 edition.
- Prisoners in State and Federal Prisons and Reformatories, 1939 annual report ¹
- Patients in Mental Institutions: United States, 1938 annual report.¹
- Vital statistics—special reports:
 - 1939 Hospitals and Institutions—each State and the United States.¹
 - 1940 State Summaries now completed, 1941 now being released.
 - 1940 Selected Subjects now completed, 1941 now being released.
 - 1940 Mortality Summaries, 1900–1940 now being released.
- Prisoners in State and Federal prisons and reformatories, 1940 Summary Statistics and 1941 Preliminary Statistics.¹
- Judicial Criminal Statistics, 1941 complete.¹
- Current reports.
 - Monthly Vital Statistics Bulletin.
 - The Registrar, monthly release.
 - Weekly Mortality Index.
 - Current Mortality Analysis, monthly release
 - Summary of Motor Vehicle Accident Fatalities, issued quarterly and annually.
- Special publications:
 - Physicians' Handbook on Birth and Death Registration, 1931 edition.
 - Why Register?
 - Instruction Manual, Parts I–VIII.
 - Uniform Definitions of Motor Vehicle Accidents.

¹ Statistics of institutional populations and judicial criminal statistics have recently been transferred to another division of the Bureau of the Census

IMPROVEMENT OF REGISTRATION

The Division has an obvious interest in improving the original records from which its statistics are derived. Tests of completeness of birth registration have been made or sponsored by the Division from time to time. Results of tests made in 1934-35 and in 1940 are shown in Appendix V. The latter test, covering all States, indicated that 75 percent of all births in the United States during the 4 months just preceding the 1940 Census were not registered. In Arkansas, the State making the worst showing, nearly one-fourth of all births were unreported; in Arizona and New Mexico, although the total deficiencies were relatively smaller, less than half of the births of nonwhite infants were registered.

Detailed analysis of the results of the 1934-35 tests led to the following tentative conclusions regarding factors associated with incompleteness of registration:

- (a) Illiteracy is a more important factor than "population density" or "percent Negro population," although "percent illiteracy" and "percent Negro" are highly associated.
- (b) "Population density" is slightly more important than "percent Negro."
- (c) Any sampling procedure should take cognizance of all three factors.

From 1902 onward, a prerequisite for admission to the birth and death registration areas has been a showing of at least 90 percent completeness of registration. Until 1936, it was the policy of the Census Bureau to drop States from the areas whenever they were found to have fallen below this standard. In that year, as a result of the 1934-35 tests, a new policy was adopted:

The Bureau must continue to make tests to check the completeness of the registration; but the object of such checks hereafter will be to help the State with its problems of registration rather than to threaten its removal from the registration area. The public must be educated to this new point of view. Regardless of whether a State measures above or below the accepted standard of 90 percent completeness, the data should be compiled and published for scientific investigators. Those who have use of vital statistics can then correct the data for each State according to the relative completeness of registration, as ascertained by satisfactory tests.

In view of this new policy, the need for better methods of determining the completeness of registration becomes one of the most urgent problems confronting the Division of Vital Statistics. Cooperative effort will be required to develop sampling or other methods which will be relatively inexpensive, which can be repeated in each State year after year and which will be both unbiased and dependable. On the basis of such tests, the States with incomplete registration and inadequate personnel can be encouraged and aided to build up and perfect their systems of registration. If the results from such tests can be used as correction factors, the data on births and deaths from States which have incomplete registration will become almost as useful statistically as those from States with complete registration.

COORDINATION OF STATE VITAL STATISTICS OFFICES

The Division of Vital Statistics in the Bureau of the Census has also found it necessary to bring about a certain amount of uniformity in the practices of State vital statistics offices in order to obtain sufficiently homogeneous data for national vital statistics. For the most part, these efforts have been limited to model State vital statistics

legislation, standard certificate forms, rules for transcribers, rules for coding cause of death, rules for resident allocation of births and deaths, recommended standards for delayed registration of births, and regional and national conferences of State registrars.

Some excerpts from comments published in a 1927 pamphlet on the model vital statistics law illustrate the kinds of inconsistencies in State practices which tend to vitiate the national vital statistics compiled by the Bureau of the Census:

Time allowed for birth reports: California and Maryland, each 4 days; Michigan and New Jersey, each 5 days, but in Michigan given name of child may be changed within 5 years; in New York certified copies of birth certificates may be filed in State office within 10 years and deaths within 1 year on payment of fee of \$5, and persons responsible for reporting birth at time of occurrence is fined the \$5, if living, to pay for the certified copy.

Fee to local registrar more or less than 25 cents: Arizona, Georgia, and North Carolina, each 50 cents; Illinois, 10 cents after 5,000 certificates, Maryland, 10 cents additional for copy to county registrar and only half rate for delayed and defective certificates; Utah, \$3 per day.

Kansas will not pay local registrar for birth certificates until supplemental reports of given name received.

Chiropractors or osteopaths are permitted to sign birth certificates and death certificates in the following States: California, Illinois, Idaho, Iowa, Kansas, Montana, Nebraska, New Hampshire, Nevada, North Dakota, Oregon (midwives also permitted to sign stillbirth certificates), Washington.

Rules for coding causes of death.—The classification of causes of death as reported on death certificates frequently involves special factors and problems not covered by the principles incorporated in the Manual of the International List of Causes of Death. Many such cases have been encountered during the four decades that the International List has been used by the Bureau of the Census. The decisions rendered in these cases were compiled and published in the first edition of the Instruction Manual of the Division of Vital Statistics in 1935.² There is a continuous stream of letters coming to this Division from State and city coders in all parts of the country asking questions as to specific problems that arise. On numerous occasions State health officers have sent their coders to the Division for several weeks of intensive training.

Allocation of births and deaths to places of residence.—A large number of births and deaths occur "away from home." Inasmuch as the registration laws of each State specify that births and deaths be registered at the place of birth or death, the compilation of vital statistics according to place of occurrence is the most direct and usual method. Rates computed on this basis may be called recorded rates, since all the births or deaths recorded in each area are included in the computation. The compilation of natality and mortality data on the same geographic basis as the population census requires a complete reallocation to the place of residence. Since resident death rates are ratios of the number of deaths to the number of persons exposed to the risk of death, they indicate more accurately the force of mortality affecting a given population and can therefore be interpreted in terms of relative health conditions. Resident birth rates are interpreted somewhat differently, but similar considerations apply to them.

From some points of view it may seem incorrect to allocate deaths purely on a place-of-residence basis without taking account of the causes resulting in death. For example, a resident of one city may

² The latest instructions for coding cause of death are included in the 1942 Instruction Manual

be killed in an automobile accident in another city. In such a case it may seem unreasonable to allocate that death to the city of residence if the accident was caused by traffic hazards in the city where the death occurred. However, even if desirable, the reallocation of deaths to the area responsible for the causes resulting in death would be a highly speculative and difficult task. Furthermore, admitting the possibility of making such an assignment of death, it then becomes necessary to devise an "exposed-to-risk" figure quite different from an enumerated population. No single method of tabulation could be devised that would provide statistics compiled in the manner necessary for all possible problems.

The first nonresidence tabulations made by the Bureau of the Census were published in the volume of Mortality Statistics for 1914. These tabulations included deaths, but not births, and consisted merely of a separation of the nonresident deaths from the total deaths for each area. However, discovery of serious deficiencies in the residence information given on the death certificate resulted in the omission of nonresidence tabulations from the published volumes from 1915 to 1918. The completion of the birth and death registration areas in 1933 made possible, for the first time, a Nation-wide reallocation of nonresidents to their places of residence. When nonresidence reallocation was resumed in 1935, the definition of a nonresidence was revised and more detailed rules for allocation were formulated. In addition, compilation by place of residence was extended to birth statistics. Previous to 1935, no reallocation of births to place of residence of the child's mother had been made by the Bureau of the Census. Since 1935, the natality and mortality tabulations by place of residence have been gradually developed and extended. Eventually, most of the major tabulations for individual cities and counties and for the population-size groups will be made on this basis.

Since vital statistics tabulations by place of residence are important in public health administration, many State departments of health compile natality and mortality data on this basis. A survey by the Bureau of the Census in 1935 revealed that 11 States made rather complete residence reallocations and 8 States published tables showing the number of deaths for cities and counties, including and excluding deaths of nonresidents. Another survey, made in 1938 by a committee on residence allocation under the auspices of the vital statistics section of the American Public Health Association, indicated that 24 States were making regular tabulations involving the reallocation of nonresidents.

Answers to a questionnaire sent to the States by the Bureau of the Census in 1941 show that 35 States and the District of Columbia are making some residence tabulations. In 4 States, these tabulations are limited to the separation of residents and nonresidents, with no allocation to place of residence.

To assist the States in obtaining records of births or deaths of their own residents in other States, the vital statistics section of the American Public Health Association adopted, in 1931, a resolution requesting the Bureau of the Census to act as a clearing house for the exchange of such records. Since 1933, most States have sent to the Bureau of the Census copies of birth and death certificates for out-of-State residents and these have been forwarded to the States of residence. Al-

though this interstate exchange has been of considerable value to the individual States, it has not solved all of the difficulties met by State agencies in making a complete reallocation.

Differences of opinion exist regarding the definition of a nonresident. Hence while State tabulations fulfill an important need, it is obviously desirable for some central agency, operating with a uniform although arbitrary set of rules, to make Nation-wide tabulations. Yet the Bureau of the Census is handicapped because its coding rules must be designed and simplified to facilitate mass production, and it does not have access to the detailed local information necessary for certain types of allocation. For these reasons, it is not possible to use different sets of rules for various causes of death.

Some States, on the other hand, allocate deaths from infectious diseases to the area where the infection presumably originated; deaths from accidents, to the place of accident; deaths from homicide, to the place of homicide. The desirability of these special types of tabulation should be emphasized, but they often require detailed information available only in local offices and involve operating rules feasible only for a relatively small volume of work. Therefore, while it is desirable for a central agency to make national tabulations, these national uniform tabulations do not replace those made by the separate State agencies.

Conferences of State registrars.—The Bureau of the Census has found it worth while in the interest of bettering national vital statistics to sponsor work conferences of State registrars. At these meetings cooperative agreements have been arrived at which have greatly forwarded both national and State vital statistics progress and considerably simplified the task of producing coordination by mail and by field workers.

Coordination of delayed registration of births.—The filing of a birth certificate for legal purposes many years after the birth took place is a matter which appears to have little or no relation to the statistical functions of the Division of Vital Statistics. Yet the Division has been called upon by State registrars for guidance in solving all kinds of problems which have harassed them, among which delayed birth registration has bulked very large in the last few years. The fact that the registrars have appealed in this connection to the Bureau of the Census, which is, strictly speaking, not concerned with the matter, is indicative of the need for a Federal agency with broader authority and responsibilities in the whole field of vital records.

The concrete problems faced by the States in connection with delayed birth registration have been discussed in appendix V.

Early in 1940 the Division of Vital Statistics was informed by the several State bureaus of vital statistics that they were being besieged for proofs of facts of birth by persons seeking employment in defense industries. The births of many of these persons had not previously been recorded. Immediately, the question arose as to the evidence which should be accepted for proof of the facts of birth on delayed registrations. Accordingly, a conference was called by the Bureau of the Census in September 1940 of representatives of Federal agencies and State registrars to determine the requirements of the Federal agencies and to work out, if possible, an acceptable plan for meeting these demands. A second conference was held on January 8, 1941, to which only representatives of the Federal agencies interested were

invited. At that time a preliminary plan and form for recording delayed registrations of birth were presented. The results of this meeting were conveyed to a committee of State registrars at a third meeting held on January 23, 1941.

At the March 1941 meeting of the American Association of Registration Executives, the association's committee on delayed registration of births made a set of recommendations which were substantially incorporated in a Manual of Uniform Procedures for the Delayed Registration of Births, issued by the Bureau of the Census on July 16, 1941. The minor differences between the committee's report and the published Manual were introduced in order to meet the requirements of the War and Navy Departments. Twenty-four States and the cities of Baltimore and New York are known to be still using these standards with or without slight modifications.

MARRIAGE AND DIVORCE STATISTICS

From 1867 through 1932, with lapses totaling 14 years, Nation-wide statistics of marriages and divorces were compiled. Few details were recorded. For the years 1939 and 1940, the Division resumed compilation of marriage and divorce statistics, this time on the basis of transcripts of individual records from selected States. The States included—27 States and the District of Columbia for marriages, and 12 State for divorces—are those with central registration which were willing to cooperate in the experiment.³

The difficulty of collecting noncentralized records presents the largest problem in compiling Nation-wide marriage and divorce statistics. Lack of uniformity in State marriage and divorce laws, a frequent disregard of the requirements for good registration, and diversity in the form and content of records also contribute to the problem.

The demand for national marriage and divorce statistics has been widespread and insistent for a number of years. What is needed is to set up marriage and divorce registration areas more or less like birth and death registration areas of the past. By this procedure the fact that the collection is not yet Nation-wide becomes an advantage rather than a handicap. This point of view is supported by the birth and death registration areas. As these areas expanded, comparatively good birth and death records were gradually developed throughout the whole country. The more backward States were encouraged to take such steps as would make them eligible for admission to the registration areas.

Of considerable significance to the further development of national marriage and divorce statistics is the present wide interest in the Uniform Vital Statistics Act. The act, which gives full recognition to marriage and divorce records as part of vital statistics, provides a desirable means for attaining centralization and uniformity of records.

Changes that are taking place in the composition of our population, and the large effects these changes are likely to have on the Nation's future economic and social development, make it important to have adequate marriage and divorce data covering the whole country. The study of marriage as a basic economic and social factor receives,

³ For discussion of the status of central registration of marriages and divorces in the States, see appendix V.

or should receive, the attention of a number of different groups and interests, among them governmental agencies, industrial and commercial organizations, religious bodies, social welfare agencies, and the courts. Housing needs, commodity consumption, and agricultural and industrial production are measured by and related to family units. The church is concerned with initiating and maintaining the stable family as the fundamental unit in the social structure. Welfare agencies handle most or all of their problems on a family basis. Certain kinds of courts are concerned with the evasion of marital and family responsibilities or with the termination of marriage. The onset of the World War has greatly affected the trends of marriage and divorce and has correspondingly increased the need for statistics of these phenomena as a basis for policy formation and administrative planning.

As in the case of births and deaths, not only statistical data but individual records are in greater demand now than before. Documentary proof of marriage or divorce has always been required in relation to questions of legitimacy and parentage; and in insurance claims and the settlement of estates; but now the social security program, public relief, workmen's compensation, and conscription, may all demand at some stage in their operation proofs of marriage or of its termination.

Here again is indicated the need for a competent Federal agency, with broader scope than that of the present Division of Vital Statistics, to assist and coordinate the efforts of the States to improve their vital record services.

RELATIONS OF THE DIVISION OF VITAL STATISTICS TO OTHER UNITS OF THE BUREAU OF THE CENSUS

Relationships between the Division of Vital Statistics and the Census Bureau of which it is a part are potentially of crucial importance. Actually, apart from the administrative functions and mechanical tabulation services which are centralized in the Census Bureau, the Division of Vital Statistics has substantial mutual interests with only two other parts of the Bureau, namely the Population Division and the Division of Information and Publications.

The necessity of relating vital statistical data with the demographic data compiled by the Population Division is obvious. Vital rates must be based upon populations "exposed to risk" of birth, marriage, divorce, or death. Geographical and other break-downs of the population must coincide in the numerators and denominators of ratios. The Divisions of Population and of Vital Statistics have also collaborated in tests of the completeness of registration of births and enumeration of infants.

Relations with the Division of Information and Publications arise from that Division's responsibility for conducting age searches of old census records and of draft records of World War I. These records are used as substitutes for birth certificates which have not been placed on file in State offices. Since the birth-registration mechanism in the country is a comparatively recent development, many persons of middle and advanced age do not have birth certificates on file in the States. Transcripts of information from old census records should

not be regarded as adequate substitutes for properly filed birth certificates. Statements obtained by the enumerator at the time of taking the census could not be as good as such certificates, since in the majority of instances the enumerator obtains his facts not from the person enumerated but from somebody in the household who recites the facts about him. This is hearsay evidence and contains a type of error not existing in the birth certificate. With respect to place of birth, errors due to memory are frequent. A close relationship is necessary between the State bureaus of vital statistics and the Division of Information and Publications in order to avoid misunderstandings which would inevitably arise in the minds of the public, the courts, and other agencies using such records if the proof coming from census records should be allowed to compete with, rather than to supplement, properly filed birth records.

RELATIONS OF THE DIVISION OF VITAL STATISTICS TO OTHER
GOVERNMENTAL AND NONGOVERNMENTAL ORGANIZATIONS

The Division of Vital Statistics serves in one way or another a great many organizations outside the Bureau of the Census. Many of these services are rendered simply by furnishing statistical publications, but others involve special tabulations, analyses of data, or consultation. There follows a brief outline, more or less in order of importance, of the principal external relationships of the Division.

I. Federal agencies.

I. United States Public Health Service.—The relations of the Division of Vital Statistics to the United States Public Health Service are more important and far-reaching than those with other organizations. They fall under three general headings:

A. Relationships between the Bureau of the Census and the State health offices relative to vital statistics, paralleling those of United States Public Health Service in general health matters. Every relationship of the Division of Vital Statistics to State bureaus of vital statistics must be so alined as not to jeopardize the interests of the Public Health Service in the State health departments' activities.

B. Distribution by the Public Health Service of grants-in-aid to State health departments for vital statistical work. These funds and services have been of inestimable value to the development of good birth and death records.

C. Furnishing of general and special tabulations of vital statistics for the use of the Public Health Service and of State and local health departments.

II. The War Department.—Prior to the onset of World War II the relations of the Division of Vital Statistics with the War Department were almost wholly limited to the Vital Records Division of the Office of the Surgeon General of the Army. The services rendered included occasional special tabulations and technical aid with reference to coding procedure.

The principal interest of the War Department in vital records has arisen since the onset of the present war because of the necessity of using birth certificates and in some instances marriage and divorce certificates, as documents by which age, citizenship, and family relationships can be accurately established. The offices of the Assistant

Secretary of War and of the Provost Marshal General have become much interested in the rules by which certified copies of birth certificates are obtained or by which delayed certificates of birth put on file and used by individuals as presumptive evidence of citizenship and loyalty. The section of the War Department charged with administering allowances for soldiers' dependents has written regulations governing documentary proof of relationship which require the use of vital records.

III. The Social Security Board.—In addition to the Board's interests in mortality and birth and death statistics, it has been a major consumer of data on hospital facilities. The death certificate has on it a notation as to the institution in which a person dies.

The plan of the Bureau of Old-Age and Survivors Insurance for proof of death has been developed in collaboration with the Division of Vital Statistics.

IV. The Pan American Sanitary Bureau.—The Pan American Sanitary Bureau is charged with the responsibility for coordinating the health activities of the American nations. Since the effectiveness of health programs is largely measured in terms of vital statistics, the Pan American Sanitary Bureau has often sought the technical assistance of the Division of Vital Statistics in the development and the improvement of vital statistics throughout the American nations. For example, under the auspices of the Pan American Sanitary Bureau and the Bureau of the Census, the Assistant Chief of the Vital Statistics Division spent 8 months in Uruguay reorienting and reorganizing the vital statistics system. Other countries in South and Central America are urgently requesting similar assistance.

V. The Children's Bureau of the Department of Labor.—The Children's Bureau is a large consumer of data, with reference particularly to births, stillbirths, and maternal mortality. Special tabulations are frequently supplied by the Division. The Children's Bureau in turn has contributed both money and professional services to the strengthening of local registration mechanisms. The birth certificate is the starting point for child-welfare programs: Immunization procedures and baby clinics depend upon the knowledge of the fact of birth; enforcement of child-labor laws necessitates proof of the age of the child for whom a work permit is sought; the numbers of births and deaths enter the formula by which grants-in-aid are apportioned among the States by the Children's Bureau.

VI. The State Department.—The relations between the State Department and the Division of Vital Statistics are of two types:

A. All births, deaths, marriages, and divorces of American citizens in foreign countries are recorded in the American embassies. Certified copies to be used as proof for vital facts concerning these events must be obtained through the State Department. The Division of Vital Statistics assists the State Department in negotiations with the States in this regard.

B. The Division of Vital Statistics is called upon by the State Department to represent the United States in matters relating to vital statistics, especially in connection with the Department's Inter-American program.

VII. Office of Indian Affairs.—The Division of Vital Statistics is the principal liaison between the Office of Indian Affairs and the State bureaus of vital statistics. Births and deaths occurring among

Indians on reservations are recorded by the agents of the Office of Indian Affairs; transcripts come directly to the Census Bureau and enter its vital statistics tabulations.

VIII. The Veterans' Administration.—The primary interest of the Veterans' Administration in vital statistics is the use of the birth and death certificates and marriage and divorce records as documentary evidence upon which claims can be proved. The Division of Vital Statistics serves as an intermediary between State bureaus of vital statistics and the Veterans' Administration.

IX. The Work Projects Administration.—The vital statistics projects financed by the Work Projects Administration over the last 5 or 6 years were of immense value to State bureaus of vital statistics. Large grants of funds were allotted to modernize the indexes of birth and death records. In the last 2 years Work Projects Administration funds were largely diverted from indexing projects to serving the public demand for delayed certificates of birth. Practically every project of a State vital statistics nature has been authorized by the Work Projects Administration after consultation with the Division of Vital Statistics.

X. The Navy Department.—The Navy Department has the same general interests in vital records as the War Department.

XI. The Bureau of Mines.—Every death from mine accidents must be accounted for by the Bureau of Mines. Case-by-case comparison of deaths of this nature is made by its Statistical Unit and the Division of Vital Statistics so as to eliminate inconsistencies and obtain complete recording.

XII. The Civil Aeronautics Administration.—This agency has a similar interest in aviation fatalities.

XIII. The Interstate Commerce Commission.—The Interstate Commerce Commission is interested in the subject of accidental deaths on the highways and collaborates with the Division of Vital Statistics and the statistical units of the Commission to bring about standards of definition and statistical procedure. The Division of Vital Statistics has published a manual of Uniform Definitions of Motor Vehicle Accidents.

2. State agencies.

In addition to the State vital statistics offices, the Division of Vital Statistics has important relationships with three other types of State agencies:

I. State highway departments.—In order to obtain consistent traffic-accident statistics, the Division has devised a schedule, part of which is filled out in the State bureau of vital statistics and part by the State highway department, or other traffic authority. Identical copies of the total information are made available to both of the State agencies concerned and to the Division of Vital Statistics.

II. State mental-disease institutions.—The Division of Vital Statistics has been responsible for the annual collection of statistics of patients in State mental institutions. This function has recently been transferred back to the Population Division of the Bureau of the Census, which formerly performed it.

III. State prisons and criminal courts.—The Division of Vital Statistics has also obtained statistics of prisoners in penal institutions as well as of judgments made by the courts in criminal cases. This work has also been recently transferred to the Population Division.

3. *Nonofficial organizations.*

I. American Public Health Association.—The technical and administrative staff of the Division of Vital Statistics plays an important role in the vital statistics section of the American Public Health Association. The association has a standing committee on the accuracy of certified causes of death, with which the staff of the Division of Vital Statistics cooperates.

II. Insurance companies.—Insurance companies of the country look to the Division of Vital Statistics for current information on both births and deaths. Some of the insurance companies are engaged in extensive disease-control programs.

III. National Safety Council.—The Division of Vital Statistics collaborates with the National Safety Council in the interest of improving accident statistics. Most emphasis has thus far been placed on traffic accident statistics. In the future, there may be increased emphasis on the prevention of industrial and home accidents.

IV. American Medical Association.—A. The hospital division of the association has collaborated with the Division of Vital Statistics in its effort to relate mortality data to the characteristics of the hospitals in which a great proportion of all deaths occur.

B. The association has been interested in the statistical division's studies of causes of death, particularly in information concerning the presence or absence of an attending physician.

C. The association has from time to time endorsed and supported programs which tend to strengthen and improve the vital statistics laws and organizations.

V. American Psychiatric Association.—This association is interested in obtaining more and better data on mental hospitals and patients.

VI. The American Prison Association.—The American Prison Association looks to the Bureau of the Census as its principal source for criminal and judicial statistics and statistics of prisoners.

VII. Research foundations.—Several scientific organizations throughout the country have as their primary interest the study of population problems. The two principal endowed research organizations specializing in population studies are Scripps Foundation for Research in Population Problems in Oxford, Ohio, and the Milbank Memorial Fund in New York City. Special tabulations are carried out for these organizations from time to time.

VIII. The American Bar Association.—The primary interests of the bar association in vital statistics relate to the model vital statistics law and the use of vital records as documentary evidence in the courts. With the increase of emphasis on vital records as legal evidence, relations between the Division of Vital Statistics and the American Bar Association can be expected to deepen and broaden.

IX. Schools of public health and hygiene.—A. These schools look to the Division of Vital Statistics for special statistical material and are heavy consumers of its routine reports, for both teaching and research purposes.

B. In addition, there is a stream of students coming to the Division for periods of 1 to several weeks of special observation so as to take back to their States or countries a knowledge of practical methods of administration and statistical technique.

APPENDIX VII

OTHER UNDERTAKINGS BY FEDERAL, STATE, AND LOCAL GOVERNMENT AGENCIES IN THE FIELD OF VITAL RECORDS

Following is a list of Government agencies engaged in collecting and processing vital records. They are classified in four categories according to type of undertaking: (1) Agencies participating in the process of collecting, filing, and indexing original records; (2) agencies using original records for statistical purposes or as a basis for detailed investigation; (3) agencies collecting reports of death for administrative purposes; and (4) agencies examining vital records and/or reviewing supplementary or secondary documents submitted to them in lieu of a proper vital record.

Approximately 15 different offices participate in the collection of vital records, and nearly all of these also make some tabulations from the records collected. In the third category listed above are nine offices which are interested in obtaining lists of deceased persons in order to clear their files and to prevent the fraudulent adoption of the identity of a deceased person. These agencies are interested only in the fact of death per se but must expend considerable effort to obtain even haphazard, incomplete listings under present conditions. Finally, there are approximately 35 offices or groups of offices which now find it necessary to perform some of the functions of a vital records office only because proper vital records do not exist or are not readily accessible. All of these agencies require individuals to submit evidence attesting to alleged facts which would qualify them for benefits administered by the agency. Vital records are universally accepted as such evidence but in their absence secondary records must often be accepted as evidence of age, birthplace, or family relationship.

1. AGENCIES PARTICIPATING IN THE PROCESS OF COLLECTING, FILING, AND INDEXING VITAL RECORDS .

FEDERAL

Department of Commerce:

Bureau of the Census:

Division of Vital Statistics----- Only central authority in the present vital records system. Participates in collection by maintaining technical staff to study methods and procedures of collecting vital records and by assisting States in improvement and standardization.

Division of Information and Publications. Issues, upon request, certificates attesting to age, place of birth, and citizenship as reported in census records and in records of 1918 draft registration. These certificates are used by individuals as substitutes for birth certificates and as 1 document for filing a delayed birth certificate.

1. AGENCIES PARTICIPATING IN THE PROCESS OF COLLECTING, FILING, AND INDEXING VITAL RECORDS—Continued

FEDERAL—continued

Federal Security Agency: Social Security Board.....	Issues, upon request, certificates attesting to age as reported on Social Security account application. These certificates are used as evidence of age in lieu of a properly filed vital record. Assists in obtaining greater accuracy of the death certificate on a local level.
Public Health Service.....	Various types of assistance to State offices of vital statistics.
Department of State.....	Collects and files vital records for United States citizens in foreign countries.
War Department.....	Fills out facts on death certificates for service personnel in continental United States. Maintains list of service personnel who die outside the continental United States. Collects and files vital records for residents of military areas in the Philippine Islands and the Panama Canal Zone.
Department of Justice: Federal Bureau of Prisons	Fills out facts on birth and death certificates for persons in prisons.
Navy Department.....	Fills out facts on death certificates for service personnel in continental United States. Maintains list of service personnel who die outside continental United States. Issues and files all vital records for residents of Guam and American Samoa. Maintains the only official United States record of marriages performed by Navy chaplains in foreign ports
Department of Labor: Children's Bureau.	Various types of assistance to State offices of vital statistics.
Department of the Interior: Office of Indian Affairs.....	Fills out facts on vital records for Indians on reservations and pueblos. Also maintains own records.
Division of Territories and Island Possessions.	Issues and files all vital records for residents of Alaska, Hawaii, Virgin Islands, and Puerto Rico.
Federal hospitals.....	Fills out facts on birth and death certificates for persons in Federal hospitals.
War Relocation Authority.....	Fills out facts on birth and death certificates for persons in war relocation projects.

STATE AND LOCAL

State board of health: Bureau of vital statistics, numerous local registrars.	Charged by law to collect and file vital records centrally. Birth and death certificates; 48 States, District of Columbia, New York, Boston, New Orleans, and Baltimore. Marriage certificates, 32 States, District of Columbia, and New Orleans. Divorce certificates, 15 States and District of Columbia.
A variety of city and county officials.	In many States marriage and divorce records are filed locally and not centrally.

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2. AGENCIES TABULATING DATA FROM VITAL RECORDS OR USING VITAL RECORDS AS BASIS FOR CASE ANALYSIS

FEDERAL

Department of Commerce: Bureau of the Census, Division of Vital Statistics.	Receives from State vital statistics offices, Hawaii, Virgin Islands, and Puerto Rico, transcripts of vital records. Tabulates and publishes mortality, birth, stillbirth, accident, morbidity, marriage, and divorce statistics for continental United States, Hawaii, Virgin Islands, and Puerto Rico.
Federal Security Agency:	
Public Health Service.....	Special health studies based on birth and death records.
Social Security Board.....	Special health study relative to social security program.
Department of Labor: Children's Bureau.	Reports on infant mortality, birth rate, child health, maternal welfare, etc. Some States obtain special information on birth records for the use of the Children's Bureau.
Department of the Interior:	
Office of Indian Affairs.....	Special studies of cause of death, general health problems, etc., of Indian population.
Division of Territories and Island Possessions.	Vital statistics for Alaska, Hawaii, Virgin Islands, and Puerto Rico.
Bureau of Mines.....	Checks own records against vital records for accuracy and completeness.
War Department.....	Vital statistics for Philippine Islands and the Panama Canal Zone.
Navy Department.....	Vital statistics for Guam and American Samoa.
Department of Agriculture.....	Special studies of fertility for the rural-farm population.
Interstate Commerce Commission.....	Checks own records against vital records for accuracy and completeness.
Civil Aeronautics Authority.....	Do.

STATE AND LOCAL

State board of health:	
Bureau of vital statistics.....	Current vital statistics for local communities and the State.
Communicable disease division.....	} Examine death certificates for cause of death, make some special studies of death from specified causes, and locate through the vital records those cases warranting special investigation.
Division of venereal disease.....	
Tuberculosis control.....	
Bureau of maternal and child health.	
Cancer control.....	
State fire marshal.....	Special studies of deaths from fire.
State highway traffic authority.....	Special studies of automobile traffic deaths.
Office of Civilian Defense.....	In some communities, maintain current record of changes in population.
State department of welfare.....	Examine death records to locate persons released from institutions for follow-up analysis, etc.

3. AGENCIES COLLECTING NAMES OF DECEASED PERSONS TO CLEAR THEIR FILES AND TO PREVENT FRAUD

FEDERAL

- Federal Security Agency: Social Security Board. Purchases transcripts of death certificates having social-security numbers noted at 25 cents each from States. Checks these against file of cases in Washington.
- Veterans' Administration..... Verifies through State vital statistics offices all deaths of veterans coming to attention of the Administration. This usually occurs from failure to receive signature of recipient. Some States, however, show whether the deceased is a veteran on the death certificate. A Work Projects Administration project was also instituted to check names of veterans against death records in State vital statistics offices.
- Department of Justice: Alien Registration. Obtains information regarding deaths, from relatives, coroners, police, physicians, hospitals, post offices, etc. Verifies information with State vital statistics offices, attending physicians, or coroner.
- Railroad Retirement Board..... Obtains information from relatives and numerous local sources. Verifies information with State vital statistics offices.

STATE AND LOCAL

- Election commission.....
 - Office of Price Administration, local boards.....
 - Selective Service System, local boards.....
 - State and local departments of welfare.....
 - All public agencies administering pension and retirement funds.....
- } Varies by community. In some places, obtain lists from State or local registrars. Usually obtain information from local sources and verify with State vital statistics office. In some communities no attempt is made to obtain death clearance at all.

4. AGENCIES EXAMINING VITAL RECORDS OR REVIEWING SUPPLEMENTARY DOCUMENTS SUBMITTED IN LIEU OF PROPER VITAL RECORDS

Agency	Record required			
	Birth	Death	Marriage	Divorce
FEDERAL				
Civil Aeronautics Authority.....	X			
Department of Labor Children's Bureau.....	X			
Federal Security Agency				
Social Security Board.....	X	X	X	
Civilian Conservation Corps.....	X			
National Youth Administration.....	X			
Railroad Retirement Board.....	X	X	X	
U S Civil Service Commission.....	X	X	X	
U S Maritime Commission.....	X			
Veterans' Administration.....	X	X	X	X
Office for Emergency Management				
Office of Alien Property Custodian.....	X	X	X	X
War Relocation Authority.....	X		X	
Federal Communications System.....	X			
Department of State.....	X	X	X	
War Department.....	X	X	X	X
Department of Justice				
Criminal Division.....	X	X	X	X
Federal Bureau of Investigation.....	X	X	X	X
Immigration and Naturalization Service.....	X	X	X	X
Alien Registration.....		X		

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4. AGENCIES EXAMINING VITAL RECORDS OR REVIEWING SUPPLEMENTARY DOCUMENTS SUBMITTED IN LIEU OF PROPER VITAL RECORDS—Continued

Agency	Record required			
	Birth	Death	Marriage	Divorce
Navy Department.....	X	X	X	X
Work Projects Administration.....	X			
U. S. Employees' Compensation Commission.....	X	X	X	
STATE AND LOCAL				
Welfare departments.....	X	X	X	X
Civil service.....	X	X	X	
Elections commissioners.....	X	X		
Courts.....	X	X	X	X
Police.....	X	X		
All State and local offices of Federal agencies listed above.....	X	X	X	X
Schools.....	X			
Office of Price Administration, local boards.....	X	X		
Selective Service System, local boards.....	X	X	X	
Industrial commission.....	X			
Division of motor vehicles.....	X			
County and city clerks.....	X			
Board of health.....	X			
State and Federal employment offices.....	X			
State bureau of vital statistics.....	X	X	X	X
Courts.....	X	X	X	X

APPENDIX VIII

ANALYSIS OF COSTS OF VITAL RECORDS

The aggregate cost of establishing and maintaining vital records and of making use of them for statistical and other purposes is difficult to estimate. Even the approximate cost of many parts of the present loosely coordinated program cannot be ascertained. Where figures are available at all, the most recent are presented below, regardless of the fact that as a result, the periods covered are not uniform. While a net total cost cannot be computed, the estimates for various component items presented in table 1 suffice to show that the aggregate is large.

FEDERAL FUNDS

Bureau of the Census.—The agency with primary responsibility for collecting and interpreting vital statistics at the Federal level is, of course, the Division of Vital Statistics in the Bureau of the Census, Department of Commerce. Obligations incurred in the fiscal year 1942 for its regular activities were \$545,099, and for special projects, \$113,659 (1944 Budget document). The first amount includes \$124,100 paid to States for transcripts of birth and death certificates.

For a fee, the Division of Information and Publications searches the Census records and records of the 1918 draft registration and issues a certificate attesting to the age, place of birth, and citizenship as reported there. In addition to the fees received, obligations of \$543,855 were incurred for furnishing this service in fiscal year 1942.

Public Health Service.—Administration of the several programs of grants to the States for public health purposes is entrusted to the Public Health Service. Of the funds appropriated under title VI of the Social Security Act slightly more than \$400,000 is earmarked for vital statistics purposes in the 1943 budgets of the State health departments. Another \$17,000 from grants for the control of venereal diseases is to be used in vital statistics divisions. The proportion of the expenditures for Federal administration of the grant programs which might properly be assigned to vital statistics is not significant. Funds used for the further training of State vital statistics personnel amounted to \$2,410 in 1942.

The 1943 budgets of the State health departments show the allocation of about \$240,000 from title VI and venereal disease funds for their mechanical processing units. An unspecified portion of these funds is used for the processing of vital statistics.

Children's Bureau.—The 1943 budgets of the State health departments indicate that they proposed to expend some \$37,000 for vital statistics purposes from their Federal grants for maternal and child health services and for services to crippled children (title V of the Social Security Act). An additional \$8,450 from these funds was earmarked for mechanical processing, part of which would properly be assignable to vital statistics.

In enforcing the child labor provisions of the Fair Labor Standards Act, the Children's Bureau expends very minor amounts for certified copies of birth records, or, where permitted, for searching records with its own staff.

Social Security Board.—In the fiscal year 1942 the Bureau of Old-Age and Survivors Insurance paid out \$62,000 for transcripts of death certificates, where there was some indication that the deceased was a beneficiary or might have a social security account, and for salaries of special agents.

The estimated annual cost (on the basis of the number issued in June–December 1942) of issuing copies of the application for an account number, used as evidence of age, is \$11,300.

Railroad Retirement Board.—The Board estimates that its annual expenditure for census searches for evidence of age will be about \$300. Before it was moved to Chicago, the Board performed these searches itself.

Work Projects Administration.—During the fiscal year 1942 the Bureau of the Census used W. P. A. help to the extent of \$101,564. As cosponsor of Nation-wide project No. 77012, it approved in the calendar year 1942 W. P. A. projects for current clerical assistance to State and local vital statistics offices totaling \$1,247,500. This source of funds was cut off on February 1, 1943.

During the existence of the W. P. A. program extensive projects for binding, indexing, and other purposes were carried on, the aggregate cost of which is not available. An approximate idea, however, may be gained from the following estimates. In September 1940 it was estimated that up to that time allocations totaling \$13,000,000 had been approved for State-wide indexing projects only. This amount was being added to at an annual rate of about \$4,000,000. It is estimated that roughly two-thirds as much had been approved for local projects prior to the institution of the State-wide projects. For compiling State guides to the repositories of vital records about \$4,000,000 was spent. Indexing the 1880, 1900, and 1920 Census records, without which the present volume of searches requested could not have been handled, cost an estimated total of \$7.5 to \$8.0 million.

Agencies maintaining vital records.—Several of the Federal agencies listed in appendix VII maintain vital records for certain groups of people. No attempt is made to estimate the cost of this activity.

Agencies checking vital records.—Certain agencies listed in appendix VII maintain records of fatalities in their respective fields of administration and check their own records against those of vital statistics offices.

STATE AND LOCAL FUNDS

The 1943 budgets of the State health departments, as submitted to the Public Health Service, indicate that \$2,766,000 was proposed to be spent for operating their vital statistics divisions. This figure does not include expenditures in Massachusetts where the secretary of state is responsible for vital records and statistics. State funds for mechanical processing, including vital statistics, total approximately \$166,000.

In six States the local registrars are paid from State funds an estimated total of \$125,000. In the other States some are paid from local funds on a fee basis, and some are not paid as registrars at all but

receive a salary for performing the duties of the office by virtue of which they are *ex officio* registrars. It has been estimated that in the calendar year 1941 fees totaled \$1,544,000.

Expenditures of the five independent jurisdictions—Boston, New York, Baltimore, District of Columbia, and New Orleans—totaled \$363,000 in the fiscal year 1941. No figures are available for the countless city and county bureaus of vital statistics which supplement or duplicate the State systems.

In 10 States the delayed registration of a birth can be effected only through the courts. Figures covering the cost of this process are not available.

OTHER COSTS

Cost to the individual.—The individual resident of the United States may be called upon under a variety of circumstances to produce evidence of his identity, age, citizenship, or relationship to someone else. The document in which most trust is placed is a certified copy of his original birth certificate, which he may secure on payment of a fee if his birth is registered. In case it is not, he may in most States secure (for a fee or by payment of court costs) delayed registration on the basis of credible evidence as to the facts, and be issued a certificate to that effect (again for a fee). The annual total of all fees paid is anybody's guess, but is probably in the neighborhood of six or seven million dollars.

Apart from these actual fees the individual may have paid a private birth certificate bureau, a lawyer, or a notary public for information and advice. He may have had to pay for a baptismal certificate, or for photostating public or private records. One or more affidavits may have been necessary, each involving payment of a notary's fee. Possibly he has had to purchase money orders and pay the registered mail charge on valuable documents. For one kind of evidence alone, individuals paid the Bureau of the Census for giving special handling to requests for searches a total of \$65,956 in the fiscal year 1942. From the time the charge of \$1 for routine handling became effective in August 1942 to the end of February 1943, \$63,774 had been received from this source. Fees for special handling in the fiscal year 1943 to the end of February had risen to \$179,046.

Cost of promoting better reporting.—Another item of expenditure which is impossible to isolate is the cost of efforts to secure more prompt, more accurate, and more complete reporting. The expenditures quoted for the Division of Vital Statistics in the Bureau of the Census and for the vital statistics bureaus of the State health departments include the cost of such activities. The field offices of the Bureau of Old-Age and Survivors Insurance of the Social Security Board try to get more complete reporting on death certificates of the social security number and the occupation; the public welfare worker, the maternal and child health worker, and the public health nurse are all interested, for one reason or another, in getting accurate and complete information on birth and death certificates, prompt submission, and complete coverage. (It is estimated that from 20 to 25 percent of a public health nurse's time is devoted to records, reports, and statistics, both her own and others which are important in her work.) Medical societies and undertakers' groups also work with their members to encourage more complete and prompt reporting.

Cost of establishing age and citizenship by other means.—For many purposes evidence of age, citizenship, and relationship other than a birth certificate is acceptable. The forms of evidence are of varying degrees of validity, and the same form of evidence is not given the same weight by all agencies. The possible cost to the individual of securing his evidence is indicated in the preceding paragraph. There is also a considerable administrative expenditure involved in the consideration and weighing of the evidence when it is submitted. No attempt is made to estimate these costs in dollars and cents, but this report gives some idea of the extent of the activity on the part of Government agencies. The expenditures of private industry in the same field are incalculable.

Receipts and expenditures of State vital statistics offices.—The analyses of expenditures of certain States for vital statistics, presented in tables 2 and 3, reveal the extent to which the States have depended upon Federal aid in recent years.

TABLE 1.—*Estimated annual costs of vital statistics and records*

I. Direct expenditures of Federal agencies:	
Bureau of the Census, Division of Vital Statistics ¹	\$570, 000
Bureau of the Census, Division of Information and Publications.....	500, 000
Social Security Board, Bureau of Old-Age and Survivors Insurance ²	88, 000
Other agencies.....	250, 000
Total.....	<u>1, 408, 000</u>
II. Federal grants-in-aid to States:	
U. S. Public Health Service.....	604, 000
Department of Labor, Children's Bureau.....	43, 000
Total.....	<u>647, 000</u>
III. Expenditures of State and local agencies:	
State health departments, vital statistics divisions.....	3, 125, 000
Fees of local registrars (paid by localities).....	1, 500, 000
City bureaus of vital statistics.....	792, 000
Vital statistics work in other local health units.....	500, 000
Delayed registration of births and deaths by courts.....	600, 000
Total.....	<u>6, 517, 000</u>
IV. Fees paid by individuals:	
For certified copies of certificates from State registration offices.....	3, 750, 000
For filing delayed certificates in State registration offices..	2, 200, 000
For filing delayed certificates through courts.....	900, 000
Lawyers' fees and other miscellaneous charges in connection with delayed registration.....	5, 200, 000
For searches of enumerators' records by the Bureau of the Census.....	402, 000
Total.....	<u>12, 452, 000</u>

¹ Includes about \$124,000 paid to States for transcripts of records.

² Includes about \$62,000 paid to States for transcripts of records.

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TABLE 2.—Finances for vital statistics in selected States, fiscal year 1941-42

State	Regular State appropriation	Expenditure	Source of funds				Total fees collected	
			State	U. S. Public Health Service, title VI	Fees	Work Projects Administration and National Youth Administration ¹		Other
Alabama.....	\$23, 093	\$108, 577	\$30, 016	\$30, 717	0	\$34, 356	\$13, 488	\$36, 687
Arkansas.....	\$ 39, 036	137, 740	\$ 39, 036	6, 334	\$78, 000	11, 046	\$ 3, 324	\$160, 800
Arizona.....	11, 290	23, 634	11, 260	0	2, 793	7, 261	\$ 2, 320	14, 331
North Carolina.....	20, 646	44, 116	14, 039	4, 543	11, 243	10, 000	7 4, 291	11, 243
Oklahoma.....	\$ 37, 960	109, 645	\$ 35, 512	22, 897	0	43, 300	7 2, 936	164, 284
West Virginia.....	21, 810	45, 950	21, 810	4, 140	0	20, 000	-----	\$ 14, 778

¹ Clerk hire.
² Bureau of the Census and Social Security Board for transcripts, \$3,595; U. S. Public Health Service, venereal disease funds, \$9,893.
³ Includes approximately \$18,000 for payment to local registrars.
⁴ Estimated from data for calendar years. Total collected includes fees transmitted with marriage and divorce records from counties.
⁵ Bureau of the Census and Social Security Board for transcripts, \$2,212, Children's Bureau, \$1,112.
⁶ Bureau of the Census and Social Security Board for transcripts, \$700, Children's Bureau, \$1,620.
⁷ Bureau of the Census and Social Security Board for transcripts.
⁸ Includes approximately \$22,000 for payment to local registrars.
⁹ Includes payment from the Bureau of the Census for transcripts.

TABLE 3.—Finances for vital statistics in selected States, fiscal year 1942-43

State	Regular State appropriation ¹	Expenditures ²	Source of funds (6 months)				Total fees collected ³	
			State	U. S. Public Health Service, title VI	Fees	Work Projects Administration and National Youth Administration ⁴		Other
Alabama.....	\$11, 912	\$58, 338	\$12, 000	\$30, 000	0	\$14, 338	\$ 2, 000	\$18, 000
Arkansas.....	\$ 35, 700	83, 923	12, 648	4, 089	\$55, 000	10, 590	7 1, 625	\$ 80, 000
North Carolina.....	20, 646	43, 500	11, 000	3, 000	7, 500	20, 000	\$ 2, 000	7, 500
Oklahoma.....	\$ 40, 180	74, 225	\$ 18, 645	9, 880	0	26, 200	¹⁰ 19, 500	80, 416
South Carolina.....	18, 100	16, 000	9, 000	5, 000	0	0	\$ 2, 000	3, 000
West Virginia.....	25, 320	43, 677	12, 209	1, 423	0	30, 045	-----	19, 577

¹ Entire fiscal year.
² First 6 months of fiscal year.
³ Clerk hire.
⁴ Bureau of the Census and Social Security Board for transcripts.
⁵ Includes approximately \$16,000 for payment to local registrars.
⁶ Estimated from data for calendar years. Total collected includes fees transmitted with marriage and divorce records from counties. Use of fees to be discontinued.
⁷ Bureau of the Census and Social Security Board for transcripts, \$1,026, Children's Bureau, \$600.
⁸ Includes \$24,000 for payment to local registrars.
⁹ Includes \$11,226 paid to local registrars.
¹⁰ Bureau of the Census and Social Security Board for transcripts, \$1,500; State Department of Public Welfare for clerk hire, \$18,000.

EXHIBITS

EXHIBIT A

WAR DEPARTMENT

WASHINGTON

Memorandum to all present and prospective Army and Navy contractors and subcontractors.

Subject: Requirements for proof by employees of their American birth.

Attached hereto is a manual of procedure for the delayed registration of births, which has been prepared and forwarded by the Bureau of the Census, Department of Commerce, to the bureaus of vital statistics in the States. It is designed to provide a uniform national procedure under which persons who are unable to produce birth certificates may establish their American birth and citizenship. There are a large number of loyal citizens falling within this class, since in many areas of the country births were not registered prior to 1915.

Several Federal statutes, which are summarized in an attached exhibit, require the exclusion of aliens from certain forms of restricted defense work, except with the permission of the Secretary of War or the Secretary of the Navy, as the case may be. Consequently it is important for employers to have some ready way of determining the citizenship of certain classes of their employees who are unable to produce birth certificates or original naturalization papers. The undersigned, therefore, fully endorse the attached manual and have recommended to the various States that it be adopted and put into effect immediately.

It is recommended that contractors follow the procedure hereinafter outlined in cases where an employee or an applicant for employment is unable to produce a birth certificate:

(1) If the employee or the applicant for employment has obtained a delayed certificate of birth, which has been issued in accordance with the procedure outlined in the attached manual and recites on its face the evidence upon which it has been granted, the employer may assume, in the absence of any collateral facts demonstrating fraud in its procurement, that the employee or the applicant for employment is an American citizen. In the event that collateral facts indicate that fraud may have been practiced, the contractor should make a further investigation and notify the Army or Navy plant protection inspector assigned to or having jurisdiction over his establishment. Such inspectors will receive special instructions as to final disposition.

(2) In the event that an employee or an applicant for employment cannot produce a delayed certificate of birth, the employer should require the submission of such evidence in accordance with the procedure described in the attached manual. There are, then, three methods of approach:

(a) In the event that the State in which the employee or applicant for employment claims birth is one in which the procedure outlined in the attached manual has been adopted, the employer should require the employee or applicant to obtain a delayed certificate of birth from such State within a reasonable time after the request for data on citizenship has been made by the employer. Pending receipt of such certificate, it is recommended that the employer give temporary employment to such applicant and retain the services of such employee.

(b) In the event that the State in which the employee or applicant for employment claims birth is one in which the procedure outlined has not been adopted, evidence as required by the manual should be submitted to the employer, and if found to be in accordance with the standards set up by the manual, it is recommended that such employee be retained and that such applicant be given employment. In cases where there is reasonable assurance of citizenship but adequate documentary evidence is not immediately available, it is suggested that the Army or Navy plant protection inspector, if available, be consulted, and that a continuance of employment for 30 days be given such employee, or that such applicant

be employed for 30 days, pending receipt of valid documentation as required by the manual.

(c) In all cases of reasonable doubt, where employment has not been given to such applicant or where continued employment of such employee is considered questionable, the matter should then be referred to the Army or Navy plant protection inspector assigned to or having jurisdiction over his plant, who is empowered to make a recommendation in accordance with instructions from his superiors.

A special memorandum is being distributed simultaneously to all plant inspectors of the Army and the Navy, with instructions to cooperate with all contractors in cases as described in section 2 (b) and (c), above, where assistance is needed in establishing the citizenship of persons who cannot produce birth certificates or original naturalization papers.

Nothing in this memorandum shall be interpreted as relieving the employer, in considering applicants for employment, from securing customary or required data of a nature not covered by this memorandum.

ROBERT P. PATTERSON,
Acting Secretary of War.
JAMES FORRESTAL,
Acting Secretary of the Navy.

DEPARTMENT OF COMMERCE,
OFFICE OF THE SECRETARY,
Washington, July 16, 1941.

Memorandum to State bureaus of vital statistics or other similar official agencies concerning requirements for proof of American birth

The attached manual on the delayed registration of births has been prepared under the direction of the Bureau of the Census, Department of Commerce, in order to provide a uniform procedure and general standards for the issuance of delayed certificates of birth. The need for such a manual is patent. There are a large number of persons of American birth who, because no birth certificate was issued at the time of their birth, have difficulty in establishing their citizenship. Since so many rights and privileges depend upon citizenship it is important that a procedure be evolved which will enable such individuals to receive official recognition of their American origin. Since citizenship is a matter of national as well as of local consequence, it is desirable that a uniform practice be adopted by each of our States.

Immediate adoption by every State of the attached manual is peculiarly important in this time of national emergency. Admission to the armed forces depends on citizenship as does employment in most Government positions. Furthermore, several statutes provide that on certain types of restricted defense work citizenship is a prerequisite to employment. It is important in such cases that some uniform procedure be available under which a man can establish his place of birth. By this means, an increased number of persons will be enabled to secure employment and many already employed will be assisted in maintaining their present positions.

For the foregoing reasons the undersigned urge that every State take immediate steps to adopt and carefully follow the attached manual.

WAYNE C. TAYLOR,
Acting Secretary of Commerce.
ROBERT P. PATTERSON,
Acting Secretary of War.
JAMES FORRESTAL,
Acting Secretary of the Navy.

MANUAL OF UNIFORM PROCEDURE FOR THE DELAYED REGISTRATION OF BIRTHS
Prepared under the direction of Halbert L. Dunn, M. D., Chief Statistician for
Vital Statistics

PART I. PURPOSE OF MANUAL

This manual outlines the procedure for the delayed registration of births and for the issuance of delayed certificates of birth. It is hoped that this procedure will be adopted and followed by the bureaus of vital statistics in the States.

PART II. PROCEDURE FOR REGISTRATION

1. *Definitions.*

A. Delayed registration of birth.—"Delayed registration of birth" means the registration of a person's birth on or after his fourth birthday. (It is recognized that States may, by law or regulation, establish a lower critical age.)

B. Delayed—Special registration of birth.—"Delayed—Special registration of birth" means the registration of a birth which occurred prior to the enactment of the vital statistics law of the State in which registration is sought.

C. Class A records.—"Class A records" are records established before the fourth birthday of the registrant.

D. Class B records.—"Class B records" are records established on or after the fourth birthday of the registrant.

2. *Requirements for establishing the facts of birth.*

In all instances of delayed registrations of birth, all the following facts concerning the person whose birth is to be registered must be established: (a) Date of birth, (b) birthplace, (c) parentage.

The foregoing facts must be established by one of the following methods:

(a) *Documentary method.*—The presentation of two records, each from independent and different sources, one of which must be class A; or three class B records, each from independent and different sources. Class B records must be at least 5 years old in order to be considered as evidence, but, if made later, may be taken into account in investigating a case. The types of documentary evidence which may be accepted to establish the fact of American birth are shown in part III.

(b) *Inquiry methods.*—In instances where acceptable documentary evidence is not available, all other evidence possible should be assembled and presented. The proper authorities should institute a thorough and independent investigation in all such cases and prepare a report and recommendations. In cases in which the applicant for delayed certificate of birth is subject to court order, an abstract of the evidence and the pertinent facts stated therein should appear on the certificate. When this evidence, in the opinion of the responsible registration official, presents questionable aspects, the case should be referred to the court of proper jurisdiction with a statement of the reason for such action. Although the courts are legally responsible for the adjudication of such records, the specialized experience of the registrar of vital statistics will often lead him to discover questionable circumstances not readily apparent to others less familiar with vital statistics procedures and requirements.

3. *Responsibility for investigation of cases.*

The determination as to whether documentary evidence submitted is sufficient to warrant the issuance of a delayed certificate of birth, is the responsibility of the registrar of vital statistics. In making such determination, this officer should be authorized to institute a thorough and independent investigation. In all cases of investigation, a summary of the findings should be included as a part of the certificate to be filed, which as a minimum, should show the kinds of documents submitted, together with their origin and authenticity, the registrants' age and birthplace, and his parents' names.

4. *Oath of the registrant.*

The signature of the registrant, if 12 years of age or over, should be obtained on the certificate attesting under oath to his belief in the truth of the statements made concerning his age, birthplace, and parentage. If the registrant is under 12 years of age, the certificate may be signed by him or by his parents or guardian. This signature is essential for linking the identification of the person to the certificate.

5. Certification by reviewing official.

The responsible registration official or his designated representative should certify that he has reviewed the evidence submitted to establish the facts of birth, and that the summary, or abstract thereof, appearing on the delayed certificate conforms to the statements as set forth in the evidence. In cases where the registration of delayed certificates is subject to court order, the official of the court should make this certification, and the responsible registration official should certify only to the fact that he has received and signed the certificate.

6. Form of delayed certificate of birth.

The form of the delayed certificate of birth set out in part IV hereof is recommended as embodying the foregoing minimum requirements. Delayed certificates should be prominently marked "Delayed" and should be filed separately from current birth certificates registered within the regular period specified by law.

7. Precautions.

- (a) Unauthenticated documents on plain paper are not of primary value.
- (b) When a registrant gives his birthplace as only "U. S. A.," the assertion should be challenged, and accepted only if other more explicit evidence has been submitted.
- (c) Differentiation should be made between actual data appearing on the face of a document and what is believed, claimed, or inferred by the applicant or by the examining official from a knowledge or examination of such a record.
- (d) There is a distinction between an original document and certified copies thereof. Every certified or photostatic copy of an original document should give information as to the date the copy was made and as to the location and custodian of the original.
- (e) All unauthenticated documents must be supported by an affidavit incorporating all statements made by the applicant relative thereto.

8. Exceptions.

Exceptions to the foregoing procedure should be made only in the case of persons who are under the age of 12 years, and then only where the prescribed procedure is wholly impractical.

In certain specialized cases, the inability of an applicant to furnish evidence should not necessarily prevent the filing of a certificate relating to that person. Extreme care, however, should be exercised in such instances, and a complete statement of the facts setting forth the reason for the absence of evidence should be placed on the certificate and shown on certified copies thereof.

PART III. EVIDENCE FOR PROVING AMERICAN BIRTH

The types of evidence which will generally be acceptable to establish the facts necessary for the issuance of a delayed certificate of birth are set forth below in order of preference. Records which are less than 5 years old will not be considered acceptable evidence but should be studied by the examining official in his investigation of the case. In each case the applicant should be required to certify under oath that the evidence which he has submitted and the statements which he has made are true to the best of his knowledge and belief. He should also be required to authorize an investigation by the appropriate official of any of the information which he has furnished.

1. *Hospital record*.—A certified copy, preferably photostatic, of the hospital record of birth.

2. *Physician's record*.—A certified copy, preferably photostatic, of the office record of the physician who attended the birth.

3. *Record from a local, State, or Federal census*.—The value of such evidence will vary depending upon the date and circumstances under which the record was made. Where the applicant can produce consistent transcripts from two consecutive decennial Federal census records, the evidence will be considered of considerable value. Application forms for the foregoing records may be obtained from an applicant's county health officer, the State bureau of vital statistics, or the Bureau of Census, Washington, D. C. (See note.)

4. *Family Bible record*.—Bible records will be considered class B records unless it can be proved beyond reasonable doubt that the information in question was recorded prior to the registrant's fourth birthday. The name and address of the current custodian of such records and of the person whom it is believed made the original entry should be furnished.

NOTE—Please do not request a search of United States Census records unless you have been unable to obtain this information from State or local records. A certification that this has been done is required of every applicant for a census search.

5 *Baptismal, cradle roll, confirmation certificate, or other church record*—If the applicant does not have an original or certified copy of such record, he should be instructed to write the present pastor of the church where such record was made and to request a certified copy thereof.

6. *School record*.—The applicant should write to the principals of various schools which he attended or the superintendent of schools for the locality in which such schools are situated, requesting a certified copy of the original record of the applicant's age or birth date, his birthplace, and his parent's names as given upon his entrance. Where available, a certified copy of any application filed should be obtained.

7. *Insurance policy*.—If the applicant no longer has the policy he should write to the insurance company for a statement showing the date of birth, birthplace, and names of parents as shown on the application for the policy. Where available, a certified copy of the signed application for such policy should be obtained.

8. *Army, Navy, or Marine discharge*.—In cases where the actual birth date is given.

9. *Other types of documents*.—Several other types of documents may be acceptable as evidence depending upon their age and the circumstances under which they were made. The weight which is to be accorded any single document of this character will also vary accordingly. Since for the most part it represents less reliable evidence, any such document should be carefully scrutinized:

(a) Driver's license; (b) marriage records; (c) voting registration records; (d) employment records; (e) birth certificate of registrant's child, (f) records from organizations of which applicant is, or at one time was, a member, whether trade, professional, social, or fraternal.

10. *Affidavit*—The value of an affidavit to establish the facts necessary for the issuance of a delayed certificate of birth will vary materially. Thus an affidavit of a reliable physician who attended the birth of the applicant deserves substantial weight. If the affidavit is to prove the date of the applicant's birth, the affiant should state why he knows and remembers the date. In each instance the relationship of the affiant to the registrant must be stated in the affidavit.

PART IV. FORM OF CERTIFICATE

Attached hereto is a form of delayed certificate of birth which is recommended for use by the bureaus of vital statistics in the States.

STATE DEPARTMENT OF HEALTH—BUREAU OF VITAL STATISTICS, JOHNSTOWN, XXXX

Delayed certificate of birth

Full name at birth..... Date of birth.....
(Month) (Day) (Year)
 Color or race..... Sex..... Birthplace.....
(City or town) (County) (State)
 Father: Full name..... Birthplace.....
(State or Country)
 Mother: Maiden name..... Birthplace.....
(State or Country)

Affidavit: I hereby declare upon oath that the above statements are true to the best of my knowledge and belief. (To be signed by registrant, if possible.)

Signature..... Address.....
 Subscribed and sworn to before me on..... 19...

[SEAL] Applicant—Do not write below this line.....
 Notary Public.

Abstract or supporting evidence

Name and kind of document (including by whom issued and signed and date of issue)	Date original document was made
1.....
2.....
3.....
4.....

Information concerning registrant as stated in document

Birth date or age	Birthplace	Name of father	Full name of mother
1			
2			
3			
4			

Additional information.....

I certify that no prior certificate has been found in the State Bureau of Vital Statistics for this registrant and that documentary evidence has been seen and read by me or by an authorized representative of my office which substantiates the facts set forth in the foregoing abstract,

Signature..... Date filed.....

(Title of reviewing official should be stated)

PART V. NATIONALITY AT BIRTH

The determination of nationality at birth is fully covered in Chapter II of the Nationality Act of 1940 (Public, No. 853, 76th Congress), approved October 14, 1940, as follows:

"Sec. 201. The following shall be nationals and citizens of the United States at birth:

"(a) A person born in the United States, and subject to the jurisdiction thereof;

"(b) A person born in the United States to a member of an Indian, Eskimo, Aleutian, or other aboriginal tribe: *Provided*, That the granting of citizenship under this subsection shall not in any manner impair or otherwise affect the right of such person to tribal or other property;

"(c) A person born outside of the United States and its outlying possessions of parents both of whom are citizens of the United States and one of whom has resided in the United States or one of its outlying possessions, prior to the birth of such person;

"(d) A person born outside of the United States and its outlying possessions of parents one of whom is a citizen of the United States who resided in the United States or one of its outlying possessions prior to the birth of such person, and the other of whom is a national, but not a citizen of the United States;

"(e) A person born in an outlying possession of the United States of parents one of whom is a citizen of the United States who resided in the United States or one of its outlying possessions prior to the birth of such person;

"(f) A child of unknown parentage found in the United States, until shown not to have been born in the United States;

"(g) A person born outside the United States and its outlying possessions of parents one of whom is a citizen of the United States who, prior to the birth of such person, has had ten years' residence in the United States or one of its outlying possessions, at least five of which were after attaining the age of sixteen years, the other being an alien: *Provided*, That, in order to retain such citizenship, the child must reside in the United States or its outlying possessions for a period or periods totaling five years between the ages of thirteen and twenty-one years: *Provided further*, That, if the child has not taken up a residence in the United States or its outlying possessions by the time he reaches the age of sixteen years, or if he resides abroad for such a time that it becomes impossible for him to complete the five years' residence in the United States or its outlying possessions before reaching the age of twenty-one years, his American citizenship shall thereupon cease.

"The preceding provisos shall not apply to a child born abroad whose American parent is at the time of the child's birth residing abroad solely or principally in the employment of the Government of the United States or a bona fide American, educational, scientific, philanthropic, religious, commercial, or financial organization, having its principal office or place of business in the United States, or an international agency of an official character in which the United States participates, for which he receives a substantial compensation;

"(h) The foregoing provisions of subsection (g) concerning retention of citizenship shall apply to a child born abroad subsequent to May 24, 1934

"Sec. 202. All persons born in Puerto Rico on or after April 11, 1899, subject to the jurisdiction of the United States, residing on the effective date of this Act in Puerto Rico or other Territory over which the United States exercises rights of sovereignty and not citizens of the United States under any other Act, are hereby declared to be citizens of the United States

"Sec. 203. (a) Any person born in the Canal Zone on or after February 26, 1904, and whether before or after the effective date of this Act, whose father or mother or both at the time of the birth of such person was or is a citizen of the United States, is declared to be a citizen of the United States;

"(b) Any person born in the Republic of Panama on or after February 26, 1904, and whether before or after the effective date of this Act, whose father or mother or both at the time of the birth of such person was or is a citizen of the United States employed by the Government of the United States or by the Panama Railroad Company, is declared to be a citizen of the United States

"Sec. 204. Unless otherwise provided in section 201, the following shall be nationals, but not citizens, of the United States at birth:

"(a) A person born in an outlying possession of the United States of parents one of whom is a national, but not a citizen, of the United States;

"(b) A person born outside the United States and its outlying possessions of parents both of whom are nationals, but not citizens, of the United States, and have resided in the United States or one of its outlying possessions prior to the birth of such person;

"(c) A child of unknown parentage found in an outlying possession of the United States, until shown not to have been born in such outlying possession.

"Sec. 205. The provisions of section 201, subsections (c), (d), (e), and (g), and section 204, subsections (a) and (b), hereof apply, as of the date of birth, to a child born out of wedlock, provided the paternity is established during minority, by legitimation, or adjudication of a competent court.

"In the absence of such legitimation or adjudication, the child, whether born before or after the effective date of this Act, if the mother had the nationality of the United States at the time of the child's birth, and had previously resided in the United States or one of its outlying possessions, shall be held to have acquired at birth her nationality status."

PART VI. FEDERAL STATUTES REQUIRING EXCLUSION OF ALIENS FROM CERTAIN FORMS OF RESTRICTED DEFENSE WORK

Certain employers feel that it is their patriotic or legal duty to discharge or refuse to employ aliens simply because they are aliens. The laws which restrict the employment of aliens apply only to employment for work on classified (secret, confidential, or restricted) Government contracts or contracts for the procurement of aircraft, aircraft parts, or aeronautical accessories.

The applicable statutes provide substantially as follows

1. Section 10 (j) of the act of July 2, 1926, the so-called Air Corps Act (Public, No. 446, 69th Cong), provides that "no alien employed by a contractor for furnishing or constructing aircraft, or aircraft parts, or aeronautical accessories for the United States shall be permitted to have access to the plans or specifications or the work under construction or to participate in the contract trials" without the prior written consent of the Secretary of War or Navy.

2. The following section from Public, No. 671, Seventy-sixth Congress, act of June 28, 1940, is pertinent:

"SEC. 11. (a) No aliens employed by a contractor in the performance of secret, confidential, or restricted Government contracts shall be permitted to have access to the plans or specifications, or the work under such contracts, or to participate in the contract trials, unless the written consent of the head of the Government Department concerned has first been obtained, and any person who willfully violates or through negligence permits the violation of the provisions of this subsection shall be fined not more than \$10,000 or imprisoned not more than five years, or both.

"(b) Any alien who obtains employment on secret, confidential, or restricted Government contracts by willful misrepresentation of his alien status, or who makes such willful misrepresentation while seeking such employment, shall be fined not more than \$10,000 or imprisoned not more than five years, or both "

No employer, unless he is engaged in the performance of work coming within the purview of either of the above laws, is required by law or by any regulations to discharge or not to employ aliens.

EXHIBIT B

AUGUST 22, 1942.

MEMORANDUM FOR ALL PRESENT AND PROSPECTIVE ARMY AND NAVY CONTRACTORS AND SUBCONTRACTORS

Subject: Requirements for proof of employees of their American citizenship.

1. The joint Army and Navy memorandum dated June 4, 1942, subject as above, addressed to all present and prospective Army and Navy contractors and subcontractors, and the declaration-of-citizenship form enclosed therewith, are hereby superseded. This is necessitated by the expiration of one of the statutes referred to in the joint memorandum, and by the enactment of a law concerning employment of honorably discharged servicemen.

2. The expiration, on June 30, 1942, of Public Law 671, Seventy-sixth Congress, third session, chapter 440 (approved June 28, 1940, 54 Stat. 676, 50 U. S. C., App. 1, concerning employment of aliens on secret, confidential, and restricted Government contracts), requires the substitution, in the form of declaration of citizenship, of reference to other laws which make a false representation of one's citizenship a felony. A suggested new form of declaration of citizenship is enclosed. Employees who have executed the old declaration-of-citizenship form need not execute the new form.

3. The act of June 22, 1942, Public Law 620, Seventy-seventh Congress, second session, chapter 432, provides that no defense contractor, as defined therein, shall deny employment, on account of failure to produce a birth certificate, to any person who submits, instead, an honorable-discharge certificate, or certificate issued in lieu thereof, from the Army, Navy, Marine Corps, or Coast Guard of the United States, unless it shows on its face that the bearer was an alien at the time of its issuance.

4. Accordingly, three procedures are now available to prospective employees:

1. The production of an official certificate of naturalization or citizenship, or birth certificate or other satisfactory evidence of American birth;

2. If honorably discharged from the Army, Navy, Marine Corps, or Coast Guard of the United States, the production of the honorable discharge certificate, or certificate issued in lieu thereof (unless such certificate shows on its face that the bearer was an alien at the time of issuance); or

3. The execution of the "declaration of citizenship" in the amended form enclosed.

5. The foregoing recommended procedures do not relieve the employer from the primary duty of making further investigation when there is reason to question the applicant's loyalty or citizenship.

6. The expiration of the alien employment statute of June 28, 1940, does not relieve the contractor of the responsibility imposed by Army and Navy contracts and by the Air Corps Act of July 2, 1926 (c. 721, 44 Stat. 784, 10 U. S. C. 310 (j) and (p)) of denying employment to aliens on classified and aeronautical Government contracts unless the written consent of the head of the Government department concerned has first been obtained.

ROBERT P. PATTERSON,
Under Secretary of War.

Encl.:

RALPH A. BARD,
Assistant Secretary of the Navy.

DECLARATION OF CITIZENSHIP

I, _____, declare that I am a citizen of the United States, by reason of _____ 1

I am applying for employment on Government war contracts on work which may be secret, confidential, or restricted in character. I am declaring my citizenship for the purpose of securing such employment.

"(a) It is hereby made a felony for any alien or other person, whether an applicant for naturalization or citizenship, or otherwise, and whether an employee of the Government of the United States or not * * *

¹ If natural born, indicate whether by birth in the United States or by birth in a foreign country of American parentage. If by naturalization, indicate whether by naturalization by court proceedings, by naturalization of parent or by marriage to a citizen of the United States, including dates and names of places, persons, and title of court involved.

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"(18) Knowingly to falsely represent himself to be a citizen of the United States without having been naturalized or admitted to citizenship, or without otherwise being a citizen of the United States.

* * * * *
"(d) Any person violating any provision of subsection (a) * * * shall be fined not more than \$5,000, or imprisoned not more than five years, or both" (act of October 14, 1940, c 876, section 346; 54 Stat. 1163, 8 U. S. C. 746).

"* * * Whosoever shall knowingly and willfully falsify or conceal or cover up by any trick, scheme, or device a material fact, or make or cause to be made any false or fraudulent statements or representations, or make or use or cause to be made or used any false * * * certificate, affidavit, or deposition, knowing the same to contain any fraudulent or fictitious statement or entry in any matter within the jurisdiction of any department or agency of the United States * * * shall be fined not more than \$10,000, or imprisoned not more than ten years, or both" (act of April 4, 1938, c. 69; Criminal Code, section 35 (A); 52 Stat. 197; 50 U. S. C. 80).

I was born in ----- date -----

Witness: ²

I have read the laws herein quoted and am aware of the penalties imposed for misrepresentation.

(Name)

(Signed)

(Title and address)

(Name)

(Title and address)

² One of the two witnesses must be an Army or Navy District Procurement, Factory or Plant Protection representative, if available, or an officer of the United States Army, Navy, or Marine Corps, or a member of the Auxiliary Military Police on duty at the plant.

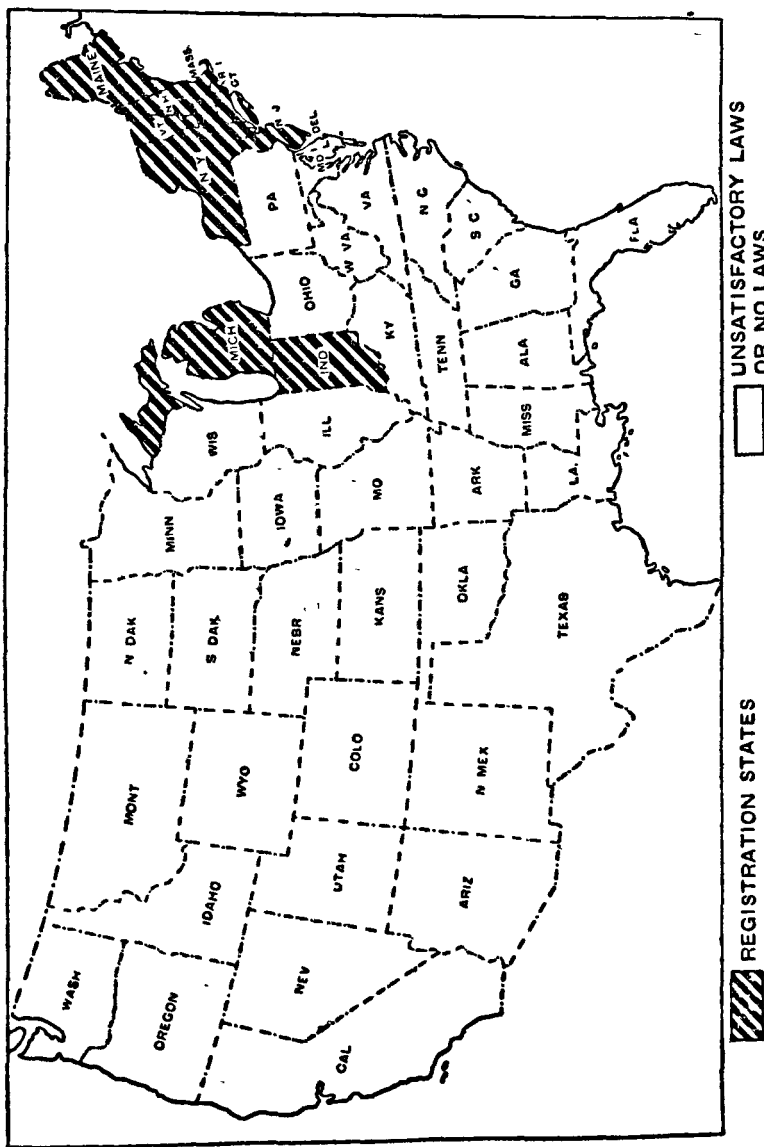
EXHIBIT C

WHY SHOULD BIRTHS AND DEATHS BE REGISTERED? ¹

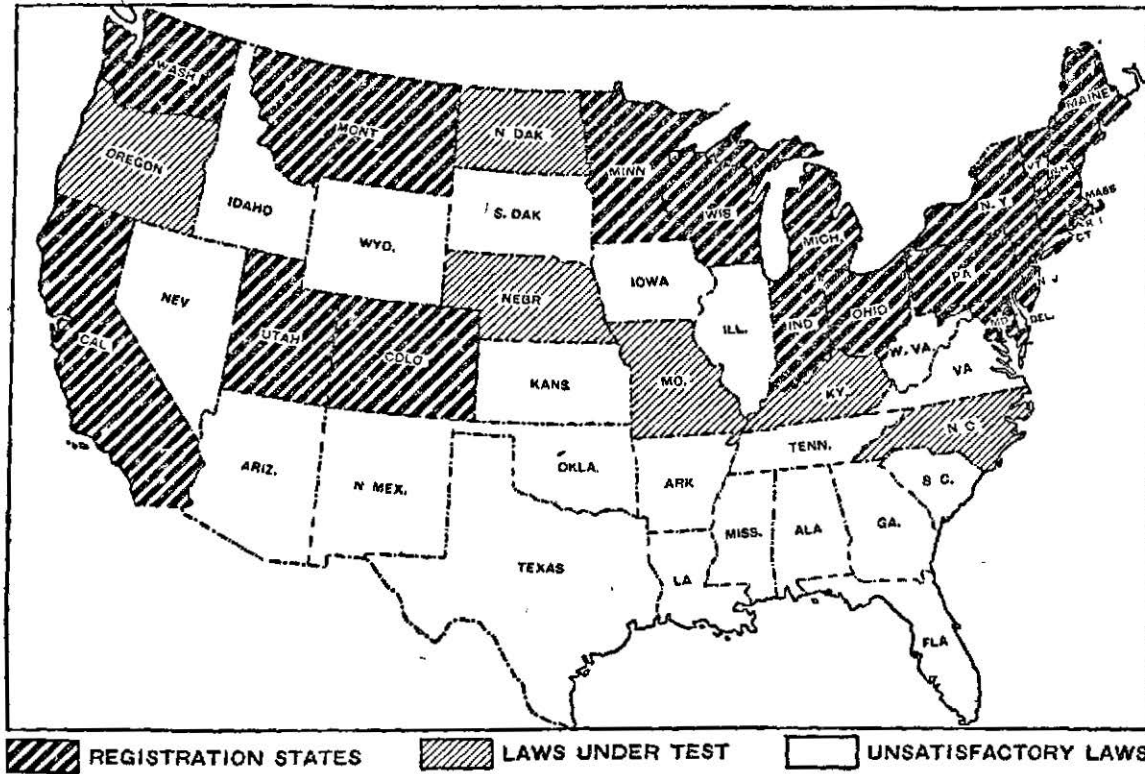
A Summary of the History and Present Condition of Vital Statistics Laws, Including the Text of the Model Bill

¹ American Medical Association Press, Chicago, 1927.

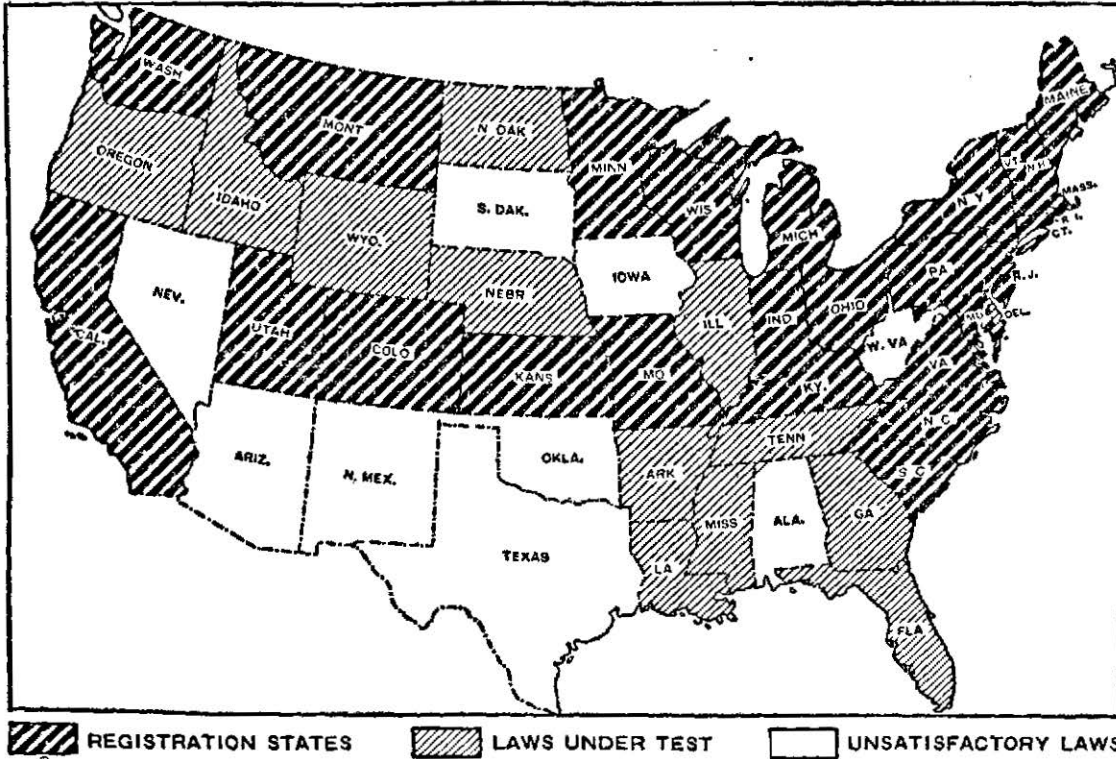
REGISTRATION AREA FOR DEATHS 1906



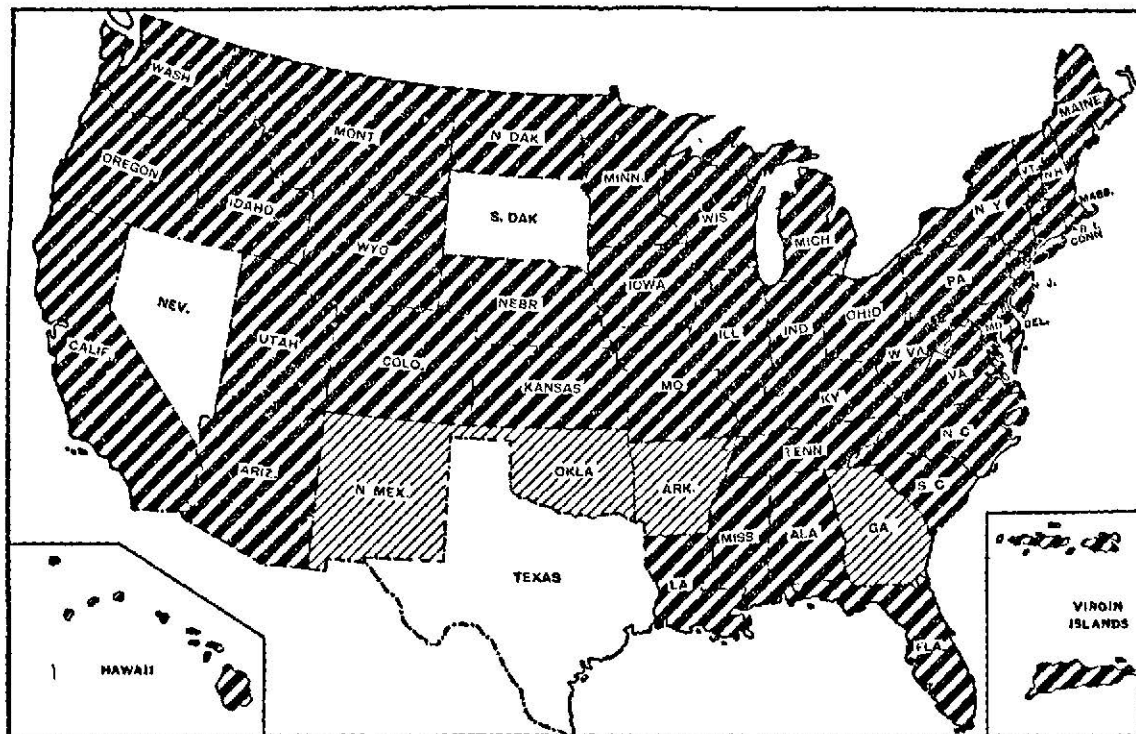
REGISTRATION AREA FOR DEATHS 1910



REGISTRATION AREA FOR DEATHS 1916

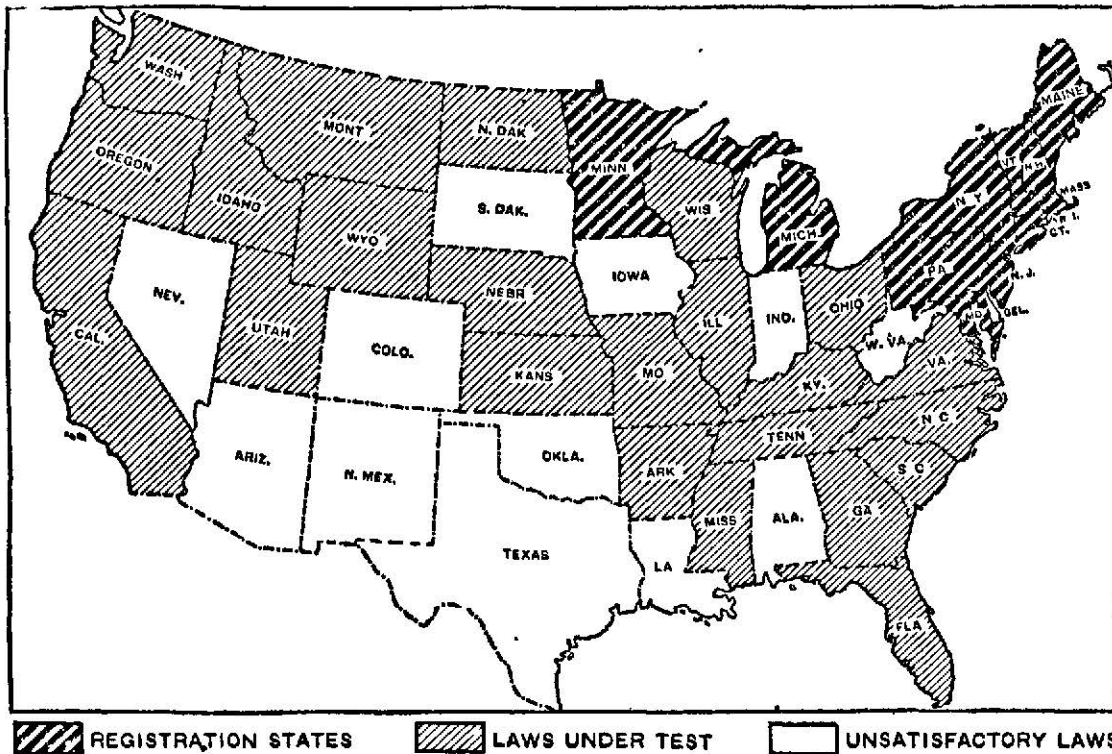


REGISTRATION AREA FOR DEATHS 1926

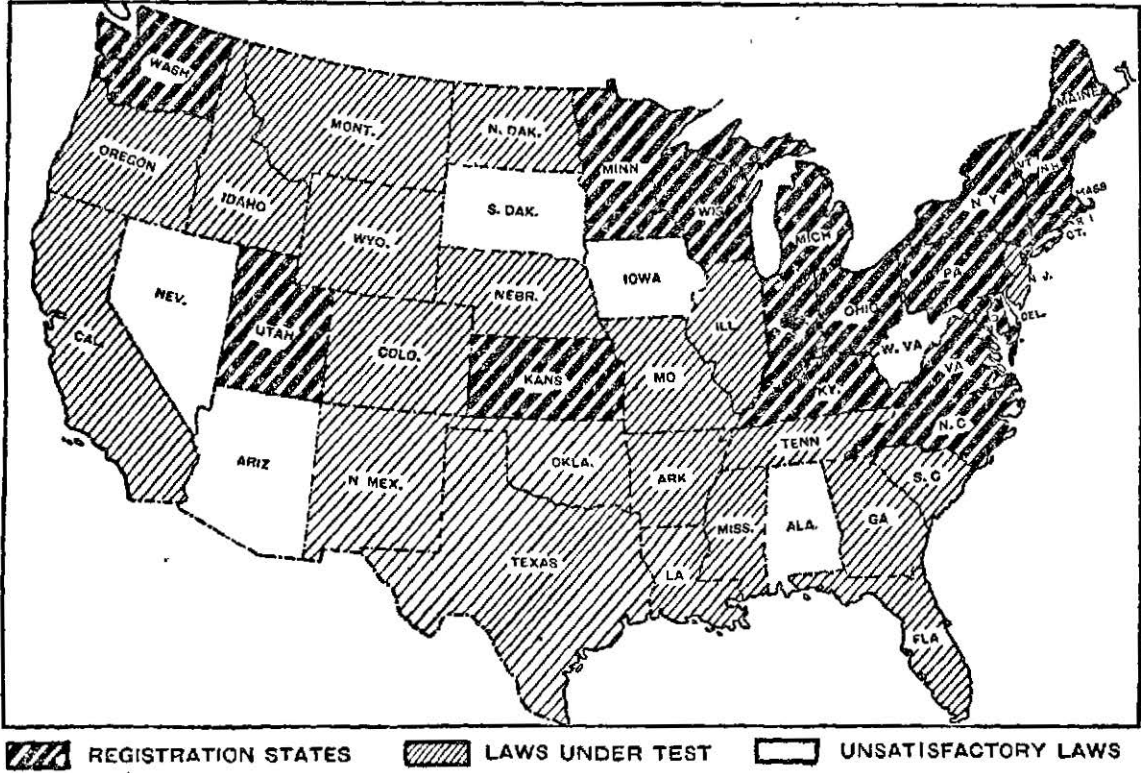


REGISTRATION STATES
 LAWS UNDER TRIAL
 UNSATISFACTORY LAWS

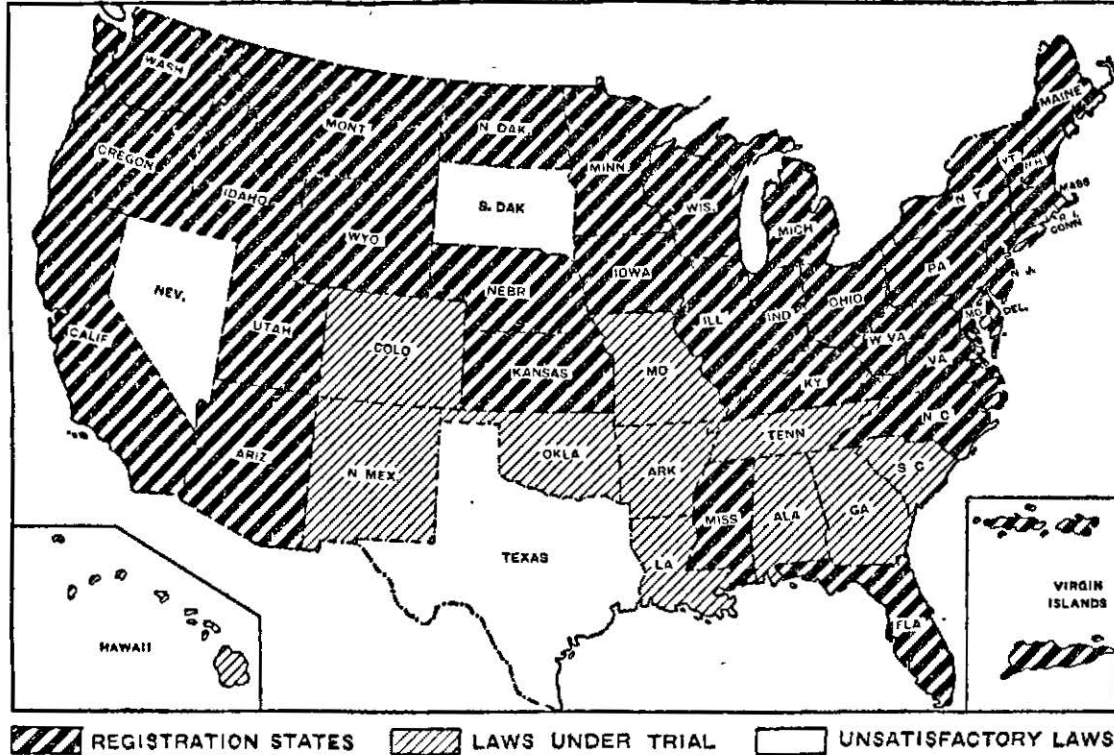
REGISTRATION AREA FOR BIRTHS 1916



REGISTRATION AREA FOR BIRTHS 1919



REGISTRATION AREA FOR BIRTHS 1926



WHY SHOULD BIRTHS AND DEATHS BE REGISTERED?¹

The proper registration of births and deaths is of the greatest importance not only to individuals but also to the public at large. Such records are necessary in determining questions of parentage, heredity, legitimacy, personal identity, property rights, inheritance, and citizenship. No child labor law is of much value unless it rests on a system of birth registration and of birth certificates issued by the state by which the parent or the child can produce at any time positive proof of birth, paternity, and age. During the war, the operation of the selective draft act was greatly hampered by the fact that in the service in which the age of the registrant was involved no legal evidence could be produced or existed by which the age of the individual could be positively proven. In almost every relation of life, an official record of the first and most important event in the life of each individual, namely a positive record of birth, with all of the accompanying circumstances, is not only of the utmost value but is practically indispensable.

Equally important is the proper registration of deaths. No civilized community should allow a human being to die and be buried without an official record being made of the fact. Such records are indispensable in determining cause of death, relative death rates, ratio of deaths to births, duration of life, rates of life insurance and relative healthfulness of different states and communities. They are also of great value in preventing and detecting crime, in controlling contagious diseases, in regulating management of cemeteries, shipment of bodies from state to state, etc. They are necessary in proving death for probating wills, settling estates, establishing claims for insurance and pensions, and proving ancestry and heredity.

Registration of births and deaths by the state as a part of the legal and official records of each individual has been required for centuries in many of the older European countries. Until recently this subject has been neglected in this country. As the charts on the front pages of this pamphlet will show, it is only in the last sixteen years that there has been any awakening of public interest in passing and enforcing better laws for the registration of births and deaths. Because physicians and medical societies have been prominent in urging the passage of such laws, many people have assumed that birth and death registration is of interest only to physicians. This is not true. Birth and death registration is of vital importance in all the relations of life. Vital statistics are indispensable in public health, so much so that they have been called by one of our leading sanitarians "The bookkeeping of humanity." Without accurate registration of births and deaths, it is impossible to determine the birth rate in any community, to estimate the infant death rate, to determine the ratio between births and deaths, to ascertain at what age and from what cause the largest number of babies are dying, and to take proper steps to prevent this waste of infant life. It is also impossible to determine what diseases are the principal causes of loss of life in any community, to tell from month to month or from year to year whether they are increasing or diminishing, to determine whether the methods employed by local health authorities are resulting in a reduction in disease or not, to compare the death rate from any disease in one community with that in another and so determine which localities or states are the most free from tuberculosis, malaria, hookworm, typhoid fever, or any of the other great epidemic diseases that prey on the human race. Without accurate vital statistics, the claims made by different cities, localities, and states as to relative healthfulness are entirely unreliable and untrustworthy. In order to make any fair comparison as to the relative healthfulness of two cities or states, it is necessary to keep accurate records over a considerable space of time in order to eliminate accidental variations and to keep these records and compile these statistics from the different cities or states in accordance with the same plan. Through lack of adequate and uniform vital statistic laws in the past, it has been impossible to make anything except vague, general statements regarding the relative healthfulness or unhealthfulness of different parts of the country. To attempt to carry on modern health work, either on the part of the city or the state, without a vital statistics bureau as part of its organization, is as hopeless as it would be to attempt to carry on a modern business establishment without a bookkeeper's department.

Registration of vital statistics is necessary for each city and state as well as for the nation. Under the constitution, the Federal Government cannot collect and record births and deaths except once in ten years in connection with the decennial census. The National Government has no power to enact laws requir-

¹ Additional copies of this pamphlet can be obtained from the Bureau of Health and Public Instruction, American Medical Association, 535 North Dearborn St., Chicago.

ing states to establish and finance vital statistics bureaus and the experience of over one hundred years has shown that vital statistics collected once in ten years are of little value. This work belongs to the states and all that the National Government can do is to urge each state to adopt suitable laws. The Federal Bureau of the Census, therefore, has for many years past sought to encourage and stimulate states to enact uniform laws on this subject in order that there might develop in each state a registration bureau which would supply the needed statistics for each town and county in the state and for the state itself and which would also, whenever called upon, be prepared to furnish the Federal Bureau of the Census with the needed information regarding births and deaths in that state. The only satisfactory solution of the problem is the passage, by each of the forty-eight states, of a law based on the same principles and providing for the same methods of collecting, registering, and tabulating these important records of births and deaths.

Congress in 1903 passed a joint resolution a part of which is as follows:

"Whereas, The American Public Health Association and the United States Bureau of the Census 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 non-registration 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.

"Approved February 11, 1903."

Prior to 1907, vital statistics legislation in this country was largely accidental. About that time a model bill, patterned after the Pennsylvania law which had proved most effective, was drafted. This bill has since been revised and improved several times and is now recognized by all authorities as the best bill on this subject which has ever been prepared. It has been endorsed by the Census Department of the U. S. Government, the American Medical Association, the American Public Health Association, the American Statistical Association, the Committee on Uniform Laws of the American Bar Association, American Child Hygiene Association, the American Federation of Labor, the National Conservation Congress, and many other local, state and national associations, and public-health bodies interested in this subject. It has been adopted either by legislative enactment or by incorporation in the regulations of the state board of health by forty-five of the forty-eight states.

In order to stimulate interest in birth and death registration and also to distinguish between those states having satisfactory registration laws and those whose laws are not effective, the U. S. Bureau of the Census has established what are known as the Registration Areas for Births and Deaths. These areas consist of those states that have adopted a standard vital statistics law and in which successive tests show that at least ninety percent of all births and deaths occurring in the state are reported and registered. As will be seen by comparison of the charts in the front of this pamphlet, the Registration Area for Deaths has developed almost entirely in the last twenty years, the growth during this period being greater than that in the preceding half century.

The task of securing adequate uniform birth and death registration for the entire country is now nearly completed. It is only necessary for Nevada, South Dakota, and Texas to adopt the model law and for Alabama, Arkansas, Colorado, Georgia, Louisiana, Missouri, New Mexico, Oklahoma, South Carolina, and Tennessee to amend their laws so as to conform fully to the standards and methods of the U. S. Census Bureau. This will give us what we have never yet possessed since this nation was organized, namely, uniform registration of births and deaths throughout the entire country and will make it possible for the first time to determine positively and not as a matter of guesswork, what are the annual birth and death rates for this country, what are the principal causes of death, and what are the relative death rates for different sections.

It is, therefore, especially urged that all citizens in the states which have not as yet provided proper registration for births and deaths should demand of their legislature the enactment of such laws as will place their state in harmony with the rest of the country on this subject. This is a work in which every individual and organization interested in the welfare of their own city or state can take part.

Every effort should be made to secure the cooperation of civic federations, women's clubs, public health leagues, labor organizations, local boards of trade, business men's associations and other similar bodies.

Public interest in this question should not be allowed to subside until adequate laws have been passed in every state requiring the proper registration of births and deaths, and full compliance with the law by physicians, health officials, and all other persons concerned is secured.

COMMERCIAL VALUE OF BIRTH CERTIFICATES

The New York Health Department gives from actual experience the following commercial uses of birth certificates in the City of New York:

1. In Surrogates' Courts as proof of age and legitimacy of heirs. This is probably one of the most important legal uses of a birth certificate. Very recently in a case in this city in which many millions of dollars were involved, the birth certificate of the only heir was the most important evidence in defending an action to break the will on the ground that the heir was not born to the wife of the deceased, but was a foundling which she had foisted upon him for the purpose of securing control of his entire estate at his death.

2 In Criminal Courts:

(a) To determine whether a minor defendant shall be tried in the Children's Court or in General Sessions.

(b) As proof of age of the complainant in case of rape.

(c) As proof of birth in bastardy proceedings.

An interesting example in this connection of the value of a birth certificate to a person other than a child or its parent recently came to our notice. A young foreigner was arrested on a charge of bastardy and as he was unable to supply bail he was confined to jail until his case was called. The attorney who was assigned by the court to defend him, applied to the Department of Health for a transcript of the record of birth of the child in question and was pleasantly surprised to find that the certificate showed the child to have been born in lawful wedlock to the husband of the complainant. It is needless to add that the complaint was dismissed.

3 In Civil Courts:

(a) As proof of age in order to determine the validity of a contract entered into by an alleged minor.

(b) To determine the liability of a parent for the debts of a minor.

(c) In accident cases to determine the age of persons injured when the casualty company carrying the risk sets up the defense that the injured was under the age of persons permitted in their contract with the defendant to operate machinery.

4. Miscellaneous Uses:

(a) To settle disputes as to age arising out of insurance claims.

(b) As evidence upon which to correct a record of marriage or of death, particularly as to age.

(c) As evidence of legal age in order to obtain a marriage license.

(d) As evidence of age in order to enlist in the army or navy.

(e) As evidence of under age in order to obtain the discharge from the army or navy of boys who have enlisted without their parents' consent.

(f) As evidence of school age to gain admission to school.

(g) As evidence that a child is over 16 years of age and, therefore, does not require a permit to work.

(h) As evidence of the required age in order to obtain employment certificates between the ages of 14 and 16.

(i) As evidence of age and citizenship in order to obtain entrance to civil service examinations.

(j) As proof of citizenship in order to vote.

(k) As proof of citizenship in order to obtain a passport. This last need of a birth certificate has been forcibly brought home to us during the late European war by accounts brought to us of hardships and dangers suffered by many Americans because of the failure of medical attendants to record their births. Indeed, several Americans arrested as spies were saved from imprisonment and possibly death only by proving their American citizenship by means of birth certificates obtained from this department. Had the physicians who attended at their birth been neglectful of the important duty of reporting the birth, there is little doubt that the lives of these Americans would have been forfeited because of such negligence.

(l) The Widows' and Orphans' Pension Law, which has just been enacted, has created a new demand for certificates of birth.

(m) No child should be denied a record of his parenthood; proof of his nationality; benefits to be derived from Workmen's Compensation Acts; a certificate establishing the right to practice certain professions and to hold certain office positions. A birth certificate, properly filed, offers proof and secures protection of all these rights.

GENERAL FEDERATION OF WOMEN'S CLUBS DEMANDS REGISTRATION OF BIRTHS AND DEATHS

At a meeting of the General Federation of Women's Clubs held at San Francisco, the following resolutions were unanimously adopted:

"WHEREAS, Accurate registration of births and deaths is the essential basis for intelligent efforts to conserve infant life, to secure the education of all children and to protect their working life and legal rights; therefore be it

Resolved, That the General Federation of Women's Clubs requests the Children's Bureau to prepare in brief form for popular distribution such material as may be available concerning the present degree of registration of births and deaths in this country and the best methods of securing complete returns."

AMERICAN FEDERATION OF LABOR ENDORSES VITAL STATISTICS LEGISLATION

In his annual report for 1910, Samuel Gompers, late president of the American Federation of Labor, emphasized the importance of vital statistics registration as a means of regulating and enforcing child labor laws and shows the importance of such laws to labor organizations. Mr. Gompers said:

"Under present conditions of employment there is constant temptation to misstate the age of the child seeking work. Valid evidence of the date of birth is often lacking. Many of the states have wisely set limits to the age at which children may work in gainful employment. Without a birth certificate, the age of a child is always in doubt. In such case, neither the employer nor the factory inspector can feel safe in permitting the child's employment. In a recent paper, an authority said:

"Of 28,000 children, native-born and foreign-born alike, who get working papers each year in New York City between the ages of 14 and 16 years, three-quarters have birth certificates. The remaining quarter, who fail to get birth certificates, are native American children and those who come from certain parts of Russia or from the earthquake district of Italy. What earthquake and revolution do in Europe, official slovenliness accomplishes throughout the greater part of this Nation, in depriving the children and citizens of the most fundamental of all vital and industrial statistics, the record of births."

"It is thus seen that the registration of births lies at the basis of vital statistics, the necessary foundation of modern health organization, and hence is indispensable for the safety of the lives of children as well as the older members of the communities in cases of preventable diseases, but, what is especially to the point with the wage workers of any community, is most important in order that the legislation for the prevention of child labor shall be carried out thoroughly. Evidence should be furnished by certificate made out at the time of birth by the attending physician, filed with the local registrar of vital statistics, and preserved at the office of the state registrar at the capital of the state, according to the requirements of the model law for the registration of vital statistics which has been recommended by a number of the foremost health and medical associations of the union, as well as by the Bureau of the Census, and has already been carried out in practice in several states.

"If laws providing for a free and happy childhood and the prevention of the ills which follow from the employment of children under legal age are to be enforced, there should be the means of obtaining evidence of age beyond doubt.

"Members of organized labor should take a personal interest in this matter from its importance to their families. Through their unions, questions such as these might be asked of the public authorities:

"Is there a law for the registration of births and deaths in state and city? Is it thoroughly enforced? Are the births of children registered and if not, why not?"

"Information on this subject may be obtained from the Division of Vital Statistics, Bureau of the Census, Department of Commerce, Washington, D. C. The officers of our Federation will certainly aid in securing this information."

This official statement on the part of Mr. Gompers should be brought to the attention of labor leaders in all states in which vital statistics legislation has not already been enacted, and their active support secured for the model bill.

VITAL STATISTICS

WHY AND HOW THEY SHOULD BE REGISTERED

The present condition of the registration of vital statistics in several states is a disgrace. Unlike practically all other civilized countries, we have no general and thorough system for recording the chief events of human life, and especially the births of our children and the deaths of our people. The Director of the Census says in a recent publication:

"There is almost nothing more important in the entire field of statistics than vital statistics, because of their direct bearing on the health and consequent welfare of the people. It is certainly both strange and shameful that the United States should be so far behind the other leading countries of the world in the registration of deaths, and even more so in the registration of births."

The registration of vital statistics in the United States is dependent on the enactment of adequate state laws and the thorough enforcement thereof by the authorities charged with that duty. In the absence of satisfactory state laws, registration may be conducted under municipal ordinances, and the registration area for deaths of the United States consists of those states and cities in non-registration states in which the laws are believed to secure the registration of at least 90 percent of all deaths that occur. The percentage is higher in many states and cities, this being only the minimum required for admission. The registration states for deaths are shown on the charts in the front of this pamphlet.

The total population of these states, together with that of the independent registration cities, amounted to only about 83 percent of the entire population of the United States in 1925. This is a marked increase over the percentage in 1900 (40.5), due largely to the persistent efforts of the Bureau of the Census in cooperation with the American Medical Association, the American Public Health Association, and with state sanitary authorities, but the hardest part of the work is still before us and we cannot call it a complete success *until every birth and death in the United States shall be promptly recorded.*

The registration of births is much less complete in the United States than the registration of deaths, even in states and cities that have possessed laws for this purpose for many years.

The registration area for births was established in 1915 on the same basis as that for deaths (90 percent of efficiency) and included, besides the District of Columbia, ten states—namely, Connecticut, Maine, Massachusetts, Michigan, Minnesota, New Hampshire, New York, Pennsylvania, Rhode Island, and Vermont. This area embraced 31 percent of the population. In 1925 the birth-registration area, numbering approximately 90,224,985, represented only 76.4 percent of the total population of the country. *This markedly low percentage is due largely to the negligence of physicians and the failure to enforce birth registration laws in several states.*

WHY BIRTHS AND DEATHS SHOULD BE REGISTERED

The chief purpose of the registration of vital statistics may be summarized as affording (1) legal records for the protection of the rights of individuals and especially of the more helpless classes—infants and women—and for court purposes; (2) sanitary records of the prevalence of disease absolutely necessary for the effective work of all public health services—city, state and national, (3) knowledge of the character and movement of population, essential for enlightened legislation and study of the growth of the United States. Here is some evidence as to the practical uses of such data:

Dr. Cressy L. Wilbur, former chief statistician of the U. S. Bureau of the Census, later Director, Division of Vital Statistics, New York State Department of Health, and for many years in charge of the vital statistics of Michigan, in answer to the question, "Why should all deaths in the state be registered?" says:

"Human life is sacred.

"When a human being passes out from our life it is important that an immediate record be made of all of the essential details of the event.

"I say an *immediate* record, because it is well established by years of experience that an accurate record in all cases cannot or will not be made unless the law requires it to be made at once.

"Such a record should include the facts relating to the exact time and place of death, the full name, age, sex, color, civil condition, occupation, place of birth, and other details relating to the individual, and also, a most important require-

ment, a statement by the attending physician, or by the health officer or coroner, of the cause of death.

"These facts may be of the greatest legal importance. Certificates of death or certified copies thereof are in constant requisition in courts and elsewhere for the establishment of necessary facts.

"Pensions or life insurance may depend on proper evidence of the fact and cause of death. The widows and orphans of deceased soldiers must obtain such proofs. Titles and the rights to inheritances may be jeopardized by the failure of records. The individual citizen of the state, no matter how humble his position in life or how insignificant his influence in the affairs of the community, is entitled to have an accurate record made of the important, the *vital* events of his life. If the state has undertaken to do this, then the citizen has a right to expect that the state will perform its duty with precision and thoroughness."

The practical sanitarian is utterly at sea without reliable vital statistics on which to base his work. Even a partial system of registration, if well administered and constituted, as far as it goes, according to the essential principles found necessary for accurate registration, is invaluable. If a state is not able to secure complete registration of both births and deaths by the adoption of the complete Model Law, then a law for the registration of deaths alone (as an example, see the Michigan act of 1897), is better than no law. If it is impracticable to require immediate registration of all deaths in a state, with compulsory burial permits, then the enactment of a general state law making burial permits compulsory in municipalities of a certain size is a step in the right direction. This method has been adopted in North Carolina, first for municipalities of 1,000 population and over, then extended to municipalities of 500 population and over, and undoubtedly in the future to the entire state.

Dr. W. S. Rankin, former secretary of the State Board of Health and State Registrar of Vital Statistics, said of this law:

"One can hardly have any adequate conception of the value of vital statistics who has not had personal experience in their application. *I have found vital statistics worth more than all other considerations combined in moving thoughtful, practical men to intelligent and effective interest in the importance of the public health of their localities.* * * * I could continue to cite examples of the force of vital statistics when applied to the practical brains of a community. There are many people who will become enthused over generalities, but the practical, cool heads that we usually find dictating municipal policies are men who want facts, and the only way to reach this necessary influence in bringing about sanitary reforms is through vital statistics. *Vital statistics are the right arm of the health officer, and, in my opinion, the greatest defect in our southern states in promoting sanitary progress is the absence of vital statistics.*"

COMMERCIAL VALUE OF VITAL STATISTICS

The dollars and cents value of accurate knowledge of the death rate is yearly receiving greater recognition. The development of the South was greatly retarded by the absence of reliable mortality statistics based on the thorough registration of deaths. North Carolina was the first state of the "Old South" to register deaths under a state law of modern type applicable to municipalities. Virginia, Mississippi, Tennessee, Arkansas, Georgia, South Carolina, Florida, Alabama, West Virginia, and Louisiana have recently passed the Model Law, and efforts to this end are being made in other states. It does no good to advertise worthless and foolish "statistics," with no sound basis of reliable registration behind them. Such statements as "——, the state where the average length of life is more than in any other state of the Union," or "——, the healthiest state in the Union, the annual death rate being only one in 1,847," are calculated only to disgust intelligent inquirers into the healthfulness of a locality and lead them to believe that where so much is obviously false all must be untrue. Such a "rate," stated in the customary manner, would be only about one-half of 1 per 1,000, and the state in question has not now, and never had, any vital statistics of any value whatever as a basis for rates.

Honest data, fairly presented, will remove the imputation of unhealthfulness from many localities now tainted by the apprehension of insanitary conditions in the minds of possible incomers. *Moreover, intelligent immigration will not go where the conditions of civilization are so slack that no regard is paid to human life, even so much as to record its beginnings and endings.* A registration system is the sign of commercial progress and opportunity and is indispensable to the removal of

insanitary conditions. Better values for real estate, both farms and city homes, lower rates and the removal of discriminations in the issue of policies of life insurance in certain localities, the upbuilding of communities and the coming of greater commercial prosperity are some of the practical uses for which reliable vital statistics are needed today in many parts of the United States and most of all in the South.

PREVENTION OF INFANT MORTALITY

The great movement for the prevention of infant mortality is based on knowledge derived from the registration of vital statistics. There were 177,445 deaths of infants under 2 years of age in the registration area of the United States during the year 1915, a very large proportion of which was due to preventable causes. No one knows how many infants died in the United States as a whole, nor even what the rate of infant mortality was in the registration area. It is necessary to have effective registration of both births and deaths to afford a correct rate of infant mortality. The work of lifesaving of infants and children is seriously hampered by the lack of vital statistics, and it is the first duty of all sanitary authorities and others engaged in the protection of infant life to secure the complete registration of births and deaths.

HOW BIRTHS AND DEATHS SHOULD BE REGISTERED

It ought not to require much consideration for an enlightened community to reach thorough conviction as to the great importance of complete and correct registration of vital statistics. The practical question is as to what form of law shall be enacted and what are the essential requirements for the successful operation of such a law. Much time and money have been wasted in the past—and are being wasted today—by attempting to secure results from laws that any person fairly familiar with the history of registration methods in this country would know at once to be utterly incapable of ever obtaining complete records. Some of the worthless methods that have been employed may be mentioned as a guide to what should be shunned in the enactment of future legislation:

1. *Enumeration a Failure for Births and Deaths.*—It has been supposed that births and deaths could be enumerated, after the close of the year, by assessors or census enumerators. Experience of many years, in many states and by the United States Census Bureau, has absolutely demonstrated that this method is worthless for collecting vital statistics. *Immediate registration is the only known method for securing complete returns.* Death should be registered before interment and births within a short time, not over ten days, after birth.

2. *The "County System" Worthless.*—The county system of attempting to collect vital statistics, in its various guises, is responsible for more worthless "statistics" and more wasted energy than any other obstacle to efficient registration. It is not only incapable of obtaining good results in itself but it is an active obstacle to the introduction of an efficient system of registration. Yet it almost invariably crops up in the efforts made to secure better laws, and it seems so plausible and easy for county health officers, county clerks, or other county officials to be made county registrars and thus "collect vital statistics," that this may be considered the favorite method for amateur legislation on this subject. County officials have been charged with the compilation of vital statistics! *Local registrars—a sufficient number, reasonably compensated—are absolutely necessary for an effective law.* County officials cannot successfully perform the service of local registrars, nor is any system of transmitting returns through them highly effective.

3. *No Death Registration Without Burial Permits.*—The burial or removal permit is the absolutely necessary check on effective registration of deaths. The responsibility for filing the certificate of death must be fixed and a penalty imposed for interment or removal without evidence of registration, as afforded by the *burial or removal permit issued by the local registrar.*

4. *Voluntary Registration of No Value.*—A law without a penalty to be enforced in case of its violation is worthless, and many good laws have become useless in practice because of the neglect of the authorities to enforce such penalties. *Reasonable penalties should be provided and it should be made the duty of the state and local registrars, under penalty, to enforce them.* The registration of births and deaths is a duty to the state and to the citizens thereof, and it should not be made the sport of politics or favoritism. A registrar, by condoning plain cases of violation of the law, can soon make the registration of births or deaths a farce.

THE MODEL LAW

It was not easy to frame a general bill for the registration of births and deaths that would be adapted to the conditions in every state. Much progress has been made in this direction, however, and what is known as the "Model Law" has done more to bring about uniform and effective registration of vital statistics than any measure heretofore proposed.

Copies of the draft bill for the Model Law, and also of this leaflet, may be obtained from the Bureau of Legal Medicine and Medical Legislation, Dr. Wm. C. Woodward, Secretary, 535 N. Dearborn St., Chicago, or by addressing the Director, Bureau of the Census, Washington, D. C. The American Medical Association will also send, on request, literature on the subject and copies of the United States Standard Birth and Death Certificates, prepared by the organized registration officials of the country (Section on Vital Statistics of the American Public Health Association) as approved by the Bureau of the Census and incorporated in the Model Law.

The Model Law is a success in practical operation wherever its provisions have been faithfully carried out, without skimping in the number and proper compensation (only 25 cents for each birth and death) of local registrars, competent and thorough administration by the central office, and enforcement of the penalty of the law in case of violation. No registration or other law will run itself, and a weak sanitary administration will make a failure of any law. Before introducing a bill for this purpose it should be examined critically by the attorney general or by an attorney thoroughly familiar with the constitutional requirements of the state, so that it may be brought into accordance with the special requirements of the organic law. Some of the best types of the Model Law in actual operation should also be examined, and requests for copies of the law and full information in regard to its installment and practical operation will receive prompt attention if addressed to the State Registrars of Vital Statistics of Pennsylvania, Ohio, Missouri, Kentucky, and Virginia. All of these states had no vital statistics, or worthless vital statistics, for many years. In all of them the Model Law went into operation without difficulty and has given excellent results.

PRINCIPAL POINTS OF DIFFERENCE BETWEEN "MODEL LAW" AND CERTAIN
STATE LAWS BASED ON THE MODEL LAW

Fees for filing, to persons other than local registrars.—Delaware, physicians and midwives, 10c; Kentucky, physicians and midwives, 25c; Maryland, county registrar, 25c, unless salary more than \$800, then 10c; Montana, physicians and midwives, father or mother, householder, manager or superintendent of institution, or other informant, fee of 15c; New York, physicians and midwives, 25c; Washington, register of deeds gets 10c for each certificate filed.

Fee to local registrar more or less than 25c.—Arizona, Georgia, and North Carolina, each 50c; Illinois, 10c after 5,000 certificates; Maryland, 10c additional for copy to county registrar and only half rate for delayed and defective certificates; Utah \$3 per day.

States with rules and regulations having effect of law.—Arkansas, Montana, Michigan.

State which requires physicians and midwives to keep records.—Colorado.

Time allowed for birth reports.—California and Maryland, each four days; Michigan and New Jersey, each five days, but in Michigan given name of child may be changed within five years; in New York certified copies of birth certificates may be filed in state office within 10 years and deaths within one year on payment of fee of \$5, and person responsible for reporting birth at time of occurrence is fined the \$5, if living, to pay for the certified copy.

Time allowed before interment of dead bodies.—California and Colorado, each 5 days; Minnesota, 4 days.

Retail casket dealers must register in Iowa. Mississippi requires householder or nearest relative to report death when no undertaker is employed. Louisiana requires plantation owners, managers, overseers, to report all births and deaths on plantations.

Nebraska only state which imprisons, in addition to fine, for failure to report.

Kansas will not pay local registrar for birth certificates until supplemental reports of given name received.

Illinois has a special stillbirth certificate; also omits names of parents from all certificates for illegitimates.

Chiropractors or osteopaths are permitted to sign birth certificates and death certificates in the following states: California, Illinois, Idaho, Iowa, Kansas, Montana, Nebraska, New Hampshire, Nevada, North Dakota, Oregon (midwives also permitted to sign stillbirth certificates), Washington.

Alabama requires ministers or persons officiating at funerals to inquire whether or not burial or removal permit obtained and, if not, minister to advise undertaker or person acting concerning the law.

The following states require prophylactic treatment for the prevention of ophthalmia neonatorum: Alabama, Arizona, Arkansas, Delaware (certificate), Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Mississippi, New Mexico (certificate), New Jersey (certificate), New York, North Dakota, Vermont, Virginia, Wisconsin.

[NOTE—Before introducing this Bill in any Legislature, it should be carefully redrafted by a competent lawyer and submitted to the Bureau of the Census for criticism.]

A BILL TO PROVIDE FOR THE REGISTRATION OF ALL BIRTHS AND DEATHS IN THE STATE OF -----

NOTE.—After the bill has been prepared for presentation to the Legislature of a State, the title should be carefully revised by competent legal authority.

Be it enacted by the Legislature of the State of—

SECTION 1. That the State Board (or Department) of Health shall have charge of the registration of births and deaths; shall prepare the necessary instructions, forms, and blanks for obtaining and preserving such records and shall procure the faithful registration of the same in each primary registration district as constituted in Section 3 of this Act, and in the central bureau of vital statistics at the capital of the state. The said board shall be charged with the uniform and thorough enforcement of the law throughout the state, and shall from time to time recommend any additional legislation¹ as may be necessary for this purpose.

SEC. 2. That the secretary of the State Board (or Department) of Health shall have general supervision over the central bureau of vital statistics, which is hereby authorized to be established by said board, and which shall be under the immediate direction of the state registrar of vital statistics, whom the State Board (or Department) of Health shall appoint within thirty days after the taking effect of this law, and who shall be a medical practitioner of not less than five years' practice in his profession, and a competent vital statistician. The state registrar of vital statistics shall hold office for four years and until his successor has been appointed and has qualified, unless such office shall sooner become vacant by death, disqualification, operation of law, or other causes. Any vacancy occurring in such office shall be filled for the unexpired term by the State Board (or Department) of Health. At least ten days before the expiration of the term of office of the state registrar of vital statistics, his successor shall be appointed by the State Board (or Department) of Health. The state registrar of vital statistics shall receive an annual salary at the rate of ----- dollars from the date of his entering upon the discharge of the duties of his office. The State Board (or Department) of Health shall provide for such clerical and other assistants as may be necessary for the purpose of this Act, who shall serve during the pleasure of the board, and shall fix the compensation of persons thus employed within the amount appropriated therefor by the legislature. The custodian of the capitol shall provide for the bureau of vital statistics in the state capitol at ----- suitable offices, which shall be properly equipped with fireproof vault and filing cases for the permanent and safe preservation of all official records made and returned under this Act.

SEC 3. That for the purposes of this Act the state shall be divided into registration districts as follows: Each city, each incorporated town, and each township² shall constitute a primary registration district; provided, that the State Board (or Department) of Health may combine two or more primary registration districts when necessary to facilitate registration.

¹ The words "and shall promulgate any additional rules or regulations" may be inserted in bills prepared for states in which the State Board of Health has power to make rules and regulations having the effect of law

² Or other primary political unit, as "town," "precinct," "civil district," "hundred," etc. When there are no such units available the following substitutes for Section 3 may be employed Section 3 That for the purposes of this Act the state shall be divided into registration districts as follows Each city and each incorporated town shall constitute a primary registration district, and for that portion of each county outside of the cities and incorporated towns therein the State Board of Health shall define and designate the boundaries of a sufficient number of rural registration districts, which districts it may change or combine from time to time as may be necessary to insure the convenience and completeness of registration.

SEC. 4. That within ninety days after the taking effect of this Act, or as soon thereafter as possible, the State Board (or Department) of Health shall appoint a local registrar of vital statistics for each registration district in the state.⁴ *The term of office of each local registrar so appointed shall be four years, and until his successor has been appointed and has qualified, unless such office shall sooner become vacant by death, disqualification, operation of law, or other causes; provided, that in cities where health officers or other officials are, in the judgment of the State Board (or Department) of Health, conducting effective registration of births and deaths under local ordinances at the time of the taking effect of this Act, such officials may be appointed as registrars in and for such cities, and shall be subject to the rules and regulations of the state registrar, and to all of the provisions of this Act. Any vacancy occurring in the office of local registrar of vital statistics shall be filled for the unexpired term by the State Board (or Department) of Health. At least ten days before the expiration of the term of office, of any such local registrar, his successor shall be appointed by the State Board (or Department) of Health.*

Any local registrar who, in the judgment of the State Board (or Department) of Health, fails or neglects to discharge efficiently the duties of his office as set forth in this Act, or to make prompt and complete returns of births and deaths as required thereby, shall be forthwith removed by the State Board (or Department) of Health, and such other penalties may be imposed as are provided under Section 22 of this Act.

Each local registrar shall, immediately upon his acceptance of appointment as such, appoint a deputy, whose duty it shall be to act in his stead in case of his absence or disability; and such deputy shall in writing accept such appointment, and be subject to all rules and regulations governing local registrars. And when it appears necessary for the convenience of the people in any rural district, the local registrar is hereby authorized, with the approval of the state registrar to appoint one or more suitable persons to act as subregistrars, who shall be authorized to receive certificates and to issue burial or removal permits in and for such portions of the district as may be designated; and each subregistrar shall note, on each certificate, over his signature, the date of filing, and shall forward all certificates to the local registrar of the district within ten days, and in all cases before the third day of the following month; provided, that such subregistrar shall be subject to the supervision and control of the state registrar, and may be by him removed for neglect or failure to perform his duty in accordance with the provisions of this Act or the rules and regulations of the state registrar, and shall be subject to the same penalties for neglect of duty as the local registrar.

SEC. 5. That the body of any person whose death occurs in this state, or which shall be found dead therein, shall not be interred, deposited in a vault or tomb, cremated or otherwise disposed of, or removed from or into any registration district, or be temporarily held pending further disposition more than 72 hours after death, unless a permit for burial, removal, or other disposition thereof shall have been properly issued by the local registrar of the registration district in which the death occurred or the body was found,⁴ and no such burial or removal permit shall be issued by any registrar until, wherever practicable, a complete and satisfactory certificate of death has been filed with him as hereinafter provided; provided that when a dead body is transported from outside the state into a registration district in _____ for burial, the transit or removal permit, issued in accordance with the law and health regulations of the place where the death occurred, shall be accepted by the local registrar of the district into which the body has been transported for burial or other disposition, as a basis upon which he may issue a local burial permit; he shall note upon the face of the burial permit the fact that it was a body shipped in for interment, and give the actual place of death; and no local registrar shall receive any fee for the issuance of burial or removal permits under this Act other than the compensation provided in Section 20.

SEC. 6. That a stillborn child shall be registered as a birth and also as a death, and separate certificates of both the birth and the death shall be filed with the local registrar, in the usual form and manner, the certificate of birth to contain in place of the name of the child, the word "stillbirth"; provided, that a

⁴ This method of appointment of local registrars by the State Board of Health—or perhaps by the state registrar or upon his nomination—with a reasonably long term of service and subject to removal for neglect of duty, is the preferable one for efficient service. Should there be objection, however, to the creation of new offices, the section may be rerafted so that it will provide that township, village, or city clerks, or other suitable officials, shall be the local registrars.

⁴ A special proviso may be required for sparsely settled portions of a state.

certificate of birth and a certificate of death shall not be required for a child that has not advanced to the fifth month of uterogestation. The medical certificate of the cause of death shall be signed by *the attending physician*, if any, and shall state the cause of death as "stillborn," with the cause of the stillbirth, if known, whether a premature birth, and, if born prematurely, the period of uterogestation, in months if known; and a burial or removal permit of the prescribed form shall be required. Midwives shall not sign certificates of death for stillborn children; but such cases, and stillbirths occurring without attendance of either physician or midwife, shall be treated as deaths without medical attendance, as provided for in Section 8 of this Act.

SEC. 7. That the certificate of death shall contain the following items, which are hereby declared necessary for the legal, social, and sanitary purposes subserved by registration records:⁵

(1) Place of death, including state, county, township, village, or city. If in a city, the ward, street, and house number; if in a hospital or other institution, the name of the same to be given instead of the street and house number. If in an industrial camp, the name of the camp to be given.

(2) Full name of decedent. If an unnamed child, the surname preceded by "Unnamed."

(3) Sex

(4) Color or race—as white, black, mulatto (or other negro descent), Indian, Chinese, Japanese, or other.

(5) Conjugal condition—as single, married, widowed, or divorced.

(6) Date of birth, including the year, month, and day.

(7) Age, in years, months, and days. If less than one day, the hours or minutes.

(8) Occupation. The occupation to be reported of any person, male or female, who had any remunerative employment, with the statement of (a) trade, profession, or particular kind of work; (b) general nature of industry, business, or establishment in which employed or employer).

(9) Birthplace; at least state or foreign country, if known.

(10) Name of father

(11) Birthplace of father, at least state or foreign country, if known.

(12) Maiden name of mother.

(13) Birthplace of mother, at least state or foreign country, if known.

(14) Signature and address of informant.

(15) Official signature of registrar, with the date when certificate was filed, and registered number.

(16) Date of death, year, month, and day.

(17) Certification as to medical attendance on decedent, fact and time of death, time last seen alive, and the cause of death, with contributory (secondary) cause of complication, if any, and duration of each, and whether attributed to dangerous or insanitary conditions of employment; signature and address of physician or official making the medical certificate

(18) Length of residence (for inmates of hospitals and other institutions; transients or recent residents) at place of death and in the state, together with the place where disease was contracted, if not at place of death, and former or usual residence

(19) Place of burial or removal; date of burial.

(20) Signature and address of undertaker or person acting as such.

The personal and statistical particulars (Items 1 to 13) shall be authenticated by the signature of the informant, who may be any competent person acquainted with the facts

The statement of facts relating to the disposition of the body shall be signed by the undertaker or person acting as such.

The medical certificate shall be made and signed by the physician, if any, last in attendance on the deceased, who shall specify the time in attendance, the time he last saw the deceased alive and the hour of the day at which death occurred. And he shall further state the cause of death, so as to show the course of disease or sequence of causes resulting in the death, giving first the name of the disease causing death (primary cause), and the contributory (secondary) cause, if any, and the duration of each. Indefinite and unsatisfactory terms, denoting only symptoms of disease or conditions resulting from disease, will not be held sufficient for the issuance of a burial or removal permit; and any certificate containing only such terms, as defined by the state registrar, shall be returned to the physician or person making the medical certificate for correction and more definite state-

⁵ The following items are those of the United States standard certificate of death, approved by the Bureau of the Census.

ment. Causes of death which may be the result of either disease or violence shall be carefully defined; and if from violence, the means of injury shall be stated, and whether (probably) accidental, suicidal, or homicidal.⁶ And for deaths in hospitals, institutions, or of nonresidents, the physician shall supply the information required under this head (Item 18), if he is able to do so, and may state where, in his opinion, the disease was contracted.

SEC. 8. That in case of any death occurring without medical attendance, it shall be the duty of the undertaker to notify the local registrar of such death, and when so notified the registrar shall, prior to the issuance of the permit, inform the local health officer and refer the case to him for immediate investigation and certification; provided, that when the local health officer is not a physician, or when there is no such official, and in such cases only, the registrar is authorized to make the certificate and return from the statement of relatives or other persons having adequate knowledge of the facts; provided, further, that if the registrar has reason to believe that the death may have been due to unlawful act or neglect, he shall then refer the case to the coroner or other proper officer for his investigation and certification. And the coroner or other proper officer whose duty it is to hold an inquest on the body of any deceased person, and to make the certificate of death required for a burial permit, shall state in his certificate the name of the disease causing death, or if from external causes, (1) the means of death; and (2) whether (probably) accidental, suicidal, or homicidal; and shall, in any case, furnish such information as may be required by the state registrar in order properly to classify the death.

SEC. 9. That the undertaker, or person acting as undertaker, shall file the certificate of death with the local registrar of the district in which the death occurred and obtain a burial or removal permit prior to any disposition of the body. He shall obtain the required personal and statistical particulars from the person best qualified to supply them, over the signature and address of his informant. He shall then present the certificate to the attending physician, if any, or to the health officer or coroner, as directed by the local registrar, for the medical certificate of the cause of death and other particulars necessary to complete the record, as specified in Sections 7 and 8. And he shall then state the facts required relative to the date and place of burial or removal, over his signature and with his address, and present the completed certificate to the local registrar in order to obtain a permit for burial, removal, or other disposition of the body. The undertaker shall deliver the burial permit to the person in charge of the place of burial, before interring or otherwise disposing of the body; or shall attach the removal permit to the box containing the corpse, when shipped by any transportation company; said permit to accompany the corpse to its destination, where, if within the state of _____, it shall be delivered to the person in charge of the place of burial.

[Every person, firm, or corporation selling a casket, shall keep a record showing the name of the purchaser, purchaser's post-office address, name of deceased, date of death, and place of death of deceased, which record shall be open to inspection of the state registrar at all times. On the first day of each month the person, firm, or corporation, selling caskets shall report to the state registrar each sale for the preceding month, on a blank provided for that purpose provided, however, that no person, firm, or corporation selling caskets to dealers or undertakers only shall be required to keep such record, nor shall such report be required from undertakers when they have direct charge of the disposition of a dead body.

Every person, firm, or corporation selling a casket at retail, and not having charge of the disposition of the body, shall inclose within the casket a notice furnished by the state registrar calling attention to the requirements of the law, a blank certificate of death, and the rules and regulations of the State Board (or Department) of Health concerning the burial or other disposition of a dead body.]⁷

SEC. 10. That if the interment, or other disposition of the body is to be made within the state, the wording of the burial or removal permit may be limited to a statement by the registrar, and over his signature, that a satisfactory certificate of death having been filed with him, as required by law, permission is granted to inter, remove, or dispose otherwise of the body, stating the name, age, sex, cause of death, and other necessary details upon the form prescribed by the state registrar.

⁶ In some states the question whether a death was accidental, suicidal, or homicidal, must be determined by the coroner or medical examiner, and the registration law must be framed to harmonize

⁷ The provisions in brackets may be useful in states in which many funerals are concluded without regular undertakers.

SEC. 11. That no person in charge of any premises on which interments are made shall inter or permit the interment or other disposition of any body unless it is accompanied by a burial, removal, or transit permit, as herein provided. And such person shall indorse upon the permit the date of interment, over his signature, and shall return all permits so indorsed to the local registrar of his district within ten days from the date of interment, or within the time fixed by the local board of health. He shall keep a record of all bodies interred or otherwise disposed of on the premises under his charge, in each case stating the name of each deceased person, place of death, date of burial or disposal, and name and address of the undertaker; which record shall at all times be open to official inspection, provided, that the undertaker or person acting as such, when burying a body in a cemetery or burial ground having no person in charge, shall sign the burial or removal permit, giving the date of burial, and shall write across the face of the permit the words "No person in charge," and file the burial or removal permit within ten days with the registrar of the district in which the cemetery is located.

SEC. 12. That the birth of each and every child born in this state shall be registered as hereinafter provided.

SEC. 13. That within ten days after the date of each birth, there shall be filed with the local registrar of the district in which the birth occurred a certificate of such birth, which certificate shall be upon the form adopted by the State Board (or Department) of Health with a view to procuring a full and accurate report with respect to each item of information enumerated in Section 14 of this Act.⁸

In each case where a physician, midwife, or person acting as midwife, was in attendance upon birth, it shall be the duty of such physician, midwife, or person acting as midwife, to file in accordance herewith the certificate herein contemplated.

In each case where there was no physician, midwife, or person acting as midwife, in attendance upon the birth, it shall be the duty of the father or mother of the child, the householder or owner of the premises where the birth occurred, or the manager or superintendent of the public or private institution where the birth occurred, each in the order named, within ten days after the date of such birth, to report to the local registrar the fact of such birth. In such case and in case the physician, midwife, or person acting as midwife, in attendance upon the birth is unable by diligent inquiry to obtain any item or items of information contemplated in Section 14 of this Act, it shall then be the duty of the local registrar to secure from the person so reporting, or from any other person having the required knowledge, such information as will enable him to prepare the certificate of birth herein contemplated, and it shall be the duty of the person reporting the birth or who may be interrogated in relation thereto to answer correctly and to the best of his knowledge all questions put to him by the local registrar which may be calculated to elicit any information needed to make a complete record of the birth as contemplated by said Section 14, and it shall be the duty of the informant as to any statement made in accordance herewith to verify such statement by his signature, when requested so to do by the local registrar.

SEC. 14. That the certificate of birth shall contain the following items, which are hereby declared necessary for the legal, social, and sanitary purposes subserved by registration records:⁹

(1) Place of birth, including state, county, township or town, village or city. If in a city, the ward, street and house number; if in a hospital or other institution, the name of the same to be given, instead of the street and house number.

(2) Full name of child. If the child dies without a name, before the certificate is filed, enter the words "Died unnamed." If the living child has not yet been named at the date of filing certificate of birth, the space for "full name of child" is to be left blank, to be filled out subsequently by a supplemental report, as hereinafter provided.

(3) Sex of child.

(4) Whether a twin, triplet, or other plural birth. A separate certificate shall be required for each child in case of plural births.

(5) For plural births, number of each child in order of birth.

(6) Whether legitimate or illegitimate.¹⁰

⁸ A proviso may be added that shall require the registration, or notification, at a shorter interval than ten days, of births that occur in cities.

⁹ The following items are those of the United States standard certificate of birth, approved by the Bureau of Census.

¹⁰ This question may be omitted if desired, or provision may be made so that the identity of parents will not be disclosed.

- (7) Date of birth, including the year, month, and day.
- (8) Full name of father.
- (9) Residence of father.
- (10) Color or race of father.
- (11) Age of father at last birthday, in years.
- (12) Birthplace of father; at least state or foreign country, if known.
- (13) Occupation of father. The occupation to be reported if engaged in any remunerative employment, with the statement of (a) trade, profession, or particular kind of work; (b) general nature of industry, business, or establishment in which employed (or employer).
- (14) Maiden name of mother.
- (15) Residence of mother.
- (16) Color or race of mother.
- (17) Age of mother at last birthday, in years.
- (18) Birthplace of mother; at least state or foreign country, if known.
- (19) Occupation of mother. The occupation to be reported if engaged in any remunerative employment, with the statement of (a) trade, profession, or particular kind of work; (b) general nature of industry, business, or establishment in which employed (or employer).
- (20) Number of children born to this mother, including present birth.
- (21) Number of children of this mother living.
- (22) The certification of attending physician or midwife as to attendance at birth, including statement of year, month, day (as given in Item 7), and hour of birth, and whether the child was born alive or stillborn. This certification shall be signed by the attending physician or midwife, with date of signature and address; if there is no physician or midwife in attendance, then by the father or mother of the child, householder, owner of the premises, or manager or superintendent of public or private institution where the birth occurred, or other competent person, whose duty it shall be to notify the local registrar of such birth, as required by Section 13 of this Act.
- (23) Exact date of filing in office of local registrar, attested by his official signature, and registered number of birth, as hereinafter provided.

SEC. 15. That when any certificate of birth of a living child is presented without the statement of the given name, then the local registrar shall make out and deliver to the parents of the child a special blank for the supplemental report of the given name of the child, which shall be filled out as directed, and returned to the local registrar as soon as the child shall have been named.

SEC. 16. That every physician, midwife, and undertaker shall, without delay, register his or her name, address, and occupation with the local registrar of the district in which he or she resides, or may hereafter establish a residence; and shall thereupon be supplied by the local registrar with a copy of this Act, together with such rules and regulations as may be prepared by the state registrar relative to its enforcement. Within thirty days after the close of each calendar year each local registrar shall make a return to the state registrar of all physicians, midwives, or undertakers who have been registered in his district during the whole or any part of the preceding calendar year; provided, that no fee or other compensation shall be charged by local registrars to physicians, midwives, or undertakers for registering their names under this section or making returns thereof to the state registrar.¹⁰

SEC. 17. That all superintendents or managers, or other persons in charge of hospitals, almshouses, lying-in, or other institutions, public or private, to which persons resort for treatment of diseases, confinement, or are committed by process of law, shall make a record of all the personal and statistical particulars relative to the inmates in their institutions at the date of approval of this Act, which are required in the forms of the certificates provided for by this Act, as directed by the state registrar; and thereafter such record shall be, by them, made for all future inmates at the time of their admittance. And in case of persons admitted or committed for treatment of disease, the physician in charge shall specify for entry in the record, the nature of the disease, and where, in his opinion, it was contracted. The personal particulars and information required by this section shall be obtained from the individual himself if it is practicable to do so; and when they cannot be so obtained, they shall be obtained in as complete a manner as possible from relatives, friends, or other persons acquainted with the facts.

¹⁰ This section may be omitted if deemed expedient and the duty of supplying instructions may be assumed by the state officer.

SEC. 18. That the state registrar shall prepare, print, and supply to all registrars all blanks and forms used in registering, recording and preserving the returns, or in otherwise carrying out the purposes of this Act; and shall prepare and issue such detailed instructions as may be required to procure the uniform observance of its provisions and the maintenance of a perfect system of registration; and no other blanks shall be used than those supplied by the state registrar. He shall carefully examine the certificates received monthly from the local registrars, and if any such are incomplete or unsatisfactory he shall require such further information to be supplied as may be necessary to make the record complete and satisfactory. And all physicians, midwives, informants, or undertakers, and all other persons having knowledge of the facts, are hereby required to supply, upon a form provided by the state registrar or upon the original certificate, such information as they may possess regarding any birth or death upon demand of the state registrar, in person, by mail, or through the local registrar; provided, that no certificate of birth or death, after its acceptance for registration by the local registrar, and no other record made in pursuance of this Act, shall be altered or changed in any respect otherwise than by amendments properly dated, signed, and witnessed. The state registrar shall further arrange, bind, and permanently preserve the certificates in a systematic manner, and shall prepare and maintain a comprehensive and continuous card index of all births and deaths registered; said index to be arranged alphabetically, in the case of deaths, by the names of decedents, and in the case of births, by the names of fathers and mothers. He shall inform all registrars what diseases are to be considered infectious, contagious, or communicable and dangerous to the public health, as decided by the State Board (or Department) of Health, in order that when deaths occur from such diseases proper precautions may be taken to prevent their spread.

If any cemetery company or association, or any church or historical society or association, or any other company, society or association, or any individual, is in possession of any record of births or deaths which may be of value in establishing the genealogy of any resident of this state, such company, society, association or individual, may file such record or a duly authenticated transcript thereof with the state registrar, and it shall be the duty of the state registrar to preserve such record or transcript and to make a record and index thereof in such form as to facilitate the finding of any information contained therein. Such record and index shall be open to inspection by the public, subject to such reasonable conditions as the state registrar may prescribe. If any person desires a transcript of any record filed in accordance herewith, the state registrar shall furnish the same upon application, together with a certificate that it is a true copy of such record as filed in his office, and for his services in so furnishing such transcript and certificate he shall be entitled to a fee of (ten cents per folio) (fifty cents per hour or fraction of an hour necessarily consumed in making such transcript) and to a fee of twenty-five cents for the certificate, which fees shall be paid by the applicant.

SEC. 19. That each local registrar shall supply blank forms of certificates to such persons as require them. Each local registrar shall carefully examine each certificate of birth or death when presented for record in order to ascertain whether or not it has been made out in accordance with the provisions of this Act and the instructions of the state registrar; and if any certificate of death is incomplete or unsatisfactory, it shall be his duty to call attention to the defects in the return, and to withhold the burial or removal permit until such defects are corrected. All certificates, either of birth or of death, shall be written legibly, in durable black ink, and no certificate shall be held to be complete and correct that does not supply all of the items of information called for therein, or satisfactorily account for their omission. If the certificate of death is properly executed and complete, he shall then issue a burial or removal permit to the undertaker; provided, that in case the death occurred from some disease which is held by the State Board (or Department) of Health to be infectious, contagious, or communicable and dangerous to the public health, no permit for the removal or other disposition of the body shall be issued by the registrar, except under such conditions as may be prescribed by the State Board (or Department) of Health. If a certificate of birth is incomplete, the local registrar shall immediately notify the informant, and require him to supply the missing items of information if they can be obtained. He shall number consecutively the certificates of birth and death, in two separate series, beginning with number 1 for the first birth and the first death in each calendar year, and sign his name as registrar in attest of the date of filing in his office. He shall also make a complete and accurate copy of each birth and each death certificate registered by him in a record book supplied by the state registrar, to be preserved permanently in his office as the local record,

in such manner as directed by the state registrar. And he shall, on the tenth day of each month, transmit to the state registrar all original certificates registered by him for the preceding month. And if no births or no deaths occurred in any month, he shall, on the tenth day of the following month, report that fact to the state registrar, on a card provided for such purpose.

Sec. 20. That each local registrar shall be paid the sum of twenty-five cents for each birth certificate and each death certificate properly and completely made out and registered with him, and correctly recorded and promptly returned by him to the state registrar, as required by this Act.¹¹ And in case no births or no deaths were registered during any month, the local registrar shall be entitled to be paid the sum of twenty-five cents for each report to that effect, but only if such report be made promptly as required by this Act. All amounts payable to a local registrar under the provisions of this section shall be paid by the treasurer of the county in which the registration district is located, upon certification by the state registrar. And the state registrar shall annually certify to the treasurers of the several counties the number of births and deaths properly registered, with the names of the local registrars and the amounts due each at the rates fixed herein.¹²

Sec. 21. That the state registrar shall, upon request, supply to any applicant a certified copy of the record of any birth or death registered under provisions of this Act, for the making and certification of which he shall be entitled to a fee of fifty cents, to be paid by the applicant. And any such copy of the record of a birth or death, when properly certified by the state registrar, shall be *prima facie* evidence in all courts and places of the facts therein stated. For any search of the files and records when no certified copy is made, the state registrar shall be entitled to a fee of fifty cents for each hour or fractional part of an hour of time of search, said fee to be paid by the applicant. And the state registrar shall keep a true and correct account of all fees by him received under these provisions, and turn the same over to the state treasurer: *Provided*, That the state registrar shall, upon request of any parent or guardian, supply, without fee, a certificate limited to a statement as to the date of birth of any child when the same shall be necessary for admission to school, or for the purpose of securing employment: *And provided further*, That the United States Census Bureau may obtain, without expense to the state, transcripts or certified copies of births and deaths without payment of the fees herein prescribed.

Sec. 22. That any person, who for himself or as an officer, agent, or employee of any other person, or of any corporation or partnership, (a) shall inter, cremate, or otherwise finally dispose of the dead body of a human being, or permit the same to be done, or shall remove said body from the primary registration district in which the death occurred or the body was found, without the authority of a burial or removal permit issued by the local registrar of the district in which the death occurred or in which the body was found; or (b) shall refuse or fail to furnish correctly any information in his possession, or shall furnish false information affecting any certificate or record, required by this Act; or (c) shall wilfully alter, otherwise than is provided by Section 18 of this Act, or shall falsify any certificate of birth or death, or any record established by this Act; or (d) being required by this Act to fill out a certificate of birth or death and file the same with the local registrar, or deliver it, upon request, to any person charged with the duty of filing the same, shall fail, neglect, or refuse to perform such duty in the manner required by this Act; or (e) being a local registrar, deputy registrar, or subregistrar, shall fail, neglect, or refuse to perform his duty as required by this Act and by the instructions and direction of the state registrar thereunder, shall be deemed guilty of a misdemeanor, and upon conviction thereof shall for the first offense be fined not less than five dollars (\$5.00) nor more than fifty dollars (\$50.00), and for each subsequent offense not less than ten dollars (\$10.00) nor more than one hundred dollars (\$100.00), or be imprisoned in the county jail not more than sixty days, or be both fined and imprisoned in the discretion of the court.¹³

Sec. 23. That each local registrar is hereby charged with the strict and thorough enforcement of the provisions of this Act in his registration district, under the supervision and direction of the state registrar. And he shall make an immediate report to the state registrar of any violation of this law coming to his knowledge, by observation or upon complaint of any person, or otherwise.

¹¹ A proviso may be inserted at this point relative to fees of city registrars who are already compensated by salary for their services. See laws of Missouri, Ohio, and Pennsylvania.

¹² Provision may be made in this section for the payment of sub-registrars and also, if desired, for the payment of physicians and midwives. See Kentucky law.

¹³ Provision may be made whereby compliance with this act shall constitute a condition of granting licenses to physicians, midwives, and embalmers.

The state registrar is hereby charged with the thorough and efficient execution of the provisions of this act in every part of the state, and is hereby granted supervisory power over local registrars, deputy local registrars, and subregistrars, to the end that all of its requirements shall be uniformly complied with. The state registrar, either personally or by an accredited representative, shall have authority to investigate cases of irregularity or violation of law, and all registrars shall aid him, upon request, in such investigations. When he shall deem it necessary, he shall report cases of violation of any of the provisions of this Act to the prosecuting attorney of the county, with a statement of the facts and circumstances; and when any such case is reported to him by the state registrar, the prosecuting attorney, shall forthwith initiate and promptly follow up the necessary court proceedings against the person or corporation responsible for the alleged violation of law. And upon request of the state registrar, the attorney general shall assist in the enforcement of the provisions of this Act.

Note—Other sections should be added giving the date on which the act is to go into effect, if not determined by constitutional provisions of the State, providing for the financial support of the law; and repealing prior statutes inconsistent with the present act.

It is desirable that the entire bill should be reviewed by competent legal authority for the purpose of discovering whether it can be made more consistent in any respect with the general form of legislation of the State in which the bill is to be introduced, without material change or injury to the effectiveness of registration

EXHIBIT D -

UNIFORM VITAL STATISTICS ACT

Drafted by the National Conference of Commissioners on Uniform State Laws and by it Approved and Recommended for Enactment in All the States at its Fifty-second Annual Conference, at Detroit, Mich., August 18-22, 1942, With Prefatory Note

PREFATORY NOTE

As early as 1917 the need for a Uniform Vital Statistics Act was recognized by the National Conference of Commissioners on Uniform State Laws, and after considering for several years successive drafts of a proposed Act, the Conference, on August 23, 1920, approved a Uniform Vital Statistics Act. This Act did not meet with general approval and was withdrawn by the Conference nine years later, in 1929.

The need for a uniform and comprehensive system of vital statistics throughout the entire United States continued to be evident, and in 1939 the United States Bureau of Census presented to the Conference for its consideration a draft of a tentative Uniform Act on Vital Statistics. This Act was carefully considered section by section by the Conference at San Francisco, and a Special Committee of the Conference worked on the draft throughout the year until the annual meeting of the Conference in Philadelphia in 1940, when another tentative draft was submitted to the Conference and again considered section by section. The draft as revised as a result of the discussion at the Philadelphia meeting was tentatively approved by the Conference which recommended, however, that the draft lie over for a year for further study of detail by the Conference and its Committee. During the ensuing year, and prior to the 1941 annual meeting at Indianapolis, the Committee of the Conference transmitted to the United States Bureau of Census the final Philadelphia draft requesting that the draft be tested in any manner in the field by submitting it to state health officers and vital statistics registrars with an invitation to submit suggestions and criticisms. In addition, the Conference's Committee received the critical analysis of Dr. William C. Woodward, former Director of the Bureau of Legal Medicine and Legislation of the American Medical Association, speaking, however, in a personal capacity. Dr. Woodward's suggestions and critical observations were submitted by the Bureau of Census to various experts in the field of vital statistics for comment.

At the Indianapolis annual meeting of the Conference in 1941 the Act was further carefully considered and certain revisions made. A revised draft of the Act was approved by the Conference at Indianapolis in 1941, but was not promulgated by the Conference pending approval by the American Bar Association. As a result of further study by the Conference and the American Bar Association, a revised draft of the Act was prepared and submitted to the Conference at its annual meeting in Detroit in 1942. This final draft was then approved by the Conference at its Detroit Meeting, and was also approved by the American Bar Association.

AN ACT RELATING TO VITAL STATISTICS AND TO MAKE UNIFORM THE LAW WITH REFERENCE THERETO

Be it enacted

SECTION 1. (*Definitions.*) As used in this act:

(1) "Vital statistics" includes the registration, preparation, transcription, collection, compilation, and preservation of data pertaining to births (adoptions, legitimations), deaths, stillbirths, marital status and data incidental thereto.

(2) "Live birth" means the birth of a child who shows evidence of life after the child is entirely outside the mother.

(3) "Stillbirth" means a birth after 20 weeks of gestation which is not a live birth.

(4) "Dead body" means lifeless human body or such parts of the human body or the bones thereof from the state of which it reasonably may be concluded that death recently occurred.

(5) "Person in charge of interment" means any person who places or causes to be placed a stillborn child or dead body or the ashes, after cremation, in a grave, vault, urn or other receptacle, or otherwise disposes thereof.

(6) "Physician" means a person legally authorized to practice medicine in this state.

SECTION 2. (*Duties of (State Board of Health).*) The (state board of health) shall:

(1) Establish a bureau of vital statistics with suitable offices properly equipped for the preservation of its official records;

(2) Install a State wide system of vital statistics;

(3) Make and may amend, after notice and hearing, necessary regulations, give instructions and prescribe forms for collecting, transcribing, compiling, and preserving vital statistics; and

(4) Enforce this Act and the regulations made pursuant thereto.

SECTION 3. (*Publication of Regulations.*) The regulations of the (board) shall take effect 30 days after publication.

SECTION 4. (*Registration Districts.*) The (board) shall divide the state from time to time into registration districts which shall conform to political subdivisions, or combinations thereof, or of parts thereof.

SECTION 5. (*Appointment of State Registrar; Qualifications; Compensation.*) The (board) shall appoint a state registrar of vital statistics, who shall be qualified (in accordance with standards of education and experience as the (board) shall determine) (under civil service laws) and fix his compensation.

SECTION 6. (*Duties of State Registrar.*) The state registrar, under the supervision of (the state health officer), shall have charge of the bureau of vital statistics and be the custodian of all its files and records, and perform the duties prescribed by the board. He shall enforce this act and the regulations of the board and have supervisory power over local registrars. He shall submit to the (board) (legislature) (general assembly) (governor) an annual report of the administration of this act.

SECTION 7. (*Local Registrars and Deputies.*) The (board) on the recommendation of the state registrar shall appoint local registrars. A local registrar with the approval of the state registrar may appoint deputies. The local registrars shall immediately report to the state registrar violations of this act or the regulations of the (board).

SECTION 8. (*Other Employees.*) The (board) shall provide other necessary assistance and determine the (status, compensation and) duties of persons thus employed.

SECTION 9. (*Compulsory Registration of Births.*) Within the time prescribed by the (board) a certificate of every birth shall be filed with the local registrar of the district in which the birth occurred, by the physician, midwife, or other legally authorized person in attendance at the birth; or if not so attended, by one of the parents.

SECTION 10. (*Local Registrar to Prepare Birth Certificate.*) If neither parent of the newborn child whose birth is unattended as above provided is able to prepare a birth certificate, the local registrar shall secure the necessary information from any person having knowledge of the birth and prepare and file the certificate. The (board) shall prescribe the time within which a supplementary report furnishing information omitted from the original certificate may be returned for the purpose of completing the certificate. Certificates of birth completed by a supplementary report shall not be considered "delayed" or "altered."

SECTION 11. (*Registration of Foundlings; Foundling Report.*)

(1) Whoever assumes the custody of a child of unknown parentage shall immediately report to the local registrar in writing: (a) the date and place of

finding or assumption of custody; (b) sex; color or race; and approximate age of child; (c) name and address of the person or institution with whom the child has been placed for care, and (d) name given to the child by the finder or custodian.

(2) The place where the child was found or custody assumed shall be known as the place of birth and the date of birth shall be determined by approximation.

(3) The report shall constitute the certificate of birth.

(4) If the child is identified and a regular certificate of birth is found or obtained, the report shall be sealed and filed and may be opened only by court order.

SECTION 12. (*Registration of Deaths and Stillbirths.*) A certificate of every death or stillbirth shall be filed with the local registrar of the district in which the death or stillbirth occurred within 3 days after the occurrence is known; or if the place of death or stillbirth is not known then with the local registrar of the district in which the body is found within 24 hours thereafter. In every instance a certificate shall be filed prior to interment or other disposition of the body.

SECTION 13 (*Death and Stillbirth Certificates*)

(1) The person in charge of interment shall file with the local registrar of the district in which the death or stillbirth occurred or the body was found a certificate of death or stillbirth within 3 days after the occurrence.

(2) In preparing a certificate of death or stillbirth the person in charge of interment shall obtain and enter on the certificate the personal data required by the (board) from the persons best qualified to supply them. He shall present the certificate of death to the physician last in attendance upon the deceased or to the (medical examiner or coroner) having jurisdiction who shall thereupon certify the cause of death according to his best knowledge and belief. He shall present the certificate of stillbirth to the physician, midwife or other person in attendance at the stillbirth, who shall certify the stillbirth and such medical data pertaining thereto as he can furnish.

(3) Thereupon the (funeral director or) person in charge of interment shall notify the appropriate local registrar, if the death occurred without medical attendance, or the physician last in attendance fails to sign the death certificate. In such event the local registrar shall inform the (local health officer) and refer the case to him for immediate investigation and certification of the cause of death prior to issuing a permit for burial, cremation or other disposition of the body. When the (local health officer) is not a physician or when there is no such officer, the local registrar may complete the certificate on the basis of information received from relatives of the deceased or others having knowledge of the facts. If the circumstances suggest that the death or stillbirth was caused by other than natural causes, the local registrar shall refer the case to the (coroner) (medical examiner) for investigation and certification.

SECTION 14 (*Delayed Determination of Cause of Death.*) If the cause of death cannot be determined within 3 days, the certification of its cause may be filed after the prescribed period, but the attending physician (medical examiner) (coroner) shall give the local registrar of the district in which death occurred, written notice of the reason for the delay, in order that a permit for the disposition of the body may be issued.

SECTION 15. (*Form of Certificates*) The forms of certificates shall include as a minimum the items required by the respective standard certificates as recommended by the United States Bureau of the Census subject to approval of and modification by (the board). The form and use of such certificate shall be subject to the provisions of section 23.

SECTION 16. (*Certificates as Evidence*) Certificates filed (within six months) after the time prescribed therefor shall be *prima facie* evidence of the facts therein stated. Data therein pertaining to the father of a child are *prima facie* evidence only if the alleged father is the husband of the mother; if not, the data pertaining to the father of a child are not evidence in any proceeding adverse to the interests of the alleged father, or of his heirs, next of kin, devisees, legatees, or other successors in interest, if the paternity is controverted.

SECTION 17. (*Certified Copies*)

(1) Subject to the requirements of Sections 21, 22 and 23 the state registrar shall, upon request, furnish to any applicant a certified copy of any certificate, or any part thereof.

(2) Copies of the contents of any certificate on file in the bureau of vital statistics or any part thereof, certified by the state registrar shall be considered for all purposes the same as the original, subject to the requirements of sections 21, 22 and 23.

SECTION 18. (*Fees for Copies and Searches.*) The (board) shall prescribe the fees if any to be paid for certified copies of certificates, or for search of the files or records when no certified copy is made. Subject to sections 21, 22 and 23, the United States Bureau of the Census may obtain transcripts, or without payment of fees, certified copies, provided the state is put to no expense in connection therewith.

SECTION 19. (*Accounting for Fees.*) The state registrar shall keep an account of all fees received (and turn the same over to the state treasurer to be used by the (board) for administration of this act. The state registrar shall give a fidelity bond approved by the (board) in the penal amount of (-----) dollars.)

SECTION 20. (*Delayed or Altered Certificates.*) A person born in this state or a resident thereof may file or amend a certificate after the time herein prescribed, upon submitting such proof as shall be required by the (board) or by any court.

SECTION 21. (*Delayed and Altered Certificates, Procedure*)

(1) Certificates accepted subsequent to (six months) after the time prescribed for filing and certificates which have been altered after being filed with the state registrar shall contain the date of the delayed filing and the date of the alteration and be marked "delayed" or "altered."

(2) A summary statement of the evidence submitted in support of the acceptance for delayed filing or alteration shall be endorsed on the certificate.

(3) Such evidence shall be kept in a special permanent file.

(SECTION 21A. (*Court Procedure to Establish Date and Place of Birth and Parentage.*))

(1) Any person born or residing in this state may petition any court of record of the [county] in which he resides or was born for an order establishing a public record of the time and place of his birth and his parentage. The petition shall be verified by him and shall allege the facts which he claims entitle him to such an order. The court shall fix the time and place of hearing the petition. At least 10 days before the hearing, notice thereof shall be mailed to the [district attorney] of the [county] and to the [state bureau of vital statistics] and shall be published once in a newspaper of general circulation in the [county]. Proof of the mailing and publication shall be filed at the hearing. The oral testimony shall be transcribed and together with the other proofs shall be filed in the proceeding.

(2) If the court is satisfied from the evidence received at the hearing of the truth of the allegations of the petition and of the facts as to the time and place of the petitioner's birth and of his parentage, and that he resides in the [county] or was born there, the court shall make and enter an order reciting the jurisdictional facts and determining the time and place of the petitioner's birth and the names of his parents, and any other facts deemed relevant by the court.

(3) The order or a certified copy thereof may be recorded in the office of the [register of deeds] of the [county] and in the office of the [state bureau of vital statistics].

(4) The order, the record thereof, and certified copies of the order or of the records shall be evidence of the truth of their contents and be admissible as proof thereof at all times and places the same as certificates of birth mentioned in section 16.)

SECTION 22. (*Delayed or Altered Certificates as Evidence.*) The probative value of a "delayed" or "altered" certificate shall be determined by the judicial or administrative body or official before whom the certificate is offered as evidence.

SECTION 23. (*Disclosure of Records.*)

(1) The records and files of the bureau of vital statistics are open to inspection subject to the provisions of this act and regulations of the (board); but it is unlawful for any officer or employee of the state to disclose data contained in vital statistical records, except as authorized by this act and by the (board).

(2) Disclosure of illegitimacy of birth or of information from which it can be ascertained, may be made only upon order of a court in a case where such information is necessary for the determination of personal or property rights and then only for such purpose.

(3) The state registrar shall not permit inspection of the records or issue a certified copy of a certificate or part thereof unless he is satisfied that the applicant therefor has a direct interest in the matter recorded and that the information therein contained is necessary for the determination of personal or property rights. His decision shall be subject, however, to review by the (board) or a court under the limitations of this section.

(4) The (board) may permit the use of data contained in vital statistical records for research purposes only, but no identifying use thereof shall be made.

(5) Subject to the provisions of this section the (board) may direct local registrars to make a return upon the filing of birth, death, and stillbirth certificates with them of certain data shown thereon to federal, state, or municipal agencies. Payment by such agencies for such services may be made through the state registrar to local registrars as the (board) shall direct.

SECTION 24. (*Adoption.*) (In cases of adoption the state registrar upon receipt of a certified copy of an order or decree of adoption shall prepare a supplementary certificate in the new name of the adopted person, and seal and file the original certificate of birth with said certified copy attached thereto. Such sealed documents may be opened by the state registrar only upon the demand of the adopted person if of legal age or by an order of court. Upon receipt of a certified copy of a court order of annulment of adoption the state registrar shall restore the original certificate to its original place in the files.)

SECTION 25. (*Legitimation.*) In cases of legitimation the state registrar upon receipt of proof thereof shall prepare a new certificate of birth in the new name of the legitimated child. The evidence upon which the new certificate is made and the original certificate shall be sealed and filed and may be opened only upon order of court.

SECTION 26. (*Persons Required to Make Records.*) Persons in charge of institutions for care or correction or for treatment of disease, injury, or childbirth shall record and report all statistical data required by this act relating to their inmates or patients.

SECTION 27. (*Permit for Removal, Burial, or Other Disposition.*) When a death or stillbirth occurs or a dead body is found the body shall not be disposed of or removed from the registration district until a permit has been issued by the local registrar.

SECTION 28. (*Foreign Permit for Removal, Burial, or Other Disposition of Body.*) When death or stillbirth occurs outside this state and the body is accompanied by a permit for burial, removal, or other disposition issued in accordance with the law and regulations in force where the death or stillbirth occurred, the permit shall authorize the transportation of the body into or through this state, but before the burial, cremation, or other disposal of the body within this state the permit shall be endorsed by the local registrar who shall keep a record thereof.

SECTION 29. (*Prerequisites for Permit.*) No permit under section 27 shall issue until a certificate of death or stillbirth as far as it can be completed under the circumstances of the case has been filed and until all the regulations of the (board) in respect to the issuance of such permit have been complied with.

SECTION 30. (*Transmittal of Certificates to State Registrar.*) (Local registrars shall transmit all certificates filed with them to the state registrar in accordance with regulations of the board.)

SECTION 31. (*Compensation of Local Registrars.*) Each local registrar shall be paid the sum of (-----) cents for each complete birth, death, or stillbirth certificate returned by him to the state registrar in accordance with the regulations of the (board). In case no birth, death, or stillbirth was registered during any calendar month, the local registrar shall so report and be paid the sum of (-----) cents for the report. (The board is authorized to change by regulation the amounts specified herein to be paid to local registrars and the (board) shall limit the aggregate amount of fees to be paid per annum to any local registrar either by setting an annual aggregate maximum of such fees or by graduating the fees according to the number of registrations.)

SECTION 32. (*Payment of Fees.*) (Upon certification by the state registrar the fees of local registrars shall be paid by the treasurer of the proper county, out of the general fund of the county. The state registrar annually shall certify to the treasurer of the several counties the number of births, stillbirths, and deaths certified from his county, with the names of the local registrars and the amount due each.)

SECTION 33. (*Registration of Marriages; Marriage Certificates Filed.*) Every person who performs a marriage ceremony shall prepare and sign a certificate of marriage in duplicate one of which shall be given to the parties and the other filed by him within 10 days after the ceremony with the officer who issued the marriage license. Every officer who issues a marriage license shall forward to the state registrar on or before the 15th day of each calendar month the certificates of marriage which were filed with him during the preceding calendar month.

SECTION 34. (*Marriage License Fees.*) Every officer authorized to issue marriage licenses shall be paid a recording fee of (-----) cents for each marriage certificate filed with him and forwarded by him to the state registrar. The recording fee shall be paid by the applicant for the license and be collected together with the fee for the license.

SECTION 35. (*Registration of Divorces, Annulments and Adoptions.*) For each divorce, annulment of marriage, adoption or annulment of adoption, the clerk of the court shall prepare within 30 days after the decree becomes final, certificate of such decree on a form furnished by the state registrar; and before the 15th day of each calendar month the clerk shall forward to the state registrar the certificates prepared by him during the preceding calendar month.

SECTION 36. (*Clerk of Court to Be Paid Statistical Recording Fee.*) (The clerk of the court shall be paid () cents for each certificate prepared and forwarded by him to the state registrar as above provided.)

SECTION 37. (*Penalties.*)

(1) Any person who wilfully makes or alters any certificate or certified copy thereof provided for in this act, except in accordance with the provisions of this act, shall be fined not more than (\$1,000), or be imprisoned not exceeding (6 months), or both fined and imprisoned.

(2) Any person who knowingly transports or accepts for transportation, interment or other disposition a dead body without an accompanying permit issued in accordance with the provisions of this act, shall be fined not more than (\$500).

(3) Except where a different penalty is provided in this section, any person who violates any of the provisions of this act or neglects or refuses to perform any of the duties imposed upon him by this act, shall be fined not more than (\$100).

(SECTION 38. (*Severability.*) If any provision of this act (or the application thereof to any person or circumstances) is held invalid, such invalidity shall not affect other provisions or applications of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are declared to be severable.)

SECTION 39. (*Uniformity of Interpretation*) This act shall be so construed as to effectuate its general purpose to make uniform the laws of those states which enact it.

SECTION 40. (*Short Title.*) This act may be cited as the "Uniform Vital Statistics Act."

SECTION 41. (*Repeal.*) All laws or parts of laws which are inconsistent with the provisions of this act are hereby repealed.

SECTION 42. (*Time of Taking Effect.*) This act shall take effect -----

EXHIBIT E

THE PURPOSE AND USE OF THE PROPOSED STANDARD CERTIFICATE OF MARRIAGE AND STANDARD CERTIFICATE OF DIVORCE

(TENTATIVE)

MARRIAGE REGISTRATION

In drawing up a suggested procedure for marriage registration the Bureau of the Census has attempted to formulate a standard practice that would differ as little as possible from present procedures used by the States, and yet achieve the ends desired, namely, standardization, detailed and accurate information, and simplicity.

The majority of States make use of several forms in the registration of marriages. Those in most common use are the application for a marriage license, the license itself, and the certificate of marriage. In some States these forms are separate, in other States they are combined in one way or another.

The application for marriage license, or notice of intention, is used by many States whose statutes require a waiting period between public declaration of intent to marry and the performance of the ceremony, or by those that require proof of certain facts, such as age or physical condition, before the license can be issued.

Confusion still exists among many persons as to the distinction between the marriage license and the marriage certificate. The marriage license is an authorization from the State to perform a marriage ceremony. The marriage certificate is the official record that the marriage has been performed.

In the furtherance of standardization, increased accuracy, and completeness of records it is recommended that the marriage license and the certificate of marriage be separate forms and that the certificate of marriage be made the official record of all personal particulars and other items relating to the marriage. The advantages of this are: (1) The facts of time and place relating specifically

to the issuance of the license will not be confused with those relating to the certificate of marriage; (2) the frequently occurring misunderstanding of the purpose of the license can be avoided; (3) the license can be retained by the officiant as a record of his authority to perform the marriage. A proposed form of "standard certificate of marriage" is shown in figures 1 and 2. Figure 1 shows the face of the certificate, which provides for the recording of all administrative and personal particulars, while figure 2 shows a suggested form for entering the facts relating to the certification of the marriage by the officiant. Both parts together comprise the standard certificate of marriage. The certification part has been designed to appear on the reverse side of the certificate. However, the particular form of such certification will need to be determined by each State in accordance with statutes or regulations. This manual will be concerned only with the face of the certificate.

The proposed standard certificate of marriage calls for information as to the place and date of marriage and the person officiating, the place and date of issuance of the license, the names of the groom and the bride, and the personal particulars relating to each party. The certificate also provides for entering the signature and title of the local recording officer and the date he receives the certificate for filing.

[Figure 1]

STANDARD CERTIFICATE OF MARRIAGE

State of -----

DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

State File No.
Registrar's No.

1. Place of marriage:
(a) County ----- (b) City or town -----
2. Date of marriage -----
(Month) (Day) (Year)
3. Title of person officiating -----
4. Place of issuance of license:
(a) County ----- (b) City or town -----
5. Date of issuance -----
(Month) (Day) (Year)
6. License number -----

GROOM

7. Full name -----
8. Social security number -----
(Or Railroad retirement number)
9. Usual residence: (a) State ----- (b) County -----
(c) Township ----- (d) Incorporated place -----
(Or other county division)
- (e) Within corporate limits? ----- (f) On a farm? -----
(Yes or No) (Yes or No)
10. Color or race -----
11. Date of birth -----
(Month) (Day) (Year)
12. Place of birth -----
(State or foreign country)
13. (a) Previous marital status -----
(Single, widowed, divorced, marriage annulled)
- (b) Date preceding marriage terminated -----
(Month) (Day) (Year)
14. Number of times:
(a) Widowed ----- (b) Divorced ----- (c) Marriage annulled -----
(0, 1, 2, etc.) (0, 1, 2, etc.) (0, 1, 2, etc.)
15. Last grade of school completed -----
16. (a) Present occupation ----- (b) Industry or business -----
17. (a) Father's place of birth -----
(State or foreign country)
- (b) Mother's place of birth -----
(State or foreign country)

BRIDE

18. Maiden name -----
19. Social security number -----
(Or Railroad retirement number)
20. Usual residence:
 (a) State ----- (b) County ----- (c) Township -----
 (Or other county division)
 (d) Incorporated place -----
 (e) Within corporate limits? ----- (f) On a farm? -----
 (Yes or No) (Yes or No)
21. Color or race -----
22. Date of birth -----
 (Month) (Day) (Year)
23. Place of birth -----
 (State or foreign country)
24. (a) Previous marital status -----
 (Single, widowed, divorced, marriage annulled)
 (b) Date preceding marriage terminated -----
 (Month) (Day) (Year)
25. Number of times:
 (a) Widowed ----- (b) Divorced ----- (c) Marriage annulled -----
 (0, 1, 2, etc) (0, 1, 2, etc) (0, 1, 2, etc)
26. Last grade of school completed -----
27. (a) Present occupation ----- (b) Industry or business -----
28. (a) Father's place of birth -----
 (State or foreign country)
 (b) Mother's place of birth -----
 (State or foreign country)
29. Received by local recording officer -----
 (Month) (Day) (Year)
30. (a) Signature ----- (b) Title -----

Recommended marriage registration procedure.

The recommended procedure is as follows: Both the groom and the bride appear at the office of the local issuing officer and there make application for a marriage license. The application is made on a special form provided by the State for that purpose. The nature of this form will vary according to the needs of the State. The essential elements of this form are usually the names of the prospective groom and the bride, the date of application, the ages of the groom and the bride, and their places of residence.

At the time of filing the application for a license, the issuing officer fills out the personal particulars asked for on the certificate of marriage and any asked for on the marriage license.

Many States require only one party to appear at the marriage license office. There are, however, definite and worth-while advantages to be gained by requiring both parties to appear when applying for a marriage license. The most important of these are to lessen the possibility of fraudulent marriage and to increase the accuracy of the data on personal particulars of both parties.

The couple is given the application for license and any other forms that need to be filled in before the license is granted. These forms may include: proof of age, doctor's certification as to physical condition, and consent of parents for underage persons.

After the waiting period the prospective groom or bride returns to the issuing office, and, having submitted the required proof in compliance with the State laws on marriage, is given the marriage license and the certificate of marriage. The application for license and all other forms called for by the State are left with the issuing officer who files them according to State law. Before issuing the marriage certificate the issuing officer enters on the certificate items 4, 5, and 6 relating to place of issuance of the license, date of issuance, and license number.

There should be a definite time limit on the use of the marriage license, preferably not over 60 days.

After the marriage ceremony the officiant fills in the certification part of the certificate and a duplicate copy for the couple. The officiant then returns the original certificate to the issuing officer. This officer now completes the front of the certificate by transcribing the information called for by items 1, 2, and 3 relating to place of marriage, date of marriage, and title of person officiating. All of this is taken from the certification part of the form.

The original certificate is copied for filing in the local office and then is sent to the State office for permanent filing.

Some States require that the officiant make a copy of the certificate for his own files and return the license, and some have the officiant keep the license as proof of his authorization to perform the ceremony.

Where duplicate forms are used for the officiant's record and for the couple, an abbreviated form of the standard certificate is suggested. Such an abbreviated form would contain items 1, 2, 3, 4, 5, 6, 7, 10, 11, 18, 21, and 22; i. e., place of marriage; date of marriage; title of officiant; place and date of issuance of license; license number; name, race, and age of groom and bride; and the certification part of the standard certificate.

[Figure 2]

FORM FOR THE CERTIFICATION PART OF THE STANDARD CERTIFICATE OF MARRIAGE

I HEREBY CERTIFY that ----- (Groom)
 and ----- (Bride) were joined in marriage by
 me in the (City, Town, Village, Borough, Other civil division) of -----, County of -----, State of -----, in accordance with the laws of said State, this ----- day of ----- 19--.

Signature of groom -----
 Residence ----- (Street and number) ----- (City and State)

Signature of bride -----
 Residence ----- (Street and number) ----- (City and State)

Signature of officiant -----
 Title of officiant -----
 Residence ----- (Street and number) ----- (City and State)

Signature of witness -----
 Signature of witness -----

(Check one)

Problem of delinquent certificate returns.

One problem which has been particularly troublesome to States in trying to obtain complete registration is that of officiants who neglect to send the original marriage certificates back to the issuing officer. Attempts have been made to overcome this by penalizing such behavior. Wyoming has recently enacted a new Vital Statistics Act, which provides for centralized registration of marriages. Under the Wyoming system the issuing clerk gives to the groom a penny post card at the time the certificate of marriage is issued. The groom is instructed to write the name and address of the officiant and the date of marriage, and to mail this card to the issuing officer immediately after the ceremony. Then when the post card arrives at the issuing office it is used as a check against the marriage certificate as it is returned. When the time for filing has passed and the certificate has not been returned, the post card on file will show who and where the officiant is and further action can be taken.

This system supplemented by one in use in other States, namely, asking the groom before the issuance of the certificate for the name and residence of the officiant, may go far in solving the problem of getting officiants to return the original certificates at the desired time. The time allowed for return of the certificates varies from State to State. Best results are likely to be obtained when this time does not exceed 10 days.

INSTRUCTIONS FOR THE PROPOSED STANDARD CERTIFICATE OF MARRIAGE

Item 1. Place of marriage.

- (a) County.
- (b) City or town.

Give the name of the county and the name of the local geographic area in which the marriage took place. If the marriage took place in an incorporated place (a city, town, borough, or village), give its name. If the marriage was performed in an area other than an incorporated place, give the name of the county division in which it occurred. Write not only the name or number by which the division of the county is known, but also the name of the class (township, precinct, district,

etc.) to which it belongs. For example: "Center township," "Austin precinct," "Precinct 10."

Item 2. Date of marriage.

It is necessary to give the month, day, and year of the marriage.

Item 3. Title of person officiating.

The purpose of this question is to distinguish between religious and civil marriages. Give the full and correct title. Avoid using abbreviations or such titles as doctor, dean, president, etc.

Item 4. Place of issuance of license.

- (a) County.
- (b) City or town.

Fill in this information in the same way as in item 1.

Item 5. Date of issuance.

Item 6. License number.

It is important to give the month, day, and year in full for the date of issuance of the license, and the number of the license. The issuance of the marriage license is distinct and separate from the certificate of marriage. Frequently the place and date of marriage and the place and date of issuance of the license are not the same. It is important to distinguish between these events, as to when and where they occur.

Items 7 through 17 relate to the personal particulars of the groom. Items 18 through 28 relate to the personal particulars of the bride. Care must be taken not to confuse information given for one with that given for the other.

Items 7 and 18. Full name.

Give the groom's name in full, including middle initials, if any. Give the bride's maiden name in full. Write the first name first, and the last name, or surname, last.

Items 8 and 19. Social security number (or Railroad Retirement number):

If either the groom or the bride has a social security or railroad retirement number, give that number here. If either of them has not such a number write "none" in the space provided for that information.

Items 9 and 20. Usual residence.

- (a) State.
- (b) County.
- (c) Township (or other county division).
- (d) Incorporated place.
- (e) Within corporate limits?
- (f) On a farm?

The "usual place of residence" means the place that a person would name in reply to the question "Where do you live?" or the place that he regards as his home. As a rule, it will be the place where that person usually sleeps.

Give the State of residence and the county. When the person resides in an incorporated place (a city, town, borough, or village) give the name of that place for item (d) and omit item (c), "Township (or other county division)." But, if the person does not live in an incorporated place, give for item (c) the name of the county division in which he does live, and omit item (d). (See item 1 for examples of item (c) entries)

Inasmuch as some people give an incorporated place as their place of residence when in fact they do not live within the legal limits of that place, it is necessary to give an answer at all times to item (e), "Within corporate limits?" The answer should be "yes" or "no."

Answer item (f), "On a farm?" with "yes" or "no."

Items 10 and 21. Color or race.

Enter here a precise statement of the color or race of each party, e. g.:

- White
- Negro
- Indian (American Indian)
- Chinese
- Japanese
- Filipino
- Hindu

In certain doubtful cases the following rules may be of assistance:

Negro—A person of mixed white and Negro blood should be returned as a Negro, no matter how small is the percentage of Negro blood. Both black and mulatto persons are to be returned as Negroes without distinction. A person of mixed Indian and Negro blood should be returned as a Negro, unless the Indian blood very definitely predominates and he is universally accepted in the community as an Indian.

Indian—A person of mixed white and Indian blood should be returned as an Indian, if enrolled on an Indian agency or a reservation roll; or if not so enrolled, if the proportion of Indian blood is one-fourth or more, or if the person is regarded as an Indian in the community where he lives.

Mixed race—Any mixture of white and nonwhite should be reported according to the race of the nonwhite parent. Mixtures of nonwhite races should be reported according to the race of the father, except that Negro-Indian should always be reported as Negro.

Items 11 and 22. Date of birth.

It is necessary for exact calculation of age to give the month, day, and year, in full, of the date of birth for the groom and the bride.

Items 12 and 23. Place of birth.

These items refer to the State or foreign country of birth. If either party was born in the United States, give the State in which he was born. If he was born in some United States possession, give the name of that possession (Alaska, American Samoa, Guam, Hawaii, Panama Canal Zone, Puerto Rico, or the Virgin Islands). If he was born in some foreign country, give the name of that country.

Items 13 and 24.

(a) Previous marital status:

Enter the proper previous marital status (single, widowed, divorced, or marriage annulled). This item refers only to the status immediately prior to this marriage. Hence, if either party had been married two or more times prior to this marriage, give the information asked for here only with respect to the last marriage. Do not enter more than one marital status in these items.

(b) Date preceding marriage terminated:

Give the month, day, and year of the death, the divorce, or the annulment that terminated the preceding marriage.

Items 14 and 25. Number of times.

(a) Widowed.

(b) Divorced.

(c) Marriage annulled.

When either of the parties had been previously married, write here the number of times that the previous marriages had ended in death of spouse (widowed), in divorce, and in annulment. Thus, for a man once widowed and twice divorced, put "1" in 14 (a), "2" in 14 (b), and "0" in 14 (c).

If either party had never before been married, this question should be answered by writing "0" in each of the parts (a), (b), and (c).

Items 15 and 26. Last grade of school completed.

Enter here, for each person, the last full grade of school completed, that is, the highest full grade that the person has successfully finished or from which he has been graduated. Do not include half years or grades that were not finished.

This question refers only to the education obtained in public, private, or parochial schools, colleges, or universities. Education obtained at vocational schools which are a part of the regular school system is to be classified as high school or college education depending upon whether it was obtained at the high school or the college of the system, or the equivalent of either of them. Education obtained at vocational or trade schools not a part of the regular school system is not to be considered in answer to this question.

For a person still in school, the last grade completed will be the grade preceding the one in which he is now enrolled. For a person who completed his formal education in an ungraded school or in a foreign country, enter the approximate equivalent grade in the American school system, or, if this cannot readily be determined, the number of years the person attended school. For a person who obtained his entire education in night school, enter the approximate equivalent grade completed.

Indicate the grades as follows:

<i>Grade completed</i>	<i>Entry for items 15 and 26</i>
None-----	None.
Elementary school:	
First grade-----	Elementary—1.
Second grade-----	Elementary—2.
Third grade-----	Elementary—3,
etc. to	etc. to
Eighth grade-----	Elementary—8.
High school, academy, or equivalent:	
First year (sometimes called ninth grade)-----	High—1.
Second year (sometimes called tenth grade)-----	High—2.
Third year (sometimes called eleventh grade)-----	High—3.
Fourth year (sometimes called twelfth grade)-----	High—4.
College, university, or professional school:	
First year-----	College—1.
Second year-----	College—2.
Third year-----	College—3.
Fourth year-----	College—4.
Fifth year, etc-----	College—5, etc.

Enter "College—1," etc., for a person who completed 1 or more years at a college or university or a professional school (law, medical, dental, normal, engineering, or theological school), whether or not the person was graduated from high school.

For persons whose highest grade completed was in a junior high school, it will be necessary to ascertain the equivalent in terms of elementary-school or regular high-school grades.

For persons who have had no formal schooling, that is, who never attended school, enter "none."

Items 16 and 27.

- (a) Present occupation.
- (b) Industry.

Make some entry for every person. For a person who has no occupation whatever write "none." Students at school are considered as having an occupation and should be entered as "student," rather than as "none."

In stating the occupation, use terms most accurately indicating the particular kind of work done, as "stenographer," "civil engineer," "electrical engineer," etc. A person who sold goods should be called a salesman and not a "clerk." Distinguish between farmer (owner) and farm laborer (wage earner):

For every occupation stated, state the industry or business in which the person is engaged. Use specific terms, as "life insurance," "department store," "whole sale drug supplies," etc. Distinguish between retail, wholesale, and manufacturing; agriculture, forestry, and fishery; mining; professional and other services; etc.

Items 17 and 28.

- (a) Father's place of birth.
- (b) Mother's place of birth.

These items are to be recorded in the same manner as items 12 and 23. Give the State, United States possession, or foreign country of birth.

Item 29. Received by local recording officer.

This calls for the month, day, and year when the marriage certificate is received from the officiant for filing by the recording officer.

Item 30.

- (a) Signature.
- (b) Title.

Item 30 is for the official signature and title of the recording officer.

DIVORCE REGISTRATION

The registration of divorces is, strictly speaking, not now the practice in any State. That is to say, no State now provides by statute for the use of an official certificate of divorce,¹ prepared and filed independently of the court record and the

¹ Pennsylvania has recently enacted such a law, but it has not yet been put into practice at the time of this writing. (Act signed July 24, 1941.)

decree, and giving full personal particulars of the parties. A few States do approximate true divorce registration in that they systematically receive in their vital statistics bureaus reports of divorces granted, and in three or four States these reports are valuable vital statistics records.

It is recognized everywhere, however, that an authentic registration system for divorces, operated by the State bureaus of vital statistics, is as great a necessity as is such a system for births, deaths, and marriages. It is not possible at present to set forth in detail how such a system can best operate. As a general principle, however, the Bureau of the Census suggests that submittal of the information required for preparing the certificate of divorce should be made, by statute, a prerequisite to the granting of the decree. The filing of the certificate should be a duty of the clerk of the court in which the decree is granted, and he should have the authority to obtain the information needed to fill it out. The facts entered on the certificate should be obtained from the plaintiff or his attorney, and if possible also from the defendant, and the court clerk should take such steps as may be necessary to verify the facts so obtained. Finally, the clerk should be required to file the original certificate in the State bureau of vital statistics within a definite time limit, preferably not more than 10 days, after the decree is granted.

The proposed standard certificate of divorce or annulment, shown in figure 3, is believed to represent the minimum requirements of a record with which to establish good divorce registration and yield adequate and meaningful vital statistics.

[Figure 3]

STANDARD CERTIFICATE OF DIVORCE OR ANNULMENT

State of -----

DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS	State File No. ----- Docket No. ----- (Or vol. and page)
--	--

1. Place of divorce: (a) County ----- (b) City or town -----
 (c) Court -----
2. Plaintiff ----- 3. Date of filing petition -----
 (Husband or wife) (Month) (Day) (Year)
4. Date of preliminary decree ----- 5. Date of final decree -----
 (Month) (Day) (Year) (Month) (Day) (Year)
6. Cause(s) alleged -----
7. Type of divorce -----
8. (a) Was an answer filed? ----- (b) Did defendant appear? -----
 (Yes or no) (If an annulment, so state) (Yes or no)
 (c) With witnesses? -----
 (Yes or no)
9. (a) Was a cross bill filed? ----- (b) Was divorce granted to defendant? -----
 (Yes or no) (Yes or no)
10. Total number of children under 18 years of age dependent on one or both of the parties -----
11. To whom was custody of the children granted? -----
 (Husband, wife, or, if other custodian, specify)
12. Place of marriage: (a) State ----- (b) County -----
 (c) City or town -----
13. Date of marriage ----- 14. Type of ceremony -----
 (Month) (Day) (Year) (Religious or civil)
15. Date of separation -----
 (Month) (Day) (Year)
16. Place of residence when last living together: (a) State -----
 (b) County ----- (c) Township -----
 (Or other county division)
 (d) Incorporated place ----- (e) Within corporate limits? -----
 (Yes or no)
 (f) On a farm? -----
 (Yes or no)
17. (a) Total number of children born of this marriage ----- (b) Number of these children now living -----

HUSBAND

18. Full name -----
 19. Social security number -----
 (Or railroad retirement number)
 20. Color or race ----- 21. Date of birth -----
 (Month) (Day) (Year)
 22. Place of birth -----
 (State or foreign country)
 23. Number of previous marriages ended by:
 (a) Death of spouse ----- (b) Divorce -----
 (0, 1, 2, etc.) (0, 1, 2, etc.)
 (c) Annulment -----
 (0, 1, 2, etc.)
 24. Last grade of school completed -----

WIFE

25. Maiden name -----
 26. Social security number -----
 (Or railroad retirement number)
 27. Color or race ----- 28. Date of birth -----
 (Month) (Day) (Year)
 29. Place of birth -----
 (State or foreign country)
 30. Number of previous marriages ended by:
 (a) Death of spouse ----- (b) Divorce -----
 (0, 1, 2, etc.) (0, 1, 2, etc.)
 (c) Annulment -----
 (0, 1, 2, etc.)
 31. Last grade of school completed -----
 32. Informant: (a) Name ----- (b) Designation -----
 33. (a) Signature of recording official ----- (b) Title -----
 (c) Date filed -----
 (Month) (Day) (Year)

INSTRUCTIONS FOR THE PROPOSED STANDARD CERTIFICATE OF DIVORCE OR ANNULMENT

Item 1. Place of divorce.

- (a) County.
 (b) City or town.
 (c) Court.

Give the name of the county and the name of the city or town in which the court granting the decree is located, and give the name of the court.

Item 2. Plaintiff.

Enter here which party, husband or wife, filed the petition.

Item 3. Date of filing petition.

Give the month, day, and year in full.

Item 4. Date of preliminary decree.

When a preliminary decree has been granted, give the date that the decree became effective, stating month, day, and year. When no preliminary decree has been granted, write the word "none."

Item 5. Date of final decree.

Give the date that the final decree becomes effective, stating the month, day, and year.

Item 6. Cause(s) alleged.

Give in full the cause or causes constituting the grounds on which the decree was granted, as stated in the decree.

Item 7. Type of divorce.

State whether this was a limited divorce, a legal separation, an absolute divorce, or an annulment.

Item 8.

- (a) Was an answer filed?
- (b) Did the defendant appear?
- (c) With witnesses?

These three questions should all be answered with "Yes," or "No."

Item 9.

- (a) Was a cross-bill filed?
- (b) Was the divorce granted the defendant?

These two questions should be answered with "Yes," or "No."

Item 10. Total number of children, under 18 years of age, dependent on one or both of the parties.

Give the total number of children under 18 years of age, including children by former marriages, adopted children, and wards, whether living with one or both parties or not, to whose support one or both parties contribute.

Item 11. To whom was custody of the children granted?

Specify whether the husband, wife, or other custodian was granted custody of the children. If any combination of persons were appointed guardians, specify all of them, giving their relationship to the children.

Item 12. Place of marriage.

- (a) State.
- (b) County.
- (c) City or town.

Give the names of (a) the State, (b) the county, and (c) the city, town, borough, village, or unincorporated county division in which the marriage took place.

Item 13. Date of marriage.

Give the month, day, and year of the marriage.

Item 14. Type of ceremony.

State whether the marriage ceremony was religious or civil.

Item 15. Date of separation.

Give the month, day, and year when husband and wife last lived together.

Item 16. Place of residence when last living together.

- (a) State.
- (b) County.
- (c) Township (or other county division).
- (d) Incorporated place.
- (e) Within corporate limits?
- (f) On a farm?

This item refers to the place where the husband and wife last maintained a common home on the date given for item 15.

Give the State and the county of residence. If the couple resided in an incorporated place (city, town, borough, or village), give the name of that place and omit item (c), "Township (or other county division)." But, if they resided in an unincorporated place, give the name of the county division in answer to (c), and omit item (d).

Inasmuch as some people give an incorporated place as their place of residence when in fact they do not live within the legal limits of that place, it is necessary to give an answer at all times to item (e), "Within corporate limits?" The answer should be "yes" or "no."

Answer item (f), "On a farm?" with "Yes" or "No."

Item 17.

- (a) Total number of children born alive of this marriage.
- (b) Number of these children now living.

The answer to 17 (a) should not include stillbirths, or children born of previous marriages.

Items 18 and 25. Full name.

Give the husband's name in full, including middle initials, if any. Give the wife's maiden name in full. Write the first name first, and the last name, or surname, last.

Items 19 and 26. Social security number (or railroad retirement number).

If either the husband or the wife has a social security or railroad retirement number, give that number here. If either of them has not such a number write "none" in the space provided for that information.

Items 20 and 27. Color or race.

Enter here a precise statement of the color or race of each party, e. g.: White, Negro, Indian (American Indian), Chinese, Japanese, Filipino, Hindu.

In certain doubtful cases the following rules may be of assistance:

Negro: A person of mixed white and Negro blood should be returned as a Negro, no matter how small is the percentage of Negro blood. Both black and mulatto persons are to be returned as Negroes without distinction. A person of mixed Indian and Negro blood should be returned as a Negro, unless the Indian blood very definitely predominates and he is universally accepted in the community as an Indian.

Indian: A person of mixed white and Indian blood should be returned as an Indian, if enrolled on an Indian agency or a reservation roll; or if not so enrolled, if the proportion of Indian blood is one-fourth or more, or if the person is regarded as an Indian in the community where he lives.

Mixed race: Any mixture of white and nonwhite should be reported according to the race of the nonwhite parent. Mixtures of nonwhite races should be reported according to the race of the father, except that Negro-Indian should always be reported as Negro.

Items 21 and 28. Date of birth.

It is necessary for exact calculation of age to give the month, day, and year, in full, of the date of birth for the husband and the wife.

Items 22 and 29. Place of birth.

These items refer to the State or foreign country of birth. If either party was born in the United States, give the State in which he was born. If he was born in some United States possession, give the name of that possession (Alaska, American Samoa, Guam, Hawaii, Panama Canal Zone, Puerto Rico, or the Virgin Islands). If he was born in some foreign country, give the name of that country.

Items 23 and 30. Number of previous marriages ended by—

- (a) Death of spouse.
- (b) Divorce.
- (c) Annulment.

When either of the parties had been previously married, write here the number of times that the previous marriages had ended in death of spouse (widowed), in divorce, and in annulment. Thus, for a man once widowed and twice divorced, put "1" in 23 (a), "2" in 23 (b), and "0" in 23 (c).

If either party had never before been married, this question should be answered by writing "0" in each of the parts (a), (b), and (c).

Items 24 and 31. Last grade of school completed.

Enter here, for each person, the last full grade of school completed, that is, the highest full grade that the person has successfully finished or from which he has been graduated. Do not include half years or grades that were not finished.

This question refers only to the education obtained in public, private, or parochial schools, colleges, or universities. Education obtained at vocational schools which are a part of the regular school system, is to be classified as high school or college education depending upon whether it was obtained at the high school or the college of the system, or the equivalent of either of them. Education obtained at vocational or trade schools, not a part of the regular school system, is not to be considered in answer to this question.

For a person still in school, the last grade completed will be the grade preceding the one in which he is now enrolled. For a person who completed his formal education in an ungraded school or in a foreign country, enter the approximate equivalent grade in the American school system, or, if this cannot readily be determined, the number of years the person attended school. For a person who obtained his entire education in night school, enter the approximate equivalent grade completed.

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Indicate the grades as follows:

<i>Grade completed</i>	<i>Entry for items 24 and 25</i>
None-----	None.
Elementary school:	
First grade-----	Elementary-1.
Second grade-----	Elementary-2.
Third grade-----	Elementary-3,
etc., to	etc., to
Eighth grade-----	Elementary-8.
High school, academy, or equivalent:	
First year (sometimes called ninth grade)-----	High-1.
Second year (sometimes called tenth grade)-----	High-2.
Third year (sometimes called eleventh grade)-----	High-3.
Fourth year (sometimes called twelfth grade)-----	High-4.
College, university, or professional school:	
First year-----	College-1.
Second year-----	College-2.
Third year-----	College-3.
Fourth year-----	College-4.
Fifth year-----	College-5.
Etc-----	Etc.

Enter "College-1," etc., for a person who completed 1 or more years at a college or university or a professional school (law, medical, dental, normal, engineering, or theological school), whether or not the person was graduated from high school.

For persons whose highest grade completed was in a junior high school, it will be necessary to ascertain the equivalent in terms of elementary-school or regular high-school grades.

For persons who have had no formal schooling, that is, who never attended school, enter "none."

Item 32. Informant.

- (a) Name.
- (b) Designation.

Give the name of the person from whom the above information has been received.

State whether the informant is the plaintiff, the defendant, the counsel for plaintiff or defendant, etc.

Item 33.

- (a) Signature of recording official.
- (b) Title.
- (c) Date filed.

The items (a) and (b) call for the signature and title of the local official who prepares the certificate and transmits it to the place designated for permanent registry.

The month, day, and year of filing the completed certificate is also to be given here.

EXHIBIT F
SYNOPSIS OF AMERICAN MARRIAGE LICENSE STATUTES

Jurisdiction	By whom issued and where	Manner of application	Form and contents of license	Miscellaneous
Alabama.....	Judge of probate of the county in which the woman resides or in which the ceremony is to be performed.		License authorizes qualified persons to solemnize marriage between the parties.	Penalty for illegal issuance.
Alaska.....	Any United States commissioner; district court may appoint a marriage commissioner.	Both contracting parties must be identified to the satisfaction of the licensing officer. License issued by marriage commissioner void after 75 days. Licensing officer to ascertain certain facts.	License authorizes solemnization of marriage, contains names, ages, and record of prior marriages of the parties, and the fact of parental consent, where necessary.	Do.
Arizona.....	Clerk of the superior court of the county in which one of the parties resides, or in which the marriage is to take place. Agents or superintendents of Indian schools may also issue licenses.	Applicants for license must make certain declarations of fact under oath; but where parties reside more than 20 miles from the county seat, a local justice of the peace may receive application which will be forwarded to clerk and license be issued by mail.		Do.
Arkansas.....	Clerk of the county court or probate court of some county in the State.	Clerks are bound to furnish marriage licenses upon being "fully assured" that the applicants are lawfully entitled. Persons applying must enter into a bond of \$100, conditioned on the legality of their application and that they will comply with the terms.	The usual form authorizing solemnization, and containing names and ages of the parties.	Do.
California.....	County clerk of the county in which the marriage is to be celebrated.	Application must be made by the parties at least 3 days and not more than 30 days before license shall issue.	The license must show the identity of the parties, their names, ages, residence, and race.	
Colorado.....	County clerk of any county in the State.	Licensing officer to ascertain certain facts. License invalid after 30 days.	License contains names and addresses of parties and information as to previous marriages and their dissolution.	Do.
Connecticut.....	Registrar of births, marriages, and deaths in the town in which such marriage is to be celebrated.	The parties shall join in the application, each stating name, color, age, occupation, birthplace, residence, whether single, widowed, or divorced, and whether under a guardian. Application must include signed statement from licensed physician that person is free from communicable syphilis. License not to issue until fifth day after filing application.		Residents of State marrying in a foreign country must secure a license from their home-town registrar. Penalty for illegal issuance.
Delaware.....	County clerks of the peace, and justices of the peace.	The parties must appear together and be examined in the presence of each other by the licensing officer.	License authorizes qualified persons to solemnize the marriage. License must have endorsed on fact information of previous marriages or divorces of parties.	

Synopsis of American marriage license statutes—Continued

Jurisdiction	By whom issued and where	Manner of application	Form and contents of license	Miscellaneous
District of Columbia	Clerk of the District Court.....	Clerk to ascertain facts which shall appear on the application.	License in the usual form, authorizing qualified persons to solemnize the marriage	
Florida.....	County judge of the county in which the woman resides.	Affidavit, signed by both parties, reciting their ages, must be filed		Penalty for illegal issuance. No license to be issued in blank
Georgia.....	Ordinaries or their deputies of the county where the female resides, if she is a nonresident, then by the ordinary of the county in which the marriage is to be performed.	Upon application certain facts to be stated under oath by both parties or either of them. Names and addresses of parties and parents, ages of parties, and absence of legal impediment to be stated in the application and verified by affidavits of 2 American citizens. Except in case of persons over 21, license not to issue till 5 days after application is made	The usual form, authorizing solemnization by any officiant	Penalty for illegal issuance.
Hawaii.....	Agents appointed to grant licenses to marry in the judicial district in which the marriage is to be celebrated.	Parties must appear personally before the agent and file written application, accompanied by signed and sworn statement of certain facts	License must bear date on its face, form to be furnished by board of health	Penalty for illegal issuance License null and void 30 days after issuance
Idaho.....	County recorder of any county in the State	License may issue "to parties applying who may be entitled to contract matrimony"	Usual form authorizing solemnization by proper officiants	Penalty for illegal issuance
Illinois.....	County clerk of the county where the marriage is to take place	1 of the parties must apply and establish certain facts by affidavit or oath	Form includes name, residence, age of each party, fact of parental consent, and place of marriage	Do
Indiana.....	Clerk of circuit court of the county where female resides.	No license shall be issued except upon written and verified application, showing facts indicated in next table.	Usual form, license directed to any person authorized to solemnize marriages	Penalty for illegal issuance Penalty for procuring illegal issuance
Iowa.....	Clerk of district court of county in which the marriage is to be solemnized			Penalty for illegal issuance Persons marrying without license, or aiding such marriage, guilty of misdemeanor
Kansas.....	Probate judges of the several counties..	License may be issued upon the affidavit of the applicant that the parties are of age, applicant to take oath as to relationship.		Penalty for illegal issuance or illegal refusal to issue.
Kentucky.....	Clerk of the county in which the female resides, but if she is of full age, or a widow, it may be issued by any county clerk.	If the clerk does not know the parties he must require \$100 bond that there is no legal obstruction to the marriage. Where the female not a resident of the county, application must be in person or by writing signed by her.	Usual form, authorizing solemnization by officiants.	Penalty for illegal issuance.

Louisiana.....	In the Parish of Orleans, by the board of health and judges of the city courts, elsewhere, by the clerks of the courts, in the parish where at least 1 of the parties is domiciled.	Facts of legality to be ascertained. The licensing officer shall require of the intended husband a bond conditioned that there is no legal impediment to the marriage	Usual form authorizing solemnization.	Do.
Maine.....	Clerk of the town in which each resides if they are both residents, if only one resides in the State, the clerk of the town where such party resides, if neither is a resident, the clerk of the town in which the marriage is to be solemnized. (License called certificate)	Application takes the form of a notice of intention to marry.	Certificate of intention (license) to state date when intention was filed, and shall contain a warning to officiants against illegal solemnization	Do.
Maryland.....	Clerk of the circuit court for the county in which the marriage is to be performed, or, in Baltimore, the clerk of common pleas	One of the parties must appear and apply personally.	Usual form, authorizing solemnization and containing certain facts given under oath.	Penalty for marrying without a license.
Massachusetts.....	Clerk of registrar of the town where each resides, or, if they are nonresidents in the town, where the marriage is to be solemnized. (License called certificate of intention)	Notice of intention (application) must be submitted in writing by both parties if both dwell within or without the State but notice may be given by parent, guardian, or licensed physician if such physician makes affidavit that one party is unable to appear because of illness	Certificate (license) to give date when notice of intention was filed and all facts required by law.	Penalty for illegal issuance.
Michigan.....	County clerk of the county in which either party resides, or, if both parties are nonresidents, in the county in which the marriage is to be performed.	Applicant must make affidavit of certain facts. Applicants must submit medical certificate stating both parties are free from venereal disease.	Forms, prepared by the secretary of state, provide for name, age, color, residence, birthplace, occupation of each party, parents' names, prior marriages, dates of license and of intended marriage.	Do
Minnesota.....	Clerk of the district court of the county in which the woman resides, or, if she is not a resident, the clerk of the county where the marriage is to be solemnized	The party applying to testify as to legality.		Do.
Mississippi.....	Clerk of the circuit court of any county in the State.	Parties to apply in writing, sworn to by the male, stating certain facts. Application to be on file 5 days before license is issued. Affidavit as to ages of both parties to be made by their parents or guardians, etc., or each shall appear personally and make oath. Affidavits to be attached to the application.	The license shall be directed to any authorized officiant.	Do.
Missouri.....	Recorders of the several counties, or of St. Louis.		Usual form, authorizing solemnization and including fact of parental consent where that is necessary.	Do.
Montana.....	Clerk of the district court of the county in which the marriage is to take place	Application may be made by either party or his or her agent or attorney.	License to contain names of parties and their parents; age, residence, birthplace, color, and history of previous marriages of each party	

Synopsis of American marriage license statutes—Continued

Jurisdiction	By whom issued and where	Manner of application	Form and contents of license	Miscellaneous
Nebraska.....	County judge of the county wherein the marriage is to take place.	License not to issue if name of either party appears on list of feeble-minded persons unless sterilization or incapacity to procreate is proven.	License to contain names of the parties and their parents, residence, birthplace, age, and color of each party.	Penalty for illegal issuance.
Nevada.....	County clerk of any county in the State.	One of the parties must apply; must give information under oath	The usual license form includes the names and residences of parties and information as to previous marriages, if any.	Do.
New Hampshire.....	Clerk of the town in which either dwells, or if nonresidents, in the town in which the marriage is to be performed.	Notice of intention to marry (application) shall contain the name, color, occupation, birthplace, and age of each party; information as to previous marriages of the parties, their parents' names, color, occupations, and birthplaces	The certificate (license) to embody facts in the notice and shall be delivered to the parties not less than 5 days from the date notice was entered.	Penalty for illegal issuance, or inducing illegal issuance.
New Jersey.....	City clerk in cities of the first class; elsewhere, by the registrar of vital statistics, if there be such officer, if not, then by the clerk of any municipality or the assessor of any township, if the female is a resident of the State, the license shall be obtained from the proper officer of the place where she resides, if she is not, then from an officer of the place where the male resides; if both are nonresidents, then from the officer where the marriage is to be solemnized	No license shall be issued until 48 hours after application is made Both contracting parties must appear and make oaths as to the legality of the marriage.	Usual form, authorizing solemnization.	Penalty for illegal issuance.
New Mexico.....	County clerk of the county in which the marriage is to be performed.	Where parties live more than 10 miles from the county seat, they may make application to any person authorized to perform marriages or to administer oaths Information on application to be given under oath.	The usual form, authorizing solemnization.	Penalty for illegal issuance, and for inducing illegal issuance.
New York.....	Town or city clerk of the place where the woman resides; if in New York City, from the city clerk, or the deputy city clerk of the borough of said city If the woman or both parties to be married are nonresidents of the State, license to be obtained from the clerk of town or city in which the marriage is to be performed	Each of the contracting parties must appear and make an affidavit as to certain facts.	The usual form, authorizing solemnization. An abstract of facts required in the application is to be appended to the license Marriage must be performed within 1 year of license issuance, license must show date and hour of issue.	Penalty for illegal issuance.
North Carolina.....	Registrar of deeds of the county in which the marriage is to take place, or by his deputy.	Groom must file affidavit of his freedom from active tuberculosis or any venereal disease, or he may file a certificate of health.	Form includes name, residence, age, and race of each party; names and residence of the parents, the fact of parental consent where necessary.	Penalty for illegal issuance or inducing such issuance.

North Dakota.....	County judge of the county in which either contracting party resides.	County judge to examine applicant upon legality, etc.	Usual form, authorizing solemnization.	Penalty for illegal issuance.
Ohio.....	Probate judge in the county where the female resides.	Each party must personally appear and make application, stating certain facts under oath.	License states it is effective only within 30 days of issuance. License to have printed upon it the penalty for failure of the officiant to make return.	Penalty for illegal issuance, and for inducing illegal issuance by false personation.
Oklahoma.....	Judge or clerk of the county court of some county in the State. The license shall be valid only in the county where issued.	Application must be in writing signed and sworn to in person before the issuer by a person competent to make oath and having personal knowledge of the facts	License to contain date, court issuing, and the names, ages, and residence of the parties. It shall be directed to any authorized officiant.	Penalty for illegal issuance.
Oregon.....	Any county clerk.....	Upon application the clerk shall secure the addresses of the parties and other information under affidavit	Usual form, authorizing solemnization by proper officiant.	Do.
Pennsylvania.....	Clerk of orphan's court in the county where either party resides, or where the marriage is to be performed.	The parties shall be identified to the satisfaction of the clerk and application shall be written and verified. Inquiry under oath of the parties to be made. The application shall contain the name, color, occupation, birthplace, residence, and age of each party, whether any prior marriages of parties; names, residence, occupations, color, and birthplaces of their parents; that neither party has a transmissible disease, and other necessary facts to determine legality	Usual form, authorizing solemnization and including the names and ages of the parties, whether previous marriages or divorces, and the statement of parental consent if necessary.	License valid only for 60 days. Hearing before orphan's court where clerk refuses to issue a license. Penalty for illegal issuance.
Rhode Island.....	Clerk of the town or city in which they or each of them resides; if nonresidents, from the clerk of the town or city in which the marriage is to be solemnized. (In Providence the registrar issues licenses).	The parties must both certify to certain facts in the presence of the clerk or an assistant.	License to contain certain facts certified by the parties.	Penalty for falsely procuring a license. License not to be issued to a nonresident woman until the sixth day after her application.
South Carolina.....	Judges of probate, except in counties of Darlington, Georgetown, and Sumter, where the clerk of the court shall issue licenses.		Usual form, authorizing solemnization and containing a statement of the legal capacity, age, residence, race, and nationality of each party.	
South Dakota.....	Clerk of courts of the county in which the marriage is to be solemnized.		Usual form, authorizing solemnization and including the names and residence of the parties and the statement that no legal impediment to the marriage exists.	Penalty for illegal issuance.
Tennessee.....	Clerk of the county court of the county where the female resides, or where the marriage is to be solemnized.	Clerk to take a bond in the sum of \$1,250 conditioned that there is no lawful cause to obstruct the marriage. Application to be in writing, to state certain facts, to be sworn to by male applicant. License not to issue until after 5 days. Affidavit as to the age of the girl to be made by the father, mother, or guardian, or the girl shall appear personally.	License is directed to the officiant, authorizing him to solemnize the marriage.	Do.

Synopsis of American marriage license statutes—Continued

Jurisdiction	By whom issued and where	Manner of application	Form and contents of license	Miscellaneous
Texas.....	Clerk of the county court.....	Man must produce doctor's certificate to the effect that he is free from any venereal disease 1933 act declared medical certificate impracticable but did not repeal act.	The license is directed to all authorized officiants.	Penalty for illegal issuance.
Utah.....	County clerk of the county in which the female resides (If she is 18 or over, or a widow, it may be issued in any county on her application in person or in signed writing)	An application blank containing these facts must be filed in the clerk's office Names, residence, and ages of the parties, names, birthplaces, and race or nationality of the parents. Affidavit as to legality required.		Penalty for illegal issuance, and for procuring issuance by fraud.
Vermont.....	Clerk of the town where the groom resides, if he is a nonresident, then of the town where the bride resides, if both nonresidents, then of the town where the marriage is to be solemnized (License called certificate of intention to marry)	The applicant shall sign and make oath to the declaration of intention.	Form is to be prescribed by the State board of health.	Penalty for illegal issuance.
Virginia.....	Clerk of the circuit court of the county or of the corporation court of the city in which the female resides, or by his deputy, in case of nonresidents, then by the same officers where the marriage is to be solemnized		The license shall bear the seal of the court	Where clerk refuses to issue a license, court hearing may be had. Penalty for illegal issuance There is a special provision for issuance of licenses to those living on Federal reservations
Washington.....	Any county auditor.....	Each applicant must file an affidavit of certain facts	License authorizes any person or religious organization or congregation to solemnize the marriage	Penalty for illegal issuance, and other violations of the law
West Virginia.....	Clerk of the county court of the county in which the female usually resides	Clerk to ascertain certain facts.....	The license authorizes solemnization..	Penalty for illegal issuance.
Wisconsin.....	County clerk of the county in which one of the parties resides, or, if both are nonresident, from the clerk of the county where the ceremony is to be performed.	Parties must file signed application Each party must be identified and swear to application before clerk issuing license or county clerk where party resides	The license shall authorize the ceremony to be performed in any county in the State (except in case of nonresidents) and shall be directed to any person authorized by the State to solemnize marriages License is good for 30 days after its date The license shall state ages and fact of parental consent, in case of minors, and record of prior marriages, if any, it shall also contain a statement that the license does not remove any disability rendering the marriage illegal	Notice of application to be posted, objections to marriage may be made. Penalty for illegal issuance
Wyoming.....	County clerk of the county where the marriage is to take place.	Upon application the clerk is to ascertain certain facts.		Penalty for falsely procuring a license.

EXHIBIT G

INSTRUCTION MANUAL

PART I. GENERAL INSTRUCTIONS TO TRANSCRIBERS OF BIRTH, DEATH, AND STILLBIRTH CERTIFICATES

Prepared under the supervision of Halbert L. Dunn, M. D., Chief Statistician for Vital Statistics

Copies must be made from the original certificates on the statistical transcript forms provided by the Bureau of the Census. Do not copy on any transcript form used prior to 1942. All live births, deaths, and stillbirths that occur within the year and within the limits of the area covered by your authorization must be transcribed. Check closely to see that the definitions of live birth and stillbirth were followed in making out the original certificate.

Transcripts should be typed; if this is not possible, write legibly in ink. Where abbreviations are permitted, only those designated in these instructions may be used. Do not use ditto marks.

All inquiries must be answered in full, if possible. If, after diligent inquiry and proper search by the State office, the data under any item required by the Bureau of the Census cannot be procured, the transcriber shall place an X in the space opposite such items. Do not leave blank or use any other mark, symbol, or abbreviation for this purpose, unless otherwise specified in these instructions.

If the State office has queried the original source for additional data required by the Bureau of the Census, and a final reply has not been received, indicate this fact by placing a double cross (‡) opposite such items on the transcript. If the reply to a query has not been received before time for the regular shipment to the Bureau of the Census, include these transcripts with the shipment and send the additional information as soon as obtained. When forwarding additional information, for identification, give the State file number, county or city, name of person, and date of occurrence.

It is important to include on transcripts complete data regarding both the place of birth or death and the place of residence, in order that rates of each locality may be computed by place of occurrence and by place of residence. It is, therefore, absolutely essential that the item on both the birth and the death certificates show the true residence, i. e., the actual place of abode.

Particular care should be exercised when place of occurrence or place of residence is stamped on the form prior to transcription. It frequently happens that these prestamped forms are used for different areas than those stamped upon the transcript. This results in failure to cross out "County" or "City," failure to write in the new county or city, the assignment of rural transcripts to urban areas, and many other errors, all of which lead to the assignment of an incorrect code.

DEFINITIONS OF LIVE BIRTH AND STILLBIRTH

A child showing any evidence of life (action of heart, breathing, or movement of voluntary muscle) after complete birth should be registered as a live birth. Birth is considered complete when the child is altogether (head, trunk, and limbs) outside the body of the mother, even if the cord is uncut and the placenta still attached.

A fetus showing no evidence of life after complete birth (no action of heart, breathing, or movement of voluntary muscle), if the twentieth week of gestation has been reached, should be registered as a stillbirth.

Please notify us if your State does not query all items required by the Bureau of the Census, or if the State certificates do not include all items on the Census statistical transcript forms. Specify those that are omitted. This will prevent needless correspondence.

Time of shipment—Regular shipments of the 1942 transcripts should be made every 2 months. The schedule for shipment is:

January and February: Shipped not later than June 1, 1942.

March and April: Shipped not later than August 1, 1942.

May and June: Shipped not later than October 1, 1942.

July and August: Shipped not later than December 1, 1942.

September and October: Shipped not later than February 1, 1943.

November and December: Shipped not later than April 1, 1943.

Final shipment of all delayed transcripts: Shipped not later than May 1, 1943.

These are the maximum periods for making shipments; whenever possible, earlier shipments are desired.

Bimonthly shipments will have a definite advantage. The number of check lists made each year will be reduced from 12 to 6 by including transcripts for 2 months on 1 list.

Ship all transcripts by registered mail.—(The usual fee for registry is not required in transmitting official mail of this kind.) Suitable wooden boxes will be provided for these shipments, upon request to the Bureau of the Census. In ordering these boxes, specify whether for birth or death transcripts.

The transcripts should be filed in these boxes by area in the following order:

1. Counties (rural part) arranged as on the check list form.
2. Rural cities (i. e., cities listed directly under the counties on the check list) arranged by counties, which should be in alphabetical order.
3. Cities listed at the end of the check list should be arranged alphabetically, except that cities having populations of 100,000 or more should be filed separately.

[NOTE.—Examine closely illustrations, Forms 1 and 2, before starting the transcribing. Verify all transcripts to the original certificates.]

SPECIAL INSTRUCTIONS ON DEATHS OF MILITARY PERSONNEL

In the case of a death of a member of the military forces reported by the Army or Navy, the camp or station to which the deceased was assigned will be given on the certificate. If the deceased's military station is typed or stamped in the upper left-hand corner of the certificate, this information should be copied in full in the upper right-hand corner of the transcript. If it is not typed or stamped in the upper left-hand corner of the certificate, copy the address of the signer (as given in the lower right-hand corner of the certificate) in the upper right-hand corner of the transcript. This information should be given in addition to that on place of residence which is to be transcribed from the place-of-residence information on the certificate.

INSTRUCTIONS FOR TRANSCRIBING LIVE-BIRTH CERTIFICATES

Copy all of the following items (see Form 1).

Give file number and name of State.

Place of birth: Copy in full the geographic data for place of occurrence as given on the certificate. Name of county. Name of city or town: (a) See that the city, township, or village stated is actually in the county stated on the certificate; (b) where the city, township, and/or county have the same name, determine correct geographic location in each instance. If birth occurred in a hospital or an institution, give its name in full. Give length of stay of the mother in the hospital or institution. Length of stay before delivery in city or town where birth occurred must be stated; if birth did not occur in a city or town, give length of stay in the county where birth occurred: (a) Where a birth occurs in a hospital or an institution, a city should be given as the place of occurrence only if the institution is located within the city's corporate limits.

NOTE.—If birth occurred in a place having a population of 2,500 or more, it is especially important that the name of the place be reported after the words "City or town." These cities are given on the monthly shipment check lists under each county, or at the end under "Cities."

Usual residence of mother: Copy in full the geographic data for the actual place of residence as given on the certificate. Name of State. Name of county. Name of city or town: (a) See that the city, township, or village stated is actually in the county stated on the certificate. (b) Where the city, township, and/or county have the same name, determine correct geographic location in each instance.

NOTE.—Give actual place of residence, not the post-office address. If not in a city or town, write "Rural."

Name: Write only first and last names in full. Use initials for middle names. If child is unnamed, give surname only.

Sex: Abbreviate: M for male; F for female; and Unk for unknown.

Twin or triplet: Natality transcripts should be marked "Twin," "Triplet," etc., and if both, or all, infants were born alive, a properly identified transcript for each should be submitted. In case of plural births, if any mate or mates are stillborn, state this fact and give sex of the mate or mates. Note on each transcript whether

WRITE OR TYPE LEGIBLY IN SPACES PROVIDED

Avoid writing or typing over printing on transcript

Copy place of death in full. If death occurred within corporate limits of any area shown on the check list, or within any other city, regardless of size, copy that name for "City or town." If death occurred outside limits of such areas, write "Rural" for "City or town."

Copy State name or State number on every transcript.

Copy State file number on every transcript.

For military personnel only. Copy military station as given at top of certificate. If not given, copy address of signer as given at bottom of certificate.

Copy usual residence of deceased in full. If residence is within corporate limits of any area shown on the check list, or within any other city, regardless of size, copy that name for "City or town." If residence is outside limits of such areas, write "Rural" for "City or town."

Copy in full the name of the hospital or institution. Do not use street addresses, code numbers, or any other abbreviations.

VB: Form 41-10-24

DO NOT WRITE IN THIS SPACE

DEATH-STATISTICAL TRANSCRIPT

State file number 4838

<p>PLACE OF DEATH</p> <p>State <u>New York</u></p> <p>County <u>Nassau</u></p> <p>City or town <u>East Rockaway</u></p> <p>Full name of hospital or inst. <u>Samaritan Hospital</u></p> <p>Length of stay: In hosp. or inst. <u>6 days</u> In this community <u>1 month</u></p>	<p>USUAL RESIDENCE OF DECEASED</p> <p>State <u>New York</u></p> <p>County <u>Erie</u></p> <p>City or town <u>Buffalo</u></p> <p>Street number <u>1200 High Street</u></p>
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If given, copy in full, specifying the war or other military service in which the deceased served. Give date of enlistment, if specified.

Copy in full "Length of stay in hospital or institution" and "in this community."

If answered on original, copy as given.

If given, copy full name of deceased.

DO NOT WRITE IN THIS SPACE

Name <u>Carl F. Worth</u>		If veteran, name war <u>World</u>		Social Sec. No. <u>403-02-567</u>	
Sex <u>M</u>	Color or race <u>W</u>	Marital status <u>M</u>	Age of wife or husband <u>40 Yrs.</u>	Birth date of deceased <u>May 27, 1892</u>	
Age: Years <u>48</u>	Months <u>11</u>	Days <u>7</u>	hr. <u></u>	min. <u></u>	Birthplace <u>New York</u>

If answered on original, copy as given.

Copy sex on every transcript. Write "M" for male and "F" for female. Do not use any other form to indicate sex.

If answered on original, copy as given.

Copy color according to following scheme: W for white; B for Negro (all degrees); Ind for Indian; Ch for Chinese; Jp for Japanese; Mex for Mexican. Any other race stated on original certificate should be copied in full.

Usual Occupation <u></u>	Industry or business <u></u>	Date of death: Month <u>May</u> Day <u>4</u> Year <u>1942</u>
Immediate cause of death <u>Bronchopneumonia</u>	Duration <u>3 days</u>	
Due to <u>Fracture, dislocation of fifth cervical vertebra</u>		
Other Conditions <u>Alcoholism</u>		DO NOT WRITE IN THIS SPACE

Copy birthplace on every transcript giving only State or foreign country. Do not write the name of a city. If it is not known that deceased was born in the United States, or in what foreign country, write Unk. Do not abbreviate names of foreign countries.

Copy marital status on every transcript according to following scheme: S for single; M for married; Wid for widowed; Div for divorced; Unk for unknown.

Copy date of death on every transcript. Give month, day, and year.

Copy age on every transcript. Give years, months, and days. If less than 1 day, give hours and minutes.

Major findings of operation <u>Reduction of fracture</u>	Date of operation <u>Apr. 28, 1942</u>	Major findings of autopsy <u></u>
DEATHS DUE TO SUICIDE OR VIOLENCE		
Accident, suicide, or homicide (Specify) <u>Accident</u>	Date of Occurrence <u>Apr. 28, 1942</u>	Where did injury occur? - (City or town, county, and State) <u>East Rockaway, Nassau Co., N. Y.</u>
In home, or "farm, etc?" <u>Public</u>	While at work? <u>No</u>	Means of injury <u>Collision of auto and taxi</u>
DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS		M. D. or other <u>Coroner</u>

Copy each cause, with the duration exactly as it is given on the original. If the physician has underlined any of the causes, copy the underlining. Copy major findings of operation, including date of operation. Copy major findings of autopsy. Copy any additional information relating to causes of death that may have been obtained since the certificate was originally filed. For a maternal death, copy any notes or statements indicating whether a birth had occurred. Also state the period of gestation.

Do not copy occupation, industry, or business; unless deceased was a member of military or naval services. In such a case, write soldier, sailor, etc.

Copy all of the information given for deaths due to violence. Be sure to give the date when and actual place where injury occurred.

Indicate whether M. D., coroner, or other.

WRITE OR TYPE LEGIBLY IN SPACES PROVIDED

Avoid writing or typing over printing on transcript

Copy place of birth in full. If birth occurred within corporate limits of any area shown on the check list, or within any other city, regardless of size, copy that name for "City or town." If birth occurred outside limits of such areas, write "Rural" for "City or town."

Copy State name or State number on every transcript.

Copy State file number on every transcript.

Copy usual residence of mother in full. If residence is within corporate limits of any area shown on the check list, or within any other city, regardless of size, copy that name for "City or town." If residence is outside limits of such areas, write "Rural" for "City or town."

Copy in full the name of the hospital or institution. Do not use street addresses or other identifying numbers.

VB Form 41-126-28
LIVE BIRTH-STATISTICAL TRANSCRIPT

State file number: 67823

State: Wisconsin

PLACE OF BIRTH

County: Outagamie

City or town: New London

Name of hosp. or inst.: Community Hospital

Mothers stay before delivery
In hosp. or inst.: 8 hrs. In this community: 8 hrs.

USUAL RESIDENCE OF MOTHER

State: Wisconsin

County: Waupaca

City or town: Rural

Street number: -

DO NOT WRITE IN THIS SPACE

Name: John Brown

Sex: M

Twin or triplet: -

Born let. (1st, 2nd, or 3rd): -

Date of birth: Jan. 6, 1942

Is mother married: Yes

DO NOT WRITE IN THIS SPACE

FATHER OF CHILD

Color or race: W

Age: 27

Birthplace: Wisconsin

Usual occupation: -

Industry or business: -

MOTHER OF CHILD

Color or race: W

Age: 25

Birthplace: Michigan

Usual occupation: -

Industry or business: -

Other children now living: 0

Other children born alive, now dead: 0

Children born dead: 0

DO NOT WRITE IN THIS SPACE

M. D., midwife or other: Dr.

Copy in full as given on original certificate.

Copy first and last name, and middle initial, if given.

Copy month, day, and year of birth.

Copy color according to following scheme: W for white; B for Negro (all degrees); Ind for Indian; Ch for Chinese; Jp for Japanese; Mex for Mexican. Any other race stated on original certificate should be copied in full.

Copy the State or foreign country of birthplace. Do not copy the name of a city. Do not abbreviate the name of a foreign country.

Do not copy usual occupation. Do not copy industry or business.

Copy age of father as given on certificate.

Copy answer to each item. Use digits only. Use 0 for no children. Use X for unknown. Do not use a dash, a question mark, "Unk." or leave any item unanswered. Note that the child represented by this transcript should not be included in these items. These items ask for other children.

Copy attendant at birth on every transcript, according to following scheme: Dr. for doctor of medicine; D. O. for osteopath; Mwf. for midwife; Ot. for other person; Unk. for unknown. Do not copy name of attendant.

Copy sex on every transcript. Write "M" for male and "F" for female. Do not use any other form to indicate sex.

If a plural birth, write "Twin" or "Triplet." Make a separate transcript for each child. If one child of a plural birth is stillborn, indicate that fact and its sex in the blank space at bottom of transcript. For example, write "Mate stillborn, male."

Answer this item only on transcripts for plural births. It is intended to show which of a pair of twins was born first.

Copy answer as given on original certificate. If this question, or a similar one, does not appear on original certificate, leave item blank.

See instructions for corresponding item for father of child.

See instructions for corresponding item for father of child.

See instructions for corresponding item for father of child.

Copy age of mother as given on original certificate.

child was born first, second, third, etc. When not a plural birth, fill in this item with a dash (—).

Date of birth (give month, day, and year): Abbreviate: Jan., Feb, Mar., Apr., Aug., Sept., Oct., Nov., Dec. Write out May, June, and July. Do not use numbers to signify months.

Is mother married? Write "Yes" or "No." If the question is not included on the original certificate, leave space blank.

Color or race: Abbreviate: W for white; B for Negro (including all degrees of Negro descent such as mulatto, quadroon, etc.); Ind for Indian; Ch for Chinese; Jp for Japanese; Mex for Mexican, if any other race, copy as given. Do not use C., Col., or Colored.

Age of parents: Give age of parents as stated on the certificate (years only).

Birthplace of father and mother, respectively: Do not give the name of a city. Copy only the name of the State, or, if foreign, name of the country. Abbreviations may be used for States, but the name of a foreign country should be written in full.

Usual occupation and industry or business: Do not copy this item.

Number of other children born to this mother: Fill in all three items. Be sure that this child is not included in any of the three items. Example: If this is the first child of this mother, the entry should be 0, 0, and 0.

Certificate of attending physician or midwife: Indicate whether the birth was attended by a physician or by other person, as follows: Dr. for medical doctor; D. O. for osteopathic doctor, Mwf for midwife; Ot for all other persons; and Unk for unknown. Do not write the name of the person in attendance. Omit other information under this heading.

INSTRUCTIONS FOR TRANSCRIBING DEATH CERTIFICATES

Copy all of the following items (see Form 2).

Give file number and name of State.

Place of death: Copy in full the geographic data for place of occurrence as given on the certificate. Name of county. Name of city or town: (a) See that the city, township, or village stated is actually in the county stated on the certificate; (b) where the city, township, and/or county have the same name, determine correct geographic location in each instance. If death occurred in a hospital or an institution, give its name in full. Length of stay in hospital where death occurred, and length of stay in city or town where death occurred, must be copied, if death did not occur in a city or town, give length of stay in the county where death occurred: (a) Where a death occurs in a hospital or an institution, a city should be given as the place of occurrence, only if the institution is located within the city's corporate limits.

NOTE—If death occurred in a place having a population of 2,500 or more, it is especially important that the name of the place be reported after the words "City or town." These cities are given on the monthly shipment check lists under each county, or at the end under "Cities."

Usual residence of deceased: Copy in full the geographic data for the actual place of residence as given on the certificate. Name of State. Name of county. Name of city or town: (a) See that the city, township, or village stated is actually in the county stated on the certificate; (b) where the city, township, and/or county have the same name, determine correct geographic location in each instance.

NOTE.—Give actual place of residence, not the post-office address. If not in a city or town, write "Rural."

NAME: Write only first and last names in full. Use initials for middle names. In the case of plural births, where two or more infants die, indicate this fact on the transcripts by writing "Twin A," "Twin B," etc. This information should be written directly after the name. If child is unnamed, give surname only.

If veteran: Copy in full, specifying the war or other military service in which the decedent served. Copy date of enlistment if given on the certificate.

Social Security number: Copy number as given on the certificate.

Sex: Abbreviate: M for male; F for female; and Unk for unknown

Color or race: Abbreviate: W for White; B for Negro (including all degrees of Negro descent such as, mulatto, quadroon, etc.); Ind for Indian; Ch for Chinese; Jp for Japanese; Mex for Mexican; if any other race, copy as given. Do not use C., Col., or Colored.

Marital status: There should be an entry on each transcript. Abbreviate: S for single; M for married; Wid for widowed; Div for divorced, M for separated; and Unk for unknown or not stated. If decedent was an infant or child, write S.

Age of wife or husband: Copy in years as given on the certificate

Birth date of deceased (give month, day, and year). Abbreviate: Jan, Feb., Mar., Apr, Aug, Sept, Oct., Nov., Dec. Write out May, June, and July. Do not use numbers to signify months.

Age of deceased Fill in each item, giving years, months, and days. If less than 1 day, give hours and minutes. For examp^lc.

Age	Years	Months	Days	Less than 1 day
1 year or over.....	21	4	25	
1 month to 1 year.....	—	6	29	
1 day to 1 month.....	—	—	26	
Less than 1 day.....	—	—	—	12 hours

Use dash (—) as indicated above

Birthplace of deceased: Do not give the name of a city. Copy only the name of the State, or, if foreign, name of the country. Abbreviations may be used for States, but the name of a foreign country should be written in full.

Usual occupation and industry or business: Copy only if occupation is specified as in the military service. In all other cases, do not copy the occupational information

Date of death (give month, day, and year) Abbreviate: Jan., Feb, Mar, Apr., Aug, Sept., Oct., Nov, Dec. Write out May, June, and July. Do not use numbers to signify months

Medical certification Copy in full all information required on the statistical transcript keeping items in the same order as shown on the original certificate, viz Immediate cause of death, with duration or date of onset Underlying conditions following the item "Due to." Other conditions, including statements relating to pregnancy and childbirth For a maternal death, if the original certificate contains any note or statement relating to the birth of a child, copy this information in full Place a double cross (#) where queries have been made so that the Census Bureau will not duplicate such queries. If additional information besides that appearing on the original certificate has been obtained from the certifying physician or coroner, include this on the transcript. If necessary, use the reverse side for copying. If the physician or coroner has underlined any statement, it is necessary to copy the underlining exactly as shown on the original certificate. Copy major findings of operations, including date of operation if given; also copy major findings of autopsy if given.

Death due to violence (accident, suicide, or homicide) Do not check, circle, or underline these words, but specify "Acc" for accident; "Suic" for suicide, and "Hom" for homicide.

Date of occurrence See instructions for copying "Date of death."

Where did injury occur? Copy State, county, and city or town.

In home, on farm, etc.. Specify whether in home, on farm, industry, or public place.

While at work Write "Yes" or "No."

Means of injury: Copy in full as given on original certificate.

M. D., coroner, or other (specify), do not copy name, address, or date signed.

INSTRUCTIONS FOR TRANSCRIBING STILLBIRTH CERTIFICATES

Copy all of the following items (see form 3)

Give file number and name of State

Place of stillbirth Copy in full the geographic data for place of occurrence as given on the certificate Name of county. Name of city or town. (a) See that the city, township, or village stated is actually in the county stated on the certificate; (b) where the city, township, and/or county have the same name, determine correct geographic location in each instance If stillbirth occurred in a hospital or an institution, give its name in full. Give length of stay of mother in the hospital or institution. Also give length of stay, before delivery, in city or town where stillbirth occurred, if the stillbirth did not occur in a city or town, give

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DO NOT WRITE IN THIS SPACE		STILLBIRTH—STATISTICAL TRANSCRIPT		State File No. 92079 VS: Form 41-NM-23	
STATE		Texas			
PLACE OF STILLBIRTH			USUAL RESIDENCE OF MOTHER		
County <u>Galveston</u>			State <u>Texas</u>		
City or town <u>Texas City</u>			County <u>Galveston</u>		
Name of Hosp. or Inst. <u>Danforth Clinic Hospital</u>			City or town <u>Alta Loma</u>		
Mother's stay before delivery In Hosp. or Inst. <u>2 days</u>			In the community <u>2 days</u>		
Street No. <u>—</u>					
DO NOT WRITE			IN THIS SPACE		
Name <u>Unnamed Jones</u>		Sex <u>M</u>	Twin or triplet <u>—</u>	Born. 1st 2d. or 3d. <u>—</u>	
Months of pregnancy <u>9 1/4</u>	Date of stillbirth <u>March 5, 1942</u>	Is mother married? <u>Yes</u>	DO NOT WRITE IN THIS SPACE		
FATHER OF CHILD			MOTHER OF CHILD		
Color or race <u>W</u>	Age <u>51</u>	Color or race <u>W</u>	Age <u>29</u>		
Birthplace <u>Texas</u>			Birthplace <u>England</u>		
Usual occupation <u>—</u>			Usual occupation <u>—</u>		
Industry or business <u>—</u>			Industry or business <u>—</u>		
Children now living <u>1</u>	Children born alive, now dead <u>0</u>	Other children born dead <u>0</u>	DO NOT WRITE IN THIS SPACE		
Did child die before labor? <u>—</u>	During labor? <u>Yes</u>	Pregnancy complications <u>Acute nephritis</u>			
LABOR.	(a) Complications <u>Eclampsia</u>	(b) Induced? <u>Yes</u>			
Operation? <u>Yes</u>	State all operations <u>Forceps</u>				
Die before operation? <u>—</u>	Or during operation? <u>Yes</u>	CAUSE OF STILLBIRTH (a) Fetal causes <u>Difficult labor</u>		DO NOT WRITE IN THIS SPACE	
CAUSE OF STILLBIRTH (b) Maternal causes <u>Acute nephritis with eclampsia</u>			M. D. midwife or other <u>H. D.</u>		

length of stay in the county where stillbirth occurred: (a) Where a stillbirth occurs in a hospital or an institution, a city should be given as the place of occurrence, only if the institution is located within the city's corporate limits.

NOTE.—If stillbirth occurred in a place having a population of 2,500 or more, it is especially important that the name of the place be reported after the words "City or town." These cities are given on the monthly shipment check lists under each county or at the end under "Cities."

Usual residence of mother: Copy in full the geographic data for the actual place of residence as given on the certificate Name of State. Name of county. Name of city or town. (a) See that the city, township, or village stated is actually in the county stated on the certificate; (b) where the city, township, and/or county have the same name, determine correct geographic location in each instance.

NOTE.—Give actual place of residence, not the post office address. If not in a city or town, write "Rural."

Name: Write only first and last names in full. Use initials for middle names. If child is unnamed, give surname only.

Sex: Abbreviate: M for male; F for female; and Unk for unknown.
Twin or triplet: A separate transcript is required for each infant. In case of plural births, if any mate or mates are live born, state this fact. When not a plural stillbirth, fill in this item with a dash (—).

Months of pregnancy: Give number of months of pregnancy as stated on original certificate.

Date of stillbirth (give month, day, and year): Abbreviate: Jan, Feb, Mar., Apr., Aug., Sept., Oct., Nov., Dec. Write out May, June, and July. Do not use numbers to signify months.

Is mother married? Write "Yes" or "No" If the question is not included on the original certificate, leave space blank.

Color or race: Abbreviate: W for White; B for Negro (including all degrees of Negro descent such as, mulatto, quadroon, etc.); Ind for Indian; Ch for Chinese; Jp for Japanese; Mex for Mexican; if any other race, copy as given. Do not use C, Col., or Colored

Age of parents: Give age of parents as stated on the certificate (years only).

Birthplace of father and mother, respectively: Do not give the name of a city. Copy only the name of the State, or, if foreign, name of the country. Abbreviations may be used for States, but the name of a foreign country should be written in full.

Usual occupation and industry or business: Do not copy this item.

Number of other children born to this mother: Fill in all three items. Be sure that this stillbirth is not included in any of the three items. Example: If this is the first stillbirth of this mother, the entry should be 0, 0, and 0.

Cause of stillbirth: Copy all information pertaining to the cause or causes of stillbirth.

Certificate of attending physician or midwife: Indicate whether the stillbirth was attended by a physician or by other person, as follows: Dr. for medical doctor; D. O. for osteopathic doctor; Mwf. for midwife; Ot. for all other persons; and Unk. for unknown. Do not write the name of the person in attendance. Omit other information under this heading.

INSTRUCTION MANUAL

PART II. INSTRUCTIONS FOR CODING AND PUNCHING GEOGRAPHIC AND PERSONAL PARTICULARS OF MORTALITY AND NATALITY TRANSCRIPTS

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INTRODUCTION TO INSTRUCTION MANUAL

This manual is published for the use of the clerical and professional staff of the Division of Vital Statistics and for the information of statisticians, health officers, and registrars who use census vital statistics data or who themselves have similar coding and tabulating problems. The manual gives a detailed description of the transcribing, coding, punching, and tabulating procedures used in the Bureau of the Census in compiling mortality and natality data in separate parts.

Part I of this manual contains the instructions to State transcribers of birth, stillbirth, and death certificates. Part II outlines the general methods of handling transcripts, and gives the details for coding and punching geographic and personal particulars of natality and mortality transcripts. Part III includes the detailed specifications for the machine tabulation of birth and death data. Part IV includes general instructions to the coders of cause-of-death items, special rules regarding joint-cause coding, querying, etc. Part V, now IA, is the detailed code used in the geographic coding of births, stillbirths, and deaths by place of occurrence and by place of residence. It is based on the results of the 1940 enumerated population. The major instructions for coding cause of death, including details of the cause-of-death code, index of terms, tables of joint-cause preference, etc., are published in the 1938 revision of the Manual of the International List of Causes of Death and Manual of Joint Causes of Death. This manual is published in book form by the Bureau of the Census.

The International List of Causes of Death and the selections specified by the Joint Cause Manual are universally accepted in the United States as the standard cause-of-death code. However, many of the other details of coding and punching procedure may not be appropriate for general use.

It is hoped that no State or city registrar will feel that he is required to adopt those technical processes that might be quite foreign to his own office needs. Insofar as he may find the Instruction Manual of value, he may feel free to incorporate its rules with his own office instructions.

PROCEDURE IN CODING MORTALITY TRANSCRIPTS

The following statements describe the routine of handling mortality transcripts:

1. A hand count by area and by month of occurrence is made of the transcripts received from the States. The count is compared with the check list supplied by each State. In counting, a separation must be made between the rural and rural-city transcripts. A cumulative total sheet is prepared from the bimonthly shipment check list which is used as a control sheet in checking the final tabulation and in making a provisional tabulation and release. The provisional tabulation

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will show for each State the number of deaths in rural areas, in cities of 2,500 to 10,000, in cities of 10,000 to 100,000, and in each city having a population of 100,000 or more.

2. After the transcripts are counted, the transcripts showing deaths under 1 year of age are counted, and a provisional tabulation is made. "Under 1" transcripts are not to be separated from the others. This tabulation gives for each State the number of infant deaths in rural areas, in cities of 2,500 to 10,000, in cities of 10,000 to 100,000, and in each city having a population of 100,000 or more.

3. The transcripts are separated into four groups: (a) rural, (b) rural cities (cities of 2,500 to 10,000); (c) cities of 10,000 to 100,000; and (d) cities of 100,000 or more, filed individually. The procedure for handling each group is the same, and is outlined below.

No.	PLACE OF DEATH			PLACE OF RESIDENCE			INST.	SEX	REL.	AGE	MAY.	NO.	FIRST CAUSE	SECOND CAUSE	PL.	SPECIAL	SP. CAUSE	
	STATE	CITY	SET UP	STATE	CITY	SET UP												
1	X			X														
2	0	0	0	0	0	0												
3	1	1	1	1	1	1	M	1	1	1	1	1	1	1	1	1	1	1
4	2	2	2	2	2	2	F	2	2	2	2	2	2	2	2	2	2	2
5	3	3	3	3	3	3	M	3	3	3	3	3	3	3	3	3	3	3
6	4	4	4	4	4	4	M	4	4	4	4	4	4	4	4	4	4	4
7	5	5	5	5	5	5	F	5	5	5	5	5	5	5	5	5	5	5
8	6	6	6	6	6	6	M	6	6	6	6	6	6	6	6	6	6	6
9	7	7	7	7	7	7	F	7	7	7	7	7	7	7	7	7	7	7
10	8	8	8	8	8	8	M	8	8	8	8	8	8	8	8	8	8	8
11	9	9	9	9	9	9	F	9	9	9	9	9	9	9	9	9	9	9
12	0	0	0	0	0	0												
13	2	3	4	5	6	7												
14	8	9	10	11	12	13												
15	14	15	16	17	18	19												
16	20	21	22	23	24	25												
17	26	27	28	29	30	31												
18	32	33	34	35	36	37												
19	38	39	40	41	42	43												
20	44	45	46	47	48	49												
21	50	51	52	53	54	55												

No.	PLACE OF DEATH			PLACE OF RESIDENCE			INST.	SEX	REL.	AGE	MAY.	NO.	FIRST CAUSE	SECOND CAUSE	PL.	SPECIAL	SP. CAUSE	
	STATE	CITY	SET UP	STATE	CITY	SET UP												
1	X			X														
2	0	0	0	0	0	0												
3	1	1	1	1	1	1	M	1	1	1	1	1	1	1	1	1	1	1
4	2	2	2	2	2	2	F	2	2	2	2	2	2	2	2	2	2	2
5	3	3	3	3	3	3	M	3	3	3	3	3	3	3	3	3	3	3
6	4	4	4	4	4	4	M	4	4	4	4	4	4	4	4	4	4	4
7	5	5	5	5	5	5	F	5	5	5	5	5	5	5	5	5	5	5
8	6	6	6	6	6	6	M	6	6	6	6	6	6	6	6	6	6	6
9	7	7	7	7	7	7	F	7	7	7	7	7	7	7	7	7	7	7
10	8	8	8	8	8	8	M	8	8	8	8	8	8	8	8	8	8	8
11	9	9	9	9	9	9	F	9	9	9	9	9	9	9	9	9	9	9
12	0	0	0	0	0	0												
13	2	3	4	5	6	7												
14	8	9	10	11	12	13												
15	14	15	16	17	18	19												
16	20	21	22	23	24	25												
17	26	27	28	29	30	31												
18	32	33	34	35	36	37												
19	38	39	40	41	42	43												
20	44	45	46	47	48	49												
21	50	51	52	53	54	55												

(a) Prior to numbering, bimonthly shipments of each "Ot" city and each county (rural), and each rural city must be held for consolidation. This consolidation must be carried out as far as practicable, thus throwing into groups many transcripts for each area. After consolidation, the transcripts are prepared for numbering and are given a beginning and an ending number.

- (b) Number transcripts.
- (c) Assemble in books of 500 and file for editing and coding.
- (d) Edit and code for personal particulars. Reverse number sequence in this step. The coder will check the first and last number of each book and the legibility of numbers, and also count the number of transcripts in each book. Edit and code transcripts for place of death, place of residence, and institution. Note in the following instructions that it is not necessary to code every transcript for place of death.

LOCATION OF CODES

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104		Maryland		Fort George G. Meade, Md.	
PLACE OF DEATH		DEATH CERTIFICATE OF DECEASED		4838	
State		Sex		Race	
Baltimore		Male		West Virginia	
City or town		County		City or town	
Baltimore		Kanawha		Charleston	
Full name of hospital		City or town		Street number	
Baltimore City Hospital		Charleston			
Length of stay in hospital		In this community			
3 days		3 days			
19-01-15		19-02-11		03	
Name		IF veteran		Social Sec. No.	
Joseph R. Smith		Regular Army		403-02-5678	
Sex		Color or race		Marital status	
M		W		S	
Age		Days		IF less than 1 day	
25		6		18	
Occupation		Industry or business		Date	
Soldier		(Remember the physician's certification)		Jan. 8 1942	
Immediate cause of death		Duration			
Bronchopneumonia		2 days		170 C	
Cause of death				107 X	
Fracture, dislocation of fifth cervical vertebra				5 8	
Other conditions				Alcoholism	
Major findings of injuries		Date of occurrence		Major findings of injuries	
Reduction of fracture		Jan. 5, 1942			
Location, outside of institution (if any)		Date of occurrence		Place and injury occur - (City or town, county, and State)	
Accident		Jan. 5, 1942		Bel Air, Harford Co., Maryland	
In jump or from aircraft		White or color		Nature of injury	
No		No		Collision of two autos	
Place of accident				M. or M. or subject	
				Dr.	

Place of death

Place of residence

Hospital or institution

Veteran status

Nativity if foreign

Primary cause of death

Secondary cause of death

Nature of injury

Place of accident

(e) Verify transcripts for coding personal particulars, place of death, place of residence, and institution. The verifier is responsible for the correct numbering sequence and completeness of each book.

(f) Send transcripts to the Nosology Unit for cause-of-death coding.

(g) Transcripts are held in file awaiting call from Machine Tabulation Division for card punching.

(h) Additional information is added to the transcripts at any time after assembling in books of 500, up to and including the punching of the cards. No information is added after tabulation is begun.

INSTRUCTIONS FOR EDITING AND CODING MORTALITY TRANSCRIPTS

General.

General instructions.—Coders of geographic and personal particulars are responsible for the editing and coding of information contained in all items except those included in the medical certification. The coder must write legibly and *make plain* anything that cannot be read at a glance. A colored crayon is used for coding. The supervisor must be consulted whenever there is any doubt about the correct procedure.

Items on place of death and place of residence.

Transcripts for each State are separated into four groups: (1) those for cities of 100,000 or more inhabitants, by individual cities; (2) those for cities having 10,000 to 100,000 inhabitants ("Other" or "Ot" cities), filed collectively by cities in alphabetical order; (3) those for places having 2,500 to 10,000 inhabitants (rural cities); and (4) the rural districts. The "rural" transcripts are filed by counties in alphabetical order. The "rural cities" transcripts are filed alphabetically by counties that are also in alphabetical order. All groups of transcripts will be handled in the same way. Each item is to be examined and coded according to the following instructions.

Place of death.—The code number for place of death is written in the left-hand code box below the place-of-death item. The 1941 edition of the geographic code is used to determine the correct code number.

Transcripts in any book will either be all for the same city (as in the case of 100,000 cities) or will consist of bunches of transcripts for certain cities, or bunches of transcripts for the rural part of counties. A six-digit geographic code must be placed on the first transcript of each group. The first transcript of each book must always be coded. After the first transcript of each group is coded, no other coding is necessary for place of death. The coder and verifier must make sure, however, that every uncoded transcript following is from the same geographic code area as coded on the first transcript of that group. It is very important that the first transcript of each group be correctly coded in order to avoid the same error on each succeeding transcript in the group.

The population-group code, which is included in the six-digit geographic code mentioned above, is given below:

	Code
Cities of 100,000 or more.....	5
Cities of 25,000 to 100,000.....	4
Cities of 10,000 to 25,000.....	3
Cities of 2,500 to 10,000.....	2
Rural.....	1

Place of residence —The code for place of residence is to be written in the right-hand code box under the place-of-residence item. If decedent was a resident of the place of death, no code is necessary. If a nonresident of the place of death, a complete six-digit geographic code must be written. This code must give the State, city, or county, set, and group number.

Rules for determining place of residence.—The following rules are to be observed in determining residence:

1. There should be a complete entry on every transcript for place of residence. If no entry is made, the transcript is coded a resident transcript and queried. The practices of the State transcribers may differ. If inconsistencies occur in transcribing this item, consult the verifier and, if necessary, the supervisor before querying

2. In any case in which the coder is unable to determine the complete correct code for the stated place of residence, code as resident and query for additional information. If the necessary information is not obtained, the transcript is considered to be a resident transcript.

3. In any case in which the coder is unable to determine the complete correct code for the place of residence and the missing information is stated to be unknown or is marked (X) or (-), the transcript is coded as a resident without query.

4. If the place of residence is given as foreign country, or as a United States possession outside the United States, the transcript is considered a resident transcript. In such cases, a copy is made of the transcript for interchange with the other country. The word "Copy" should be written on the copy that is given to the supervisor, and the word "Copied" should be written on the original transcript.

5. If the county of residence is not given, but a rural route is stated as the place of residence, query for additional information. If the name of the county is not obtained, code as resident of the county in which the rural free delivery post office is located. If an unincorporated place is given as the place of residence and the county of residence is not stated and cannot be determined, code as resident of the place of death, and query for additional information. If the place of residence is a rural route of a city which is coextensive with a county, and the county of residence is not stated, consult the supervisor and query for additional information.

6. Whenever the place of residence is a community or postal substation within an incorporated city, but the county of residence is not given, code as resident, if place of occurrence is given as that city, even though the community name may appear elsewhere as an incorporated place. If the place of occurrence is other than the city containing the community name, consult the supervisor and query.

7. Deaths are coded according to the place of residence of the deceased except in case of death of a newborn infant. When infants are born at other than the place of residence of the mother, and die before return to mother's residence, the residence of the mother is considered the residence of the child.

8. If the place of residence is stated to be different from the place of death, and if the "Length of stay" in the place of death is less than 1 year, the place of residence as stated is coded. If the "Length of stay" is not stated, code place of residence as given. If the "Length of stay" is more than 1 year, the decedent is coded as a resident of the place of death. This rule applies in all cases except those provided for in rule 9.

9. The inmates and employees of penitentiaries; prisons; reformatories; hospitals for the insane, epileptic, and feeble-minded; orphanages; homes for the blind, the deaf, the indigent or aged are considered residents of the city, town, or county in which the institution is located. This rule applies even when some other place of residence is stated, and applies regardless of the "Length of stay." The rule applies to inmates of institutions coded as 8 or 9 for type of institution.

10. Patients or inmates and employees of surgical or medical hospitals, tuberculosis sanatoriums, convalescent homes, and jails, are usually only temporary inmates and are considered nonresidents of the place in which the institution is located, if residence at some other city, town, or county is stated. Rule 8 applies to these cases. This rule applies to inmates of institutions coded 1, 2, 3, 4, 5, 6, and 7 for type of institution.

11. In general, a transcript is a nonresident transcript if the completed geographic code for place of residence differs in any respect from the completed geographic code for place of death. Under this definition: (a) A transcript for a death occurring in a city of 10,000 or more is a nonresident transcript if the place of residence is in any other city, in any other county, or in any other part of the same county, (b) a transcript for a death occurring in a rural city (2,500 to 10,000) is a nonresident transcript if the place of residence is in any other city, in any other county, in any other rural city, or in the rural part of the same county; (c) a transcript for a death occurring in the rural part (under 2,500) of a county is a nonresident transcript if the place of residence is in any city, in any rural city, or in the rural part of any other county; in addition, if a death occurs in one rural city, and the place of residence is another rural city of the same county, the transcript is to be coded as a nonresident, even though the geographic code is the same for both place of death and place of residence.

Institution.—Each transcript is examined to see if the death occurred in an institution. If no institution is specified, no code is necessary. If the name of an institution is given, the complete alphabetical code list is consulted to determine the code class in which the institution is listed. If the name of the institution cannot be found, the transcript is turned, and referred to the institution coder for coding. The institution code number is to be written in the right-hand code box to the right of the place-of-residence code box. The institution code gives an extended code and an abbreviated two-digit code. The abbreviated code is used on mortality transcripts. This code consists of two digits—the first indicating the type of institution, and the second the type of control. The following outline shows the structure of the code:

Type of institution:

- 0-7 Nonresident institutions.
 - 0 General hospitals.
 - 1 Maternity hospitals.
 - 2 Children's hospitals.
 - 3 Tuberculosis hospitals and sanatoriums.
 - 4 Special hospitals.
 - 5 Other hospitals of a nonresident nature.
 - 6 Convalescent, nursing, and rest homes.
 - 7 Other nonresident institutions (jails, etc.).
- 8-9 Resident institutions.
 - 8 Nervous and mental institutions.
 - 9 Other resident institutions (penitentiaries, homes for poor, etc.).
- V Unknown.

Type of control:

- 0 Federal (Indian, Army and Navy, Veterans, United States Public Health Service).
- 1 State.
- 2 County, city, city-county.
- 3 Nonprofit (church, fraternal, N-P association).
- 4 Proprietary (individual, corporation, industrial, etc.).
- 9 Unknown.

Social security number.—It is not necessary to code this item. The social security number consists of nine digits divided into three groups of three, two, and four digits, respectively.

Veteran status.—This item will be coded as follows:

	<i>Code</i>
No veteran information-----	No code
First World War-----	0
Spanish-American War, Philippine Insurrection, or Boxer Rebellion....	1
Both Spanish-American War and First World War-----	2
Regular Establishment (Army, Navy, or Marine Corps). Peacetime service only (enlistment prior to Sept. 1, 1940)-----	3
Regular Establishment (peacetime service, enlistment subsequent to Aug. 31, 1940)-----	4
Regular Establishment (peacetime service, enlistment date unknown)---	5
Second World War-----	6
First and Second World Wars-----	7
Other war, occupation, or expedition-----	8
Veteran, but status unknown-----	9

If the information under this item states that the deceased was a veteran of any war in which the United States was not a participant or was a Russian, Polish, British, Canadian, etc., soldier he should be considered as a nonveteran.

If the information under this item is to the effect that the deceased was in the National Guard, consult the verifier.

If no information is given under this item and the occupation of the deceased is given as soldier, sailor, etc., assume that he was a veteran and code "9."

If "Unknown" is written under this item assume that the decedent was a veteran but that of "what war" is unknown. In such an instance code "9." This rule only applies when coding a book of transcripts the great majority of which are blank under this item. Some discretion will have to be used.

If the decedent died in a veterans' or station hospital and no information is given under this item, code "9" and query for the missing information.

If decedent is stated to have been in the "Regular Establishment," but date of enlistment is not given, code "5"

This code is to be written immediately below the space for the institution code.

Items of personal particulars.

Sex—Sex is compared with name to see if consistent. If sex is clearly written and consistent with name, no code is necessary. If sex is not clearly indicated, the correct sex is determined, and "M" written for male and "F" for female. In some cases it may be possible to determine the proper sex from the name. Sex must be indicated for every decedent. No unknown sex classification is made. If sex cannot be determined, the item is coded alternately male "M" (even-numbered transcripts) and female "F" (odd-numbered transcripts).

Race.—If white, Negro (or black), Indian, Chinese, or Japanese is clearly stated, this item is not coded unless the racial designation is inconsistent with other facts on the transcript. For example, if the name is given as "Charley Sing" with the race as "White," and if the country of birth of the decedent or his parents is given as "China," the nativity determines the code. In such cases "Ch" is written over "White." If the race is stated as "Colored," "Malay," "Brown," "Yellow," etc., the nativity determines the code. If the decedent is stated as yellow and the nativity as "China," it is coded "Ch," if the nativity is stated as "Japan," it is coded "Jp." If the race is stated as "C" or "Col" and the nativity as United States, West Indies, Cuba, etc., the verifier is consulted and the item queried. If the race is given as "Red," code "Ind." All transcripts for which the race is given as Mexican must be coded "W." If the race is stated as Negro or a mixture of Negro with any other race, code "B." If white is given in combination with any other race, give the code for the other race. If there is no statement of race, code "W" unless other definite evidence justifies another code. In all cases where the racial designation is not clear, or is apparently incorrect, the supervisor must be consulted. One of the following codes must be given for every transcript:

	Code		Code
White or Mexican-----	W	Chinese-----	Ch
Negro or black-----	B	Japanese-----	Jp
Indian-----	Ind	Other-----	Ot

(Special race codes for Hawaii and Virgin Islands are given at the end of this section.)

Marital condition.—If marital condition is clearly indicated, no code is necessary. If not written plainly, this item is coded as follows:

	Code		Code
Single-----	S	Widowed-----	Wid
Married-----	M	Divorced-----	Div
Separated-----		Unknown-----	Unk
Common-law-----			

If the decedent is under 10 years of age, code "S"; if 10 to 14 years of age, code "S" unless otherwise stated. If 15 years of age or over, and marital condition is not stated, query; if the information is not obtained, code "Unk."

Age of husband or wife.—This information should be given in years only. A mark should be made through any statement of months or days. Otherwise, it is not necessary to code this item.

Age at death—If age is not clearly indicated, it is compared with date of birth. Ages under 15 are compared with marital condition, and if other than single, the verifier is consulted. If age is not stated or cannot be determined, the transcript is queried. If age does not agree with date of birth, the age as stated is accepted, unless answers to other items on transcript indicate that the date of birth is more accurate, in which case consult the supervisor. Age is coded either in hours, days, months, or years. If age is over 1 year, months are not coded, if over 1 month, days are not coded, if over 1 day, hours are not coded. If age is stated by months or days, 30 or 31 days are coded as 1 month; 11 months and 30 days as 1 year. The number of months is coded if under 12, 1 year is coded for 12 to 23 months, 2 years for 24 to 35 months, etc. If age is stated in hours, "H" is placed in space for days, and the number of hours is written. If 01 to 59 minutes, "H" is written in the space for days, and 1 hour is coded. A mark is made through the statement of minutes, hours, days, or months, if they have been

coded into larger units of hours, days, months, or years. If age is reported as a "few" minutes, hours, days, or months, the age is coded as hours "H," days "D," or months "M," and "XX." If no time is given for premature births, code "HXX," and query.

Nativity.—The birthplace of the decedent must be stated. If omitted query for additional information. Code according to the following scheme:

Stated as native.....	Code
Stated as foreign.....	1
Unknown.....	2
	X

If nativity is omitted or stated to be unknown, and the race or color is stated to be "Negro" or "Black," code as native. If the birthplace is given as the United States, U. S. A., or any State in the United States, no coding is necessary. But if the birthplace is given as "America" or any of the outlying possessions of the United States (Alaska, American Samoa, Guam, Hawaii, Panama Canal Zone, Philippine Islands, Puerto Rico, or the Virgin Islands), it is coded "1." If any foreign country is stated, code as indicated. If birthplace is stated as "At sea" or "On ship" code as "Unknown."

Date of death.—The month only is noted. If this is clearly stated, it is not necessary to code anything for this item. If the month has been omitted, it is supplied by writing, in the proper place, the same month as stated on the transcript immediately preceding it in the group of transcripts for the same area.

Supplemental racial code for Hawaii and the Virgin Islands.

Supplemental code for Hawaii:

	Code		Code
Hawaiian.....	1	Caucasian (white)—Continued.	
Caucasian-Hawaiian.....	2	Other Caucasian (white).....	7
Asiatic-Hawaiian ¹	3	Chinese.....	8
Other mixed Hawaiian ²	12	Japanese.....	9
Caucasian (white):		Korean.....	10
Portugese (white).....	4	Filipino.....	11
Puerto Rican (white).....	5	All others (except white).....	12
American (United States) (white).....	6		

¹ The combination of Asiatic-Hawaiian is to be coded if the 2 races appear in the combined races of the father and mother, regardless of the rule, "Mixtures of nonwhite races should be reported according to the race of the father." Except for Caucasian-Hawaiian, disregard white if any other race is shown.

² Hold out all transcripts of other mixed Hawaiians and give to the supervisor to note on result slips and final tables. This will be Hawaiian and nonwhite entirely free from Asiatic nonwhite, and will be punched and tabulated with all others (except white).

Supplemental code for Virgin Islands:

	Code		Code
White.....	1	Mixed.....	3
Negro.....	2	Other.....	4

PROCEDURE IN HANDLING NATALITY TRANSCRIPTS

The following statements describe the routine of handling natality transcripts:

1. A hand count by area and by month of occurrence is made of the transcripts received from the States. The count is compared with the check list supplied by each State. In counting, a separation must be made between the rural and rural-city transcripts. A cumulative total sheet is prepared from the bimonthly shipment check list which is used as a control sheet in checking the final tabulation and in making a provisional tabulation and release. The provisional tabulation will show for each State the number of births in rural areas, in cities of 2,500 to 10,000, in cities of 10,000 to 100,000, and in each city having a population of 100,000 or more.

2. After the transcripts are counted, the "plural births" are removed and matched with live birth and stillbirth transcripts if possible, and separately filed for special coding. Unmatched transcripts are queried. If unmatched after querying, plural-birth transcripts are held until the end of the year when they are matched with stillbirth transcripts. The "plural births" are handled in the same manner as the single-birth transcripts, except for plural-birth coding.

LOCATION OF CODES

Form No. 42-202-02 76 STATE OF WISCONSIN PLACE OF BIRTH		STATE FILE NUMBER 67823	
COUNTY <u>Outagamie</u> CITY OR TOWN <u>New London</u> NAME OF HOSP. OR INST. <u>Community Hospital</u> NUMBER OF HRS. BEFORE DELIVERY IN HOSP. OR INST. <u>8 hrs.</u>		STATE <u>Wisconsin</u> COUNTY <u>Waupaca</u> CITY OR TOWN <u>Rural</u> STREET NUMBER <u>---</u>	
NAME <u>John Brown</u> SEX <u>M</u> DATE OF BIRTH <u>Jan. 6, 1942</u> COLOR OF HAIR <u>W</u> NATALITY <u>Wisconsin</u> OCCUPATION <u>---</u> INDUSTRY OR BUSINESS <u>---</u>		PLACE OF RESIDENCE <u>48-33-21</u> HOSPITAL OR ATTENDANT <u>1</u> MARRITAL STATUS <u>1</u> FOR PLURAL BIRTHS ONLY <u>---</u> NATALITY IF FOREIGN <u>Michigan</u> CHILDREN BORN ALIVE <u>1</u> CHILDREN LIVING <u>1</u> M. D., M.D.S. or other <u>Dr.</u>	
FATHER OF CHILD NAME <u>---</u> DATE OF BIRTH <u>---</u> COLOR OF HAIR <u>---</u> NATALITY <u>---</u> OCCUPATION <u>---</u> INDUSTRY OR BUSINESS <u>---</u>		MOTHER OF CHILD NAME <u>---</u> DATE OF BIRTH <u>---</u> COLOR OF HAIR <u>---</u> NATALITY <u>---</u> OCCUPATION <u>---</u> INDUSTRY OR BUSINESS <u>---</u>	
OTHER CHILDREN BORN ALIVE <u>0</u> OTHER CHILDREN BORN ALIVE, NOT DEAD <u>0</u> CHILDREN BORN DEAD <u>0</u>		CHILDREN BORN ALIVE <u>1</u> CHILDREN LIVING <u>1</u>	

Place of birth →

48-09-22

48-33-21

Place of residence

Hospital or attendant

Marital status

For plural births only

Nativity if foreign

Children born alive

Children living

Nativity if foreign →

LOCATION OF CODES

509		STATE Texas		State File No. 92079		VS: Form 41-NM-33	
PLACE OF STILLBIRTH				USUAL RESIDENCE OF MOTHER			
County Galveston				State Texas			
City or town Texas City				County Galveston			
Name of Hosp. or Inst. Danforth Clinic Hospital				City or town Alta Lona			
Mother's stay before delivery In Hosp. or Inst. 2 days				In this community 2 days			
Street No. --							
42-33-22				42-33-21		1	
Name Unnamed Jones		Sex M		Twin or triplet --		Born: 1st 2d or 3d --	
Months of pregnancy 9 1/4		Date of stillbirth Mar. 3, 1942		Is mother married? Yes		1	
FATHER OF CHILD				MOTHER OF CHILD			
Color or race W Age 31				Color or race W Age 29			
Birthplace Texas				Birthplace England			
Usual occupation				Usual occupation			
Industry or business				Industry or business			
Children now living 1		Children born alive, now dead 0		Other children born dead 0		2 1	
Did child die before labor? --		During labor? Yes		Pregnancy complications Acute nephritis			
LABOR: (a) Complications Eclampsia				(b) Induced? Yes			
Operation? Yes		State all operations Forceps					
Die before operation? --		Or during operation? Yes		CAUSE OF STILLBIRTH (a) Fetal causes Difficult labor		172	
CAUSE OF STILLBIRTH (b) Maternal causes Acute nephritis with eclampsia				M. D., midwife or other M. D.			

Place of stillbirth

Place of residence

Nativity if foreign

Hospital or attendant

Marital status

Nativity if foreign

Children born

Children living

Cause of stillbirth

3. The transcripts are separated into four groups: (a) rural; (b) rural cities (cities of 2,500 to 10,000); (c) cities of 10,000 to 100,000; and (d) cities of 100,000 or more, filed individually. Each group is handled with the same procedure, outlined below:

(a) Prior to numbering, bimonthly shipments of each "Ot" city and each county (rural), and each rural city must be held for consolidation. This consolidation must be carried out as far as practicable, thus throwing into groups many transcripts for each area. After consolidation the transcripts are prepared for numbering and are given a beginning and an ending number.

(b) Number transcripts.

(c) Assemble in books of 500 and file for editing and coding.

(d) Edit and code for personal particulars. Reverse number sequence in this step. The coder will check the first and last number in each book, legibility of numbers, and also count the number of transcripts in each book. Edit and code transcripts for place of birth and place of residence. Note in following instructions that it is not necessary to code every transcript for place of birth.

(e) Verify transcripts for coding of personal particulars, place of birth, and place of residence. The verifier is responsible for the correct numbering sequence and completeness of each book.

(f) Transcripts are held in file awaiting call from Machine Tabulation Division for card punching.

(g) Additional information is added to the transcripts at any time after assembling in books of 500, up to and including the punching of the cards. No information is added after tabulation is begun.

INSTRUCTIONS FOR EDITING AND CODING NATALITY TRANSCRIPTS

General.

General instructions.—Coders of natality transcripts are responsible for the editing and coding of all information on the transcript. The coder must write legibly and make plain anything that cannot be read at a glance. A colored crayon is used for coding. The supervisor must be consulted whenever there is any doubt about the correct procedure.

Items on place of birth and place of residence.

Transcripts for each State are separated into 4 groups: (1) Those for cities of 100,000 or more inhabitants, by individual cities; (2) those for cities having 10,000 to 100,000 inhabitants ("Other" or "Ot" cities), filed collectively by cities in alphabetical order; (3) those for places having from 2,500 to 10,000 inhabitants (rural cities); and (4) rural districts. The "rural" transcripts are filed by counties in alphabetical order. The "rural cities" transcripts are filed alphabetically by counties that are also in alphabetical order. All groups of transcripts will be handled in the same way. Each item is to be coded according to the following instructions.

Place of birth.—The code number for place of birth is written in the left-hand code box below the place-of-birth item. The 1941 edition of the geographic code is used to determine the correct number.

Transcripts in any book will either be all for the same city (as in the case of 100,000 cities) or will consist of bunches of transcripts for certain cities, or bunches of transcripts for the rural part of counties. A 6-digit geographic code must be placed on the first transcript of each group. The first transcript of each book must always be coded. After the first transcript of each group is coded, no other coding is necessary for place of birth. The coder and verifier must make sure, however, that every uncoded transcript following is from the same geographic code area as coded on the first transcript of that group. It is very important that the first transcript of each group be correctly coded in order to avoid the same error on each succeeding transcript in the group.

The population-group code, which is included in the six-digit geographic code mentioned above, is given below:

	Code
Cities of 100,000 or more.....	5
Cities of 25,000 to 100,000.....	4
Cities of 10,000 to 25,000.....	3
Cities of 2,500 to 10,000.....	2
Rural.....	1

Place of residence.—The code for place of residence is to be written in the right-hand code box under the place-of-residence item. If the mother is a resident of

the place of birth, no code is necessary. If a nonresident of the place of birth, a complete six-digit geographic code must be written. This code must give the State, city, or county, set, and group number.

Rules for determining place of residence.—The following rules are to be observed in determining residence of the child:

1. The residence of the mother is considered the residence of the child.
2. There should be a complete entry on every transcript for place of residence. If no entry is made, the transcript is coded as resident and queried. The practices of the State transcribers may differ. If inconsistencies occur in transcribing this item, consult the verifier and, if necessary, the supervisor before querying.
3. In any case in which the coder is unable to determine the complete correct code for the stated place of residence, code as resident and query for additional information. If the necessary information is not obtained, the transcript is considered to be a resident transcript.
4. In any case in which the coder is unable to determine the complete correct code for the place of residence and the missing information is stated to be unknown or is marked (X) or (—), the transcript is coded as a resident without query.
5. If the place of residence is given as a foreign country, or as a United States possession outside the United States, the transcript is considered a resident transcript. In such cases a copy is made of the transcript for interchange with the other country. The word "Copy" should be written on the copy that is given to the supervisor, and the word "Copied" should be written on the original transcript.
6. If the county of residence is not given, but a rural route is stated as the place of residence, query for additional information. If the name of the county is not obtained, code as resident of the county in which the Rural Free Delivery post office is located. If an unincorporated place is given as the place of residence, and the county of residence is not stated and cannot be determined, code as resident of place of birth, and query for additional information. If the place of residence is a rural route of a city which is coextensive with a county, and the county of residence is not stated, consult the supervisor and query for additional information.

7. Whenever the place of residence is a community or postal substation within an incorporated city, but the county of residence is not given, code as resident, if place of occurrence is given as that city, even though the community name may appear elsewhere as an incorporated place. If the place of occurrence is other than the city containing the community name, consult the supervisor and query.

8. In general, a transcript is a nonresident transcript if the completed geographic code for place of residence differs in any respect from the completed geographic code for place of birth. Under this definition:

(a) A transcript for a birth occurring in a city of 10,000 or more is a nonresident transcript if the place of residence is in any other city, in any other county, or in any other part of the same county.

(b) A transcript for a birth occurring in a rural city (2,500 to 10,000) is a nonresident transcript if the place of residence is in any other city, in any other county, in any other rural city, or in the rural part of the same county.

(c) A transcript for a birth occurring in the rural part (under 2,500) of a county is a nonresident transcript if the place of residence is in any city, in any rural city, or in the rural part of any other county.

In addition, if a birth occurs in one rural city, and the place of residence is another rural city of the same county, the transcript is to be coded as a nonresident, even though the geographic code is the same for both place of birth and place of residence.

Hospital or attendant.—Examine carefully the information given for hospital or institution. Also examine the certification of the attendant to determine the classification of the person attending the birth. Code these two items according to the following:

	Code
All births occurring in hospitals or institutions.....	1
Births not in hospitals or institutions, attended by physician.....	2
Births not in hospitals or institutions, attended by midwife.....	3
Births not in hospitals or institutions, attended by other.....	4
Births not in hospitals or institutions, attendant not stated or "Unknown"....	5

This item must be coded with great care. If a name is given on the hospital line but is not obviously that of a hospital, consult the supervisor, who will refer

to the institution alphabetical code list. If an appreciable number of births are reported as occurring at the same street address without the name of a hospital indicated, code as if occurring in a hospital and refer to the supervisor. If the professional status of the attendant at birth is not clearly indicated, consult the supervisor and query for additional information. Medical doctors and osteopaths are to be coded as physicians; code midwives as indicated; other attendants are to be coded as "other." A code must be given for every transcript. The code for this item is to be placed in the space immediately to the right of the place-of-residence code box

Items of personal particulars relating to single live births.

Sex.—If this item is unanswered, the sex may be determined from the Christian name of the child, provided the name clearly indicates the sex, but if there is any doubt, or if the Christian name has also been omitted, the item should be coded alternately male M (even-numbered transcripts) and female F (odd-numbered transcripts). However, if the item is unanswered in many cases, it should be queried. If sex has been reported as "sexless," "undetermined," "monstrosity," etc., sex is arbitrarily coded alternately as male M (even-numbered transcripts) or female F (odd-numbered transcripts). No unknown sex classification is made.

Marital status of mother.—This item is coded according to the outline below only for those States that ask this question on their 1942 certificates. If no information is given for this item, it is to be queried.

	<i>Code</i>
Stated as "Yes"-----	No code
Stated as "No"-----	No code
Unknown-----	3

If entry is not clear, code "1" for "Yes" and "2" for "No."

Twin, triplet, etc.—Births not reported as twin, triplet, etc., are considered single births, and no coding is necessary on this item. (See special instructions for coding transcripts of plural births.)

Number in order of birth.—When birth is a single birth, no coding is necessary (See special instructions for coding transcripts of plural births.)

Date of birth.—The month only is noted. If this is clearly stated, it is not necessary to code anything for this item. If month of birth has been omitted, it is supplied by writing, in the proper place, the same month as stated on the transcript immediately preceding it in the group of transcripts for the same area.

Race of child.—The race of the father is considered the race of the child and, if clearly stated, is not coded, with the following exceptions:

(a) When parents are white and nonwhite, the race of the nonwhite parent is coded as the race of the child

(b) If one parent is Negro, and the other parent is of any other race, the race of the child is coded as Negro.

(c) If color or race of both parents is stated to be Puerto Rican, race of child is coded "Ot"; if one parent is stated to be white and the other Puerto Rican, code race of child as "W", if color or race of one parent is stated to be Puerto Rican and the other parent is stated to be nonwhite, the race of the nonwhite parent is coded as the race of the child

If the race of only the mother is given, the race of the child is coded the same as that of the mother. If the race of both parents is omitted, the transcript is queried. If no additional information is obtained, the race of the child is coded "W" unless there is definite evidence that justifies another code. In all cases where the racial designation is not clear, the supervisor must be consulted. One of the following codes must be given on every transcript. The code should be placed in the space for color or race of father.

	<i>Code</i>		<i>Code</i>
White or Mexican-----	W	Chinese-----	Ch
Negro or black-----	B	Japanese-----	Jp
Indian-----	Ind	Other-----	Ot

(Special codes for Hawaii and the Virgin Islands are given on p. 195.)

Age of parents.—The age of each parent must be given in years. Age of parent is queried if omitted for either parent. If the age of the father is reported as under 14 years, it is queried. If the age of the mother is reported as under 13 or over 53 years, it is queried. If it is indicated that the age is unknown, no coding is necessary.

Birthplace of parents.—The birthplace of both parents⁴ must be stated. If omitted for one of the parents, it is coded according to the stated birthplace of the other parent. If omitted for both parents, it is queried. If nativity is omitted or stated to be unknown, and race or color is stated to be "Negro" or "black," code as native. If mother is stated to be unmarried and all information on father is omitted or stated to be unknown, code "X." Code birthplace of parents according to the following scheme:

Stated as native.....	Code
Stated as foreign.....	1
Unknown.....	2
	X

If the birthplace is given as the "United States," "U. S. A.," or any State in the United States, no coding is necessary. But if the birthplace is given as America, or any of the outlying possessions of the United States (Alaska, American Samoa, Guam, Hawaii, Panama Canal Zone, Puerto Rico, or the Virgin Islands), it is coded "1." If any foreign country is stated, code as indicated. If birthplace of parent is stated as "At sea" or "On ship," code "X"

Number of children.—The sum of "Other children now living" and "Other children born alive, now dead," plus 1, is placed to the left of the number of "Other children now living," plus 1, in the code box to the right of this item.

Age of mother is compared with the total number of children born ("Other children now living," "Other children born alive, now dead," and "Children born dead," plus 1) by deducting this number from the age of mother. If the remainder is less than 12, both the age of the mother and the number of children are queried. A similar test is made on the age of the father, and if the remainder is less than 13, both the age of father and the number of children are queried.

If "Other children now living" or "Other children born alive, now dead" or both are omitted, the transcript is queried. If information for either of these items is unknown, code "X" for the number of children born. If information for the item, "Other children now living," is unknown, also code "X" for the number of children living.

Special instructions for coding transcripts of plural births.

When birth is—	Code
Twin (1 live birth).....	1
Twin (2 live births).....	2
Triplet (1 live birth).....	3
Triplet (2 live births).....	4
Triplet (3 live births).....	5
Quadruplet (1 live birth).....	6
Quadruplet (2 live births).....	7
Quadruplet (3 live births).....	8
Quadruplet (4 live births).....	9

Sex of mate.—The code number is written in the second code box below this item.

Twins:	Code	Triplets.	Code
2 males.....	0	3 males.....	4
[1 male] male.....	1	[2 males] male.....	5
[1 female] female.....	2	[1 female] female.....	6
2 females.....	3	[1 male] male.....	7
		[2 females] female.....	8
Quadruplets:		3 females.....	9
Any.....	X		

If sex of mate is omitted, code alternately same sex as mate (even-numbered transcripts) and opposite sex of mate (odd-numbered transcripts). The code number is written in the third code box below this item.

Number of children.—Any plural birth (only 1 child born alive) code as if a single birth. Twin birth (2 born alive), triple birth (2 born alive), or quadruple birth (2 born alive): On transcript for the first-born child, the arbitrary number 30 is added to the number born alive (sum of items, "Other children now living" and "Other children born alive, now dead," plus 1) and coded as the left-hand number; the right-hand number (number living) is coded "00." Transcript for the last-born child is coded as if a single birth.

Triple birth (3 born alive) or quadruple birth (3 born alive): On transcripts for the first and second children, 30 is added to the number born alive (sum of items,

"Other children now living" and "Other children born alive, now dead," plus 1), and coded as the left-hand number, the right-hand number (number living) is coded "00." Transcript for last-born child is coded as if a single birth.

Quadruple birth (4 born alive): On transcripts for the first, second, and third children, 30 is added to the number born alive (sum of items, "Other children now living" and "other children born alive, now dead," plus 1) and coded as the left-hand number, the right-hand number (number living) is coded "00." Transcript for the last-born child is coded as if a single birth.

If "Other children now living" or "Other children born alive, now dead," or both are omitted, the transcript is queried. If information for either item is unknown, code $\frac{3X}{00}$ on the transcript for each child, except the last-born. Transcript for the last-born child is coded as if a single birth.

Instructions for coding stillbirth transcripts.

Instructions for coding transcripts of stillbirths are the same as those for live births (including coding for place of residence), with the following exceptions:

Hospital or attendant.—If the fact of stillbirth is certified by a medical examiner or coroner, code "5."

Sex.—There may be an unknown sex. If sex of plural stillbirths is unknown, "V" is coded in the space for the "sex" item.

Number of children.—The sum of "Other children now living," "Other children born alive, now dead," and "Other children born dead," plus 1, is placed to the left of the number "Other children now living," in the code box to the right of this item.

Plural stillbirths:

When stillbirth is—	Code
Twin (2 stillborn) -----	2
Triplet (3 stillborn)-----	5
Quadruplet (4 stillborn)-----	9

INSTRUCTIONS TO PUNCHERS OF MORTALITY CARDS

Serial number.—The mortality transcripts are numbered serially before they are sent to the punching section. They are separated into four groups: (1) Cities of 100,000 or more, (2) other cities (10,000 to 100,000), (3) rural cities (2,500 to 10,000); and (4) rural. Transcripts for (1) are arranged separately, and numbered beginning with 1 for each city. Transcripts for (2) are numbered as a group beginning with 1 for each State. Transcripts for (3) are numbered as a group beginning with 1 for each State. Transcripts for (4) are numbered as a group beginning with 1 for each State. The punch operators must make a frequent check to see that the number on the punch card corresponds to the number on the transcript.

Year and control—column 1.—The year is to be punched automatically in column 1. There will be no hand punching in this column.

Place of death—columns 2-7.—The hand punching will begin in every case in column 2. Whenever a code for place of death is given, punch this code in columns 2-7. If no code is given for place of death, punch "X" in column 2 and the machine will skip to column 8. The punching for place of death is arranged so that the maximum number of cards can be punched by the automatic reproducing machine. The procedure is essentially the same for all groups of transcripts. The following cases explain the punching of this item in detail.

Case 1.—100,000 cities: Transcripts in any book are all for the same city. A full six-digit code for place of death is written on the first transcript of each book in the left-hand code box below the place-of-death item. For this first transcript, punch the place-of-death code in columns 2-7. For the remaining transcripts, punch "X" in column 2 and the machine will skip automatically to column 8.

Case 2.—Other cities and rural. Any book of transcripts for the "Ot" cities, rural cities, or the rural part is made up of "bunches." Each bunch consists of a varying number of transcripts all from the same city, the same rural city, or the same rural part of a county. A full six-digit code for place of death is written in the left-hand code box below the place-of-death item of the first transcript of each bunch. For the first transcript, punch the place-of-death code in columns 2-7. For the remaining transcripts of each bunch, punch "X" in column 2 and the machine will skip automatically to column 8.

Place of residence—columns 8-13.—The nonresident transcripts will not be separated from the resident transcripts. If the transcript is a nonresident, a

complete six-digit place-of-residence code is written in the right-hand code box below the place-of-residence item. This code is punched in columns 8-13. If the transcript is for a resident, no code will be given; punch "X" in column 8 and the machine will skip to column 14.

Institution—columns 14, 15.—The institution code is a two-digit numerical code written to the right of the place-of-residence code. The code is punched exactly as given in columns 14 and 15. If no code is given on the transcript, "XX" is punched.

Social security number—column 16.—This is a one-column item. If a number is given in the space for this item, punch "1" in column 16. If no number is given in this space, punch "X."

Veteran status—column 17.—This is a one-column code placed below the institution code and punched in column 17. If no code is given, punch "X." If a numerical code is given, punch as indicated.

Sex—column 18.—Sex is indicated as male or female on every transcript. There is no unknown sex, and if sex is not indicated, the supervisor is consulted. The sex code is punched in column 18 according to the table below:

	Entry	Punch
Male.....	M	1
Female.....	F	2

Race—column 19.—The information regarding race is punched in column 19. One of the following races should be indicated on every transcript. If no race is indicated, consult the supervisor. An "Unk" classification is not permitted. As this item is not given a numerical code, the information is punched as follows:

	Entry	Punch		Entry	Punch
White.....	W	1	Chinese.....	Ch	4
Negro.....	B	2	Japanese.....	Jp	5
Indian.....	Ind	3	Other.....	Ot	6

Transcripts for Hawaii and the Virgin Islands are given a special numerical racial code.

Marital condition—column 20.—The marital-condition code is punched in column 20 according to the following table:

	Entry	Punch
Single.....	S	1
Married.....	M	2
Widowed.....	Wid	3
Divorced.....	Div	4
Unknown or blank.....	Unk	X

Age of husband or wife—columns 21, 22.—The age of wife or husband is a two-column code, and is punched in columns 21 and 22. For ages 100 and over, punch "00" in these columns. The actual age is then written at the top of the card.

Age—columns 23-25.—The age of the decedent is a three-column code, and is punched in columns 23, 24, and 25. The code is in two parts, the first stating whether the age is given in years, months, days, or hours, and the second part giving the number of years, months, etc. If the numerical part of the code is given under years, the numbers given under months and days are disregarded. If the numerical part of the code is given under months, the numbers given under days, etc., are disregarded. If the age is given in hours, an "H" is found written before the number of hours.

The first part of the code (i. e., whether age is in hours, days, etc.) is punched in column 23 according to the following scheme:

	Punch		Punch
Years.....	1	Days.....	3
Months.....	2	Hours.....	4

Following this, the numerical part of the code is punched in columns 24 and 25. If age is unknown or not filled in, "XXX" is punched. "MXX," "DXX," or "HXX" may also be given. Punch these as indicated in the age field. For ages 100 and over, "1" is punched in column 23, and "00" in columns 24 and 25. The actual age is then written at the top of the card.

Nativity—column 26.—The nativity code is a one-column code which is punched in column 26. In most cases where the place of birth is stated as the United States, U.S., or the name of some State, no code will be given. In case of doubt

or foreign-born decedents, a numerical code will be written in the code box to the right of this item. The punching will be as follows:

	Punch
United States, U. S., or any State' name or "1"-----	1
Code number "2"-----	2
"Unk" or "X"-----	X

Date of death—column 27.—The month of death is punched in column 27, according to the following scheme:

	Punch		Punch
January-----	1	July-----	7
February-----	2	August-----	8
March-----	3	September-----	9
April-----	4	October-----	0
May-----	5	November-----	X
June-----	6	December-----	V

Primary cause of death—columns 28-31.—The cause-of-death code is written in the top code box to the right of the cause-of-death item. The cause-of-death code has four digits and is punched in columns 28, 29, 30, and 31. The first three columns carry a straight numerical code, and this is punched in columns 28, 29, and 30 as given. Following the three-digit number, there may be a letter. This is punched in column 31 as follows:

Entry:	Punch	Entry—Continued	Punch
A-----	1	G-----	7
B-----	2	H-----	8
C-----	3	M-----	9
D-----	4	O-----	0
E-----	5	X-----	X
F-----	6		

If no letter appears after the code number, "X" is punched in column 31.

Secondary cause of death—columns 32-35.—The secondary cause of death will not be coded for 1942. Punch "X" in column 32 and the machine will skip to column 36.

Place and supplemental—columns 36, 37.—On some transcripts, namely those for certain types of accidental deaths, two additional single-digit codes will be written below the cause-of-death code. These codes are punched numerically in columns 36 and 37. If no codes are given for these items, punch "X" in column 36 and the machine will skip to the end of the card. If codes are given for these items, punch "X" in column 38 and the machine will skip to the end of the card.

NOTE.—Columns 42 and 43 are reserved for a group cause-of-death code. No hand punching is necessary, inasmuch as the group code will be punched automatically.

INSTRUCTIONS TO PUNCHERS OF NATALITY CARDS

Serial number.—The natality transcripts are numbered serially before they are sent to the punching section. They are separated into four groups—(1) cities of 100,000 or more; (2) other cities (10,000 to 100,000); (3) rural cities (2,500 to 10,000); and (4) rural. Transcripts for (1) are arranged separately, and numbered beginning with 1 for each city. Transcripts for (2) are numbered as a group beginning with 1 for each State. Transcripts for (3) are numbered as a group beginning with 1 for each State. Transcripts for (4) are numbered as a group beginning with 1 for each State. The punch operators must make a frequent check to see that the number on the punch card corresponds to the number on the transcript.

Year and control—column 1—The year is to be punched automatically in column 1. There will be no hand punching in this column.

Place of birth—columns 2-7.—The hand punching will begin in every case in column 2. Whenever a code for place of birth is given, punch this code in columns 2-7. If no code is given for place of birth punch "X" in column 2 and the machine will skip to column 8. The punching for place of birth is arranged so that the maximum number of cards can be punched by the automatic reproducing machine. The procedure is essentially the same for all groups of transcripts. The following cases explain the punching of this item in detail.

Case 1—100,000 cities: Transcripts in any book are all for the same city. A full six-digit code for place of birth is written on the first transcript of each book

in the left-hand code box below the place-of-birth item. For this first transcript, punch "X" in column 2 and the machine will skip automatically to column 8.

Case 2.—Other cities and rural: Any book of transcripts for the "Ot" cities, rural cities, or the rural part is made up of "bunches." Each bunch consists of a varying number of transcripts, all from the same city, the same rural city, or the same rural part of a county. A full six-digit code for place of birth is written in the left-hand code box below the place-of-death item of the first transcript of each bunch. For the first transcript, punch the place-of-birth code in columns 2-7. For the remaining transcripts of each bunch punch "X" in column 2 and the machine will skip automatically to column 8.

Place of residence—columns 8-13.—The nonresident transcripts will not be separated from the resident transcripts. If the transcript is a nonresident, a complete six-digit place-of-residence code is written in the right-hand code box below the place-of-residence item. This code is punched in columns 8-13. If the transcript is for a resident, no code will be given. Punch "X" in column 8 and the machine will skip to column 14.

Attendant or hospital—column 14.—The code for attendant or hospital is a one-digit numerical code written to the right of the place-of-residence code and is punched in column 14 as follows:

	Entry	Punch
Hospital or institution.....	1	1
Physician (outside hospital).....	2	2
Midwife.....	3	3
Other.....	4	4
Unknown.....	5	5

Sex—column 15.—Sex is indicated as male or female on every transcript. There is no unknown sex, and if sex is not indicated, the supervisor is consulted. (See exception for stillbirths.) The sex code is punched in column 15 as follows:

	Code	Punch
Male.....	M	1
Female.....	F	2

Marital status of mother—column 16.—For States that do not ask this question, punch "X" in column 16 for all transcripts. For States that do ask this question, the code is punched numerically in column 16 as follows:

	Code	Punch
Stated as "Yes".....	1	1
Stated as "No".....	2	2
Stated as "Unknown".....	3	3
Left blank.....	X	X

Twin, triplet, etc.—column 17.—When the birth is a single birth, no code is given in this field. In such cases, "X" is punched in column 17, and the machine will skip to column 19. In other cases, column 17 is punched according to the following table:

Plural birth:	Code	Punch
Twin (1 live birth).....	1	1
Twin (2 live births).....	2	2
Triplet (1 live birth).....	3	3
Triplet (2 live births).....	4	4
Triplet (3 live births).....	5	5
Quadruplet (1 live birth).....	6	6
Quadruplet (2 live births).....	7	7
Quadruplet (3 live births).....	8	8
Quadruplet (4 live births).....	9	9

Sex of mate—column 18.—When the birth is a single birth, no code is given in this field, and in such case "X" is punched in column 17, skipping column 18. (See exception for stillbirths.) Other cases are punched according to the following table:

Sex of mate:	Code	Punch
Twins:	0	0
2 males.....	1	1
[1 male] male.....	2	2
[1 female] female.....	3	3
2 females.....	3	3

Sex of mate—Continued.

	Code	Punch
Triplets:		
3 males.....	4	4
2 males } male.....	5	5
1 female } female.....	6	6
1 male } male.....	7	7
2 females } female.....	8	8
3 females.....	9	9
Quadruplets:		
Any.....	X	X

Month of birth—column 19.—The month of birth is punched in column 19. The months are punched according to the following scheme:

	Punch		Punch
January.....	1	July.....	7
February.....	2	August.....	8
March.....	3	September.....	9
April.....	4	October.....	0
May.....	5	November.....	X
June.....	6	December.....	V

Race of child—column 20.—The race of child is punched in column 20. One of the following races should be indicated on every transcript. If no race is indicated, consult the supervisor. An "Unk" classification is not permitted. As this item is not given a numerical code, the information is punched as follows:

	Entry	Punch
White.....	W	1
Negro.....	B	2
Indian.....	Ind	3
Chinese.....	Ch	4
Japanese.....	Jp	5
Other races.....	Ot	6

Age of father—columns 21, 22.—The age of the father is stated in the proper field, in years. The age is punched in columns 21 and 22. This is straight numerical punching. If the age is not stated or is unknown, XX is punched.

Birthplace of father—column 23.—The birthplace of father is a one-column code which is punched in column 23. In most cases where the place of birth is stated on the transcript as the United States, U. S., or the name of some State, no code will be given. In case of doubt or for foreign-born fathers, a numerical code will be written. The punching will be as follows:

	Punch
United States, U. S., any State name or "1".....	1
Code number "2".....	2
"Unk" or X.....	X

Age of mother—columns 24, 25.—The age of the mother is stated in the proper field, in years. The age is punched in columns 24 and 25. This is straight numerical punching. If the age is not stated or is unknown, "XX" is punched.

Birthplace of mother—column 26.—The birthplace of mother is a one-column code which is punched in column 26. In most cases where the place of birth is stated on the transcript as the United States, U. S., or the name of some State, no code will be given. In case of doubt or for foreign-born mothers, a numerical code will be written. The punching will be as follows:

	Punch
United States, U. S., any State name or "1".....	1
Code number "2".....	2
"Unk" or X.....	X

Number of children—columns 27-30.—This field on the transcript has two codes located on the bottom line of the transcript. The left-hand code is punched in columns 27 and 28. This is straight numerical punching. If the left hand code is only one digit, "0" is punched in column 27. That is, "1" is punched as "01," etc. If unknown or blank, "XX" is punched. The right-hand code is punched in the same manner in columns 29 and 30.

After punching the final code in columns 29 and 30, "X" is punched in column 31, and the punch machine skips to column 35. Punch "X" on column 35 and skip to end of card.

Special punching instructions for stillbirth cards.

The punching for stillbirth cards is the same as for live births, with the following exceptions:

1. *Sex*—An unknown sex is permissible in stillbirths. If sex is unknown, punch "X" in column 15. In the case of plural stillbirths of unknown sex "V" will be coded for sex of mate. Punch this in column 18.
2. *Plural stillbirths*.—Transcripts coded 2, 5, or 9 are to be punched numerically in column 17. All other transcripts are to be treated as simple stillbirths and punched "X."
3. *Period of gestation*.—This item will not be coded or punched in 1942.
4. *Cause of stillbirth*.—This item will not be coded or punched in 1942.

INSTRUCTION MANUAL

PART IV. INSTRUCTIONS FOR CODING CAUSES OF DEATH

Prepared under the supervision of Halbert L. Dunn, M. D., Chief Statistician for Vital Statistics

GENERAL INSTRUCTIONS

The classification of causes of death as reported on death certificates frequently involves special factors and problems not covered by the principles incorporated in the Manual of the International List of Causes of Death. Many such cases have been encountered during the four decades that the International List has been used by the Bureau of the Census. The decisions rendered in these cases were recorded and in 1935 were assembled to form the basis of the rules included in the first edition of this Instruction Manual. Since that time a few changes have been made in these rules, but their number and effect have been kept to a minimum.

The Nosology Section is responsible for the coding of the information on death transcripts relating to causes of death. Each item is to be examined and coded according to the following instructions. Codes must be written legibly and must be placed within the boundaries of the respective code boxes.

On the transcripts of 1942 death certificates (see sample, p. 208) cause-of-death coding will be limited to the primary cause of death according to the fifth revision of the International List of Causes of Death (1938). This code will be written in the first code box in the lower right-hand corner of the transcript form.

Three digits will be shown for the numerical part of the International List code number, two zeros being prefixed for numbers from 1 to 9, and one zero for numbers from 10 to 99, e. g., 004, 025. If a letter subdivision is involved, it will be written as part of the code number, capital letters being preferred, e. g., 024A, 057D, 147C. If no letter subdivision is involved, X will be written as the fourth position of the code.

In revising their death certificates for use during the decade 1940-49, most States have adopted the new form of cause-of-death question recommended on the standard certificate issued in 1939 by the Bureau of the Census. This requests the certifying physician or medical examiner to indicate the causal or chronological sequence of diseases or injuries leading up to the immediate cause of death. This form of question was adopted with the hope that it might indicate more clearly just what should be reported on the death certificate, as well as give a better indication of the underlying causes of mortality.

In coding causes of death on 1942 transcripts, however, considerable caution will have to be exercised in interpreting the statements, since there is no assurance that certifying physicians and medical examiners have actually reported causes of death in strict accordance with the new form of the question. Studies will be instituted with a view toward determining how much reliance may be placed on the order in which causes of death are reported. When these studies indicate that the new form of cause-of-death question is being followed with sufficient uniformity throughout the country, the necessary adjustments in rules and procedures relating to the coding of causes of death will be made.

In the meantime, and this applies specifically to transcripts of 1942 death certificates, the rules and principles stated in the Manual of Joint Causes of Death and in this Instruction Manual will be observed. This is necessary to prevent any disruption of continuity with past procedures until such time as the data reported according to the new form of question become sufficiently reliable to warrant a change.

LOCATION OF CODES

104		State: Maryland		State File Number: Port George G. Meade, Md. 4838	
Name: Joseph R. Smith		Sex: M		Race: W	
City of Birth: Baltimore		State: West Virginia		County: Kanawha	
Full name of institution: Baltimore City Hospital		City of institution: Charleston		Street number: 03	
Length of stay: 3 da.		In this institution: 3 da.		Date of death: 19-01-15	
Date of death: 19-01-15		Date of admission: 19-02-11		Hospital or institution: 03	
Name: Joseph R. Smith		Institution: Regular Army		Social Security No.: 403-02-5678	
Age: 23		Date of birth: 6-18-19		Date of accession: June 20, 1918	
Occupation: Soldier		Nativity: Virginia		Date of death: Jan 8 1942	
Cause of death: Bronchopneumonia		Duration: 2 days		Code: 170C	
Injury: Fracture, dislocation of fifth cervical vertebra		Code: 107X		Code: 5.8	
Nature of injury: Reduction of fracture		Date of institution: Jan. 5, 1942		Place of accident: Bel Air, Harford Co., Maryland	
Cause of injury: Accident		Date of occurrence: Jan. 5, 1942		Nature of injury: Collision of two autos	
Place of accident: Highway		Manner of injury: No		Name of doctor: Dr.	

Place of death →

Place of residence

Hospital or institution

Veteran status

Nativity if foreign

Primary cause of death

Secondary cause of death

Nature of injury

Place of accident

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BUREAU OF THE CENSUS
2-83068

RULES FOR CODING CAUSES OF DEATH

Rule 1. Definition of cause of death for statistical purposes

Each individual disease entity or injury listed on a transcript, to which a code number is assigned in the Manual of the International List of Causes of Death, is to be considered as a separate cause of death.

(a) *Primary and associated causes of death.*—The primary cause of death is that one cause to which the death is charged for purposes of statistical tabulation. The secondary cause of death is that one of the associated or contributory causes which is coded and tabulated as being next in importance to the primary cause for purposes of statistical tabulation. Determination of the primary and secondary causes is made upon the basis of the joint-cause relationships shown in the Manual of the International List of Causes of Death and *Joint Causes of Death*, supplemented by rules contained in this Instruction Manual.

(b) *International list numbers.*—All subdivisions shown in the Manual of the International List are to be considered as individual code numbers, whether designated by number or by letter. They are known as "regular code numbers." (Examples: 1, 3, 13a, 13b, 13c, 61, 162a, 162b, etc., are considered as individual numbers in the regular code.)

(c) *Special code numbers.*—Numbers or letters used in coding causes of death that do not appear in the Manual of the International List are known as "special code numbers." Whenever such special code numbers are to be used, they will appear in this Instruction Manual or in amendments thereto. To avoid confusion with the regular International List code numbers, special code numbers will be designated by numbers outside the sequence comprising the International List (above 200), by capital letters (A, B, C, etc.), or by a supplemental code. (Examples: Capital letters A, B, C, etc., will be used in combination with titles 145, 163, 178, and 179 to show details not provided by the International List.)

(d) *Operation as cause of death.*—1. Operations are classified according to the cause for which performed. If this is indicated by the name of the operation itself, *i. e.*, if the name of the operation is self-explanatory, the operation is coded as synonymous with the condition necessitating it, even though the latter is not stated on the transcript. (Example: "Herniotomy" with no statement of "hernia" is coded as hernia (122a); "appendectomy" with no statement of "appendicitis" is coded as appendicitis (121), unless it is indicated that appendicitis was not actually involved. (See note following.)

NOTE: "Appendectomy," if listed with other abdominal operations, is given priority according to the Manual of Joint Causes of Death, only if "appendicitis" is stated. The reason for this exception is that a surgeon frequently removes the appendix incidental to other abdominal operations, even though no appendicitis is present. Since appendicitis takes priority over most abdominal conditions as listed in the Manual of Joint Causes of Death, it has been the custom to follow this rule, and any departure from it would materially influence rates compiled in previous tabulations because of the frequency of cases of this type. (Example: "Cholecystitis, cholecystectomy, and appendectomy" is assigned to cholecystitis, 127a.)

2. An indication that an operation was performed without any indication of the cause for which it was performed is considered as a cause of death under the ill-defined group, number 200c.

3. If operation is indicated but not named, and if only one of the causes of death is of operable nature, the operation should be considered to have been performed for that cause. (Example: "Lobar pneumonia, cholecystitis," operation indicated, is assigned to 127a primary because cholecystitis is the only operable cause reported.)

4. If operation is indicated, and if two or more causes of death were of operable nature, operations should be considered to have been performed for all such causes and assignment made accordingly. (Example: "Appendicitis, hernia, and chronic nephritis," with operation indicated but with no designation of the particular cause for which it was performed, is coded 121 primary.)

5. If an operation admits of being performed for more than one cause, and the transcript does not indicate the cause, assign the operation to the International List title under which it is listed and query for the specific cause. (Example: "Cholecystectomy" with no cause stated, assign to 127b and query as to whether it was performed for cancer, gallstones, or some other disease, such as cholecystitis.) If the name of the operation does not even indicate a choice of possible causes, such as laparotomy, consider the operation to be included in the ill-defined group

(200c), and query for the cause. (Example: "Laparotomy, chronic nephritis," with no indication of the cause for the operation, assign to chronic nephritis (131b) primary, and query for the cause of the operation.)

(e) *Illness of mother on infant's transcript.*—Illness of mother reported as a cause of death on a transcript representing an infant death will not be coded as an infant cause of death unless specified in the International List Manual.

Rule 2. Classification of terms not in International List Manual.

Any term or expression reported as a cause of death not specifically included in the International List Manual should be classified according to the following general principle: If a standard medical dictionary shows the term to be synonymous with an expression listed in the manual, code the same international list number as the listed expression. If this is not the case, code as the nearest residual group number of the anatomical part into which it obviously falls, unless inquiry results in more definite information. When doubt exists as to the nearest residual group number, code as "ill-defined" (200a).

Rule 3. Classification of combination terms.

Combination terms are coded as one cause if included in the International List Manual. (Example: "Diabetic gangrene" is listed in the manual as gangrene, diabetic, and is coded as diabetes mellitus, number 61.) They are also coded as single causes if a standard medical dictionary indicates that they are synonymous with some term shown in the manual, in which case they are assigned to the same international list number as the listed term. If they are not listed and are not synonymous with some term shown in the manual, they are split into component parts, each being considered an individual cause. (Example: Since "arteriosclerotic gangrene" is not listed in the International List Manual, it is split into arteriosclerosis and gangrene, and coded 97 primary.)

It should be observed that certain combination terms are covered in the manual by general notes rather than by being specifically listed. (Example: "Diphtheritic—any condition so qualified 10"—appears in the index. Since any condition qualified as "diphtheritic" is assigned to international list number 10, it is not necessary to specifically list such conditions. Expressions qualified by the word "diabetic" are listed in a similar manner.)

Rule 4. Interpretation of expressions indicating causal relationship.

Expressions indicating causal relationship, such as "due to," "from," "following," "caused by," etc., should be considered as modifying the relationships indicated by the joint-cause tables in the International List Manual. Since the words "due to" are printed on most death certificates, caution should be exercised in accepting them as an indication of true causal or chronological relationship. The following exceptions to the above rule are to be noted:

1. If a disease is stated to be the result of an injury not serious enough in itself to cause death, assign to the disease. (Example: "Sarcoma of femur caused by kick from horse 4 months prior to death" is coded 55b primary.)

2. When a disease is stated to be the result of an operation, injury, or a childbirth that occurred 1 year or more prior to death, assign to the resulting disease condition. (Example: "Intestinal obstruction (122b) following appendectomy (121) 5 years ago" is coded as 122b.)

3. When cerebral hemorrhage, hemiplegia, or paralysis is stated to be due to arteriosclerosis, assign according to the Manual of Joint Causes of Death and not to arteriosclerosis.

4. When three or more causes of death are reported on a transcript none of which takes priority over all of the others according to the Manual of Joint Causes, the combination is known as a "ring." These "rings" are handled in two ways, depending on whether each cause represents a separate disease entity with no well-defined relationship or whether there is a definite relationship that may be taken into account.

The first method is illustrated by the following example: "Hypostatic pneumonia, gastric ulcer, cerebral hemorrhage, myocardial degeneration." While hypostatic pneumonia is the first cause mentioned on the transcript, it is disregarded because all the other causes stated supersede it. That leaves gastric ulcer as the first cause involved in the "ring," cerebral hemorrhage takes precedence over the ulcer while the ulcer is preferred over the heart condition, and the heart supersedes cerebral hemorrhage. Therefore, since there is no clearly defined relationship, assignment is made to the first cause mentioned on the transcript involved in the "ring," gastric ulcer, 117a. If cerebral hemorrhage had been mentioned first, assignment would have been to 83a; if myocardial degeneration had been mentioned first, assignment would have been to 93d.

The second method of handling these combinations is illustrated by the following examples in which preference is indicated by *italics*.

- (a) Bronchopneumonia, pyelitis, *prostatitis*.
- (b) Bronchopneumonia, *cholelithiasis*, cholecystitis.
- (c) Gangrene, *arteriosclerosis*, bronchopneumonia.
- (d) *Arteriosclerosis, enlarged prostate, pyonephritis*.
- (e) When "rings" occur involving heart and peritonitis combinations, priority is given to the disease causing the peritonitis when such disease is reported. (Example: Valvular heart disease, *cholelithiasis*, peritonitis)
- (f) In cases involving influenza and lobar pneumonia, the primary cause is determined by using the *weight* of the lobar pneumonia. (Examples: "Chronic endocarditis and influenza" is assigned to chronic endocarditis, number 92d. However, "chronic endocarditis, influenza, and lobar pneumonia" is assigned to number 33a, since lobar pneumonia takes precedence over all heart diseases, and influenza in turn supersedes lobar pneumonia.)

Rule 5. Interpretation of expressions indicating doubtful diagnosis.

Causes of death qualified by statements that throw doubt upon the accuracy of the diagnosis serve to separate the causes of death into a "preferred" group and a "questionable" group for the purpose of establishing the primary cause of death and of ordering the associated causes. Following are such qualifying expressions commonly used:

<i>Preferred list</i>		<i>Questionable list</i>	
Apparently-----	Said to have been	Doubtful-----	Perhaps
History of-----	Suppose	Either—or-----	Possibly
Likely-----	Suspect	May have been---	Symptoms of
Presumably-----	Suspicion of	Might have been---	? (Question mark)
Probable, probably-	Think		

1. Causes qualified by terms in the "preferred list" take precedence over those qualified by terms in the "questionable list," regardless of priorities shown in the Joint Cause Manual (Example: "Erysipelas, diabetes, and possibly cancer of the stomach" is coded as diabetes (61) primary. "Chronic nephritis, possibly cancer of stomach," is coded as chronic nephritis (131b) primary)

2. Terms listed under International List titles 199-200, ill-defined causes, are to be preferred over causes qualified by expressions in the "questionable list." (Example: "Natural causes, possibly heart disease," is coded as 200a primary.) Cases involving this rule will be segregated for special study with a view toward possible revision of the rule.

Rule 6. Interpretation of statements indicating duration.

Statements indicating date of onset or duration of a disease or injury reported on the transcript should be interpreted according to the principles given under the following subdivisions.

(a) *Effect of duration on designation "acute" or "chronic."*—When any term listed in the International List Index is specified on the transcript as "acute" or "chronic," it is so considered, regardless of the duration of the condition so qualified (Example: "Acute endocarditis, duration 5 years," is coded as acute endocarditis regardless of duration)

When a term is not specified as "acute" or "chronic," duration of under 1 year is considered as "unspecified" according to the International List, and duration of 1 year or over is considered chronic. (Example: "Nephritis, duration 3 years," is classed as chronic nephritis.) If duration is specified in such a manner that it is not clear which of two or more causes is so qualified, the duration is disregarded.

(b) *Effect of duration on joint-cause selection*—Selection of the preferred cause of death is influenced by statements indicating duration.

▶ Terms listed as congenital in the International List, but which are not so specified on the death certificate, will be considered congenital and coded as such if the age is 3 days or less.

▶ When the duration of a cause of death is not noted on the transcript, or is shown to be under 1 year, the primary cause of death is determined by the Manual of Joint Causes of Death. The following exceptions are to be noted:

1. When major operations and childbirth are reported with duration of 6 months to 1 year, the cause of death is thrown into the "questionable list," and handled as described under rule 5. With duration of 1 year or more major operations and childbirth will not be considered as a cause of death unless the only cause stated, or unless provided for by some other rule.

2. When injuries are reported with duration of 6 months to 1 year they are handled as follows: If a disease condition is stated to be the result of an injury (titles 163-190, 191: 1, 192-194, 195d, 195e1) which occurred between 6 months and 1 year before death, and such disease takes precedence over all other causes reported, assign death to the injury. (Example: "Myelitis from spinal injury due to fall 8 months before death, and chronic nephritis" is coded as fall (186a), since myelitis takes precedence over chronic nephritis.) In other cases the injury is placed in the "questionable list" and handled as described under rule 5.

When injuries are reported with a duration of 1 year or more, they are assigned to the resulting disease condition if any is stated. Otherwise they are classified as "ill-defined cause" (200a). (Example: "Automobile accident, 2 years ago" with no further information, is coded as ill-defined, 200a.)

3. The following International List numbers and joint-cause subdivisions, which signify diseases ordinarily acute in nature, are reported with duration of 1 year or more, they are not to be considered a cause of death:

1-4	26a	38b	38f1	140-150.
6	33-36	38d	39	
8-12	38a	38e	107-109	

4. When lobar pneumonia or pneumonia (unqualified) is reported with premature birth on a mother's transcript, and wording or duration shows that the pneumonia preceded birth (or labor), assign to the pneumonia. (Example: "Pneumonia 4 days, premature birth, 2 days before death" is coded as pneumonia (109) primary.)

Rule 7. Classification of slight injury.

1. Unless associated with a septic condition, injuries that are slight in nature are not given preference over other causes reported on the transcript. When septicemia is reported to have developed from a minor injury, the combination is given the joint cause weight of the title corresponding to that injury, but is assigned to septicemia as the primary cause. (Example: "Septicemia from cut finger, chronic nephritis," is coded septicemia (24a) primary.)

2. The following are included under "slight injury":

Abrasion (any part of body).	First-degree burn.
Anesthesia, local or general, with or without operation.	Fracture of cartilage.
Any term classified under 191.2 and 195e2.	Frostbite.
Avulsion (unqualified).	Heat cramps.
Bruise (any part of body).	Heat exhaustion
Brush burn.	Heat fever.
Contusion.	Heat prostration.
Cut of finger or toe.	Laceration of finger or toe.
Dislocation of any bone except spine.	Lack of care (meaning lack of proper care).
Dislocation of cartilage.	Overheated
Displaced tendon.	Poisoning, injury, or other condition resulting from treatment for any disease.
Effects of heat.	Scratch.
Effects of hot weather.	Sprain.
Excessive heat.	Subluxation.
Exposure (unqualified).	
Exposure to cold.	

NOTE.—Overdosage is not considered a slight injury.

Rule 8. Major operation and selection of primary cause of death

Major operations and operative deliveries within 6 months of death, or with date of operation unspecified, serve to give priority rating to the cause of death for which the operation was performed. This applies regardless of the rating given by the Manual of Joint Causes of Death and by the Instructions to Coders of Causes of Death, except when reported in combination with any of the following numbers of the fourth edition of the Manual of Joint Causes of Death:

1-4	25.1	38b	45-55	119b1	163-190
6-10	26	38f1	68	121.1	191.1
13a	29.1	39	117a1	125a	192-194
13b1	30	41	117b1	140	195d
13c	34-37	42.1	118.1	142a	195e1
14-23	38a	43.1	119a1	147	

(Example: "Syphilis and hysterectomy for fibroid uterus" is assigned to syphilis, 30g primary.)

In case of conflict between two or more of the above titles, priority is determined by the Manual of Joint Causes of Death. (Example: "Pulmonary tuberculosis and operation for gangrenous appendicitis 3 months previous," is assigned to pulmonary tuberculosis, 13b primary.)

The statement "old operation" on a transcript is considered as indicating duration of over 6 months.

If the condition for which the operation was performed is a sequela or complication of some other disease occurring within a year, the assignment is to such disease. (Example: "Appendicitis with operation indicated as for peritonitis" is assigned to appendicitis, 121 primary.)

(a) *Minor operations*.—All operations are to be considered as major with the exception of those listed below, which are considered minor. For terms designated as neither major nor minor see B, list of "Terms not indicating operations." Any operation in the following list that is performed for cancer is considered a major operation:

Adenoidectomy.	Hemorrhoidectomy.
Amputation.	Intubation.
Application of cast.	Laryngoscopy.
Aspiration.	Lumbar puncture.
Biopsy.	Lobectomy.
Bronchoscopy.	Myringotomy.
Circumcision.	Operation for ischiorectal abscess.
Colporrhaphy.	Paracentesis.
Curettage of cervix of uterus.	Perineorrhaphy (old).
Cystoscopy.	Punch operation on prostate.
Dental operations.	Reduction of dislocations.
Dilatations (anus, cervix, esophagus, urethra).	Reduction of fractures.
Following types of operations on certain anatomical parts:	Rib resection.
Types of operation: Cauterization, drainage, excision, removal, repair.	Spinal puncture.
Anatomical parts: Chest wall, eye and all its parts, ganglion, joints (except skull and vertebral column), mucous membrane, nerves, skin, subcutaneous tissue, superficial skeletal muscles, and tendons.	Staphylorrhaphy.
	Submucous resection.
	Tapping.
	Thoracentesis.
	Thoracotomy.
	Tonsillectomy.
	Tracheotomy.
	Transfusion.
	Vasectomy.
	Venesection.
	Ventricular puncture.

(b) *Terms not indicating operations*.—

Abortion (unless instrumental).	Injections:
Anesthesia without operation.	Intravenous.
Arsphenamine (606) injection.	Subcutaneous.
Catheterization.	Pubiotomy—child (operation for mother).
Cesarean for child (operation for mother).	Radium treatment.
Chemical cauterization.	Symphysiotomy—child (operation for mother).
Criminal abortion (unless instrumental).	Vaccination.
Delivery, unqualified.	Version.
Hypodermoclysis.	X-ray treatment.
Induced abortion (unless instrumental).	

EXPLANATORY NOTES AND DEFINITIONS RELATING TO INTERNATIONAL LIST TITLES

General.

6. Cerebrospinal (meningococcus) meningitis.
Cerebrospinal meningitis, (qualified as meningococcus or stated to be due to meningococcus) assign to 6.
Cerebrospinal meningitis (unqualified, i. e., not qualified as meningococcus) assign as follows: (a) When reported with influenza, pneumonia (all forms), mastoiditis, otitis media, other infections of the ear, sinusitis, other infections of the nasal passages, consider as 81b and query to determine whether caused by meningococcus or some other organism.

(b) When reported as the only cause or with causes other than those enumerated under (a), consider as 6 and query to determine the organism causing it.

170. Motor-vehicle accidents.

A motor-vehicle accident is any accident involving a motor vehicle in motion, while in use for transportation purposes. Motion or use for transportation purposes is assumed unless otherwise indicated. (See International List 175a and d for exceptions, and Joint Cause Manual for accidents that are given preference over motor-vehicle accidents. Also see special instructions and definitions relating specifically to the classification of motor-vehicle accidents.)

172. Water-transport accidents.

A water-transport accident is any accident occurring on, or originating from, a ship or boat of any description (except seaplane) while in motion for transportation purposes. Motion is assumed unless otherwise indicated. (See Joint Cause Manual for accidents that are given preference over water-transport accidents.)

173. Air-transport accidents.

An air-transport accident is any accident occurring on, originating from, or caused by aircraft of any kind while in motion as a whole, or in part, while in use for transportation purposes. Motion or use for transportation purposes is assumed unless otherwise indicated. (See Joint Cause Manual for accidents that are given preference over air-transport accidents.)

174. Accidents in mines and quarries.

This title relates strictly to the place in which the accident occurred and includes all accidents that occur in mines (shaft or open pit), quarries, gravel and sand pits, and in buildings, structures, machinery, and equipment pertaining thereto, regardless of the kind of accident, the manner in which it occurred, and the age, sex, occupation, or activity of the decedent. (See Joint Cause Manual for accidents that are given preference over accidents in mines and quarries.)

175. Agricultural and forestry accidents.

This title combines place in which the accident occurred with the activity and circumstances involved in the accident.

(a, b, c) Agricultural accidents: An agricultural accident is any accident occurring during the course of agricultural operations or originating from or because of such operations. (See Joint Cause Manual for accidents that are given preference over agricultural accidents.)

Agricultural operations include all activities or work performed in the operation of a farm, such as clearing land, plowing, seeding, cultivating, irrigating, and harvesting; repairing and maintaining farm buildings, machinery, vehicles, and other equipment, caring for and handling livestock and other farm animals, digging and repairing wells on farms; and other activities commonly carried on in the production of agricultural products and livestock. The decedent need not necessarily have been engaged in the activity that caused his death.

A "farm" is defined as any place devoted to the production of agricultural products or livestock.

(d, e) Forestry accidents: A forestry accident is any accident occurring during the course of forestry operations, or originating from or because of such operations. (See Joint Cause Manual for accidents that are given preference over forestry accidents.)

Forestry operations include all activities or work performed in the planting, caring for, and cutting of forest products and the handling of these products in the forest. The decedent need not necessarily have been engaged in the activity that caused his death.

Classification of special terms and combinations of conditions.

Air embolism reported with diseases and conditions of pregnancy, abortion, and childbirth should not be considered as a septic condition, should be amended accordingly, unless so specified. Footnotes on title 100b (p. 188) and titles 140-150 (pp. 248-267) should be amended accordingly. (See Joint Cause Manual.)

Asphyxia from bedclothes, 182; from position or posture, without reference to some external suffocating agent, assign to the condition causing the suffocating position, e. g., alcoholism, 77; epilepsy, 85; etc.

Cerebral sclerosis or, general sclerosis reported with arteriosclerosis, assign to 97 only. If arteriosclerosis is not reported in such cases, assign to 87d and query, because cerebral and general sclerosis are usually used in the sense of arteriosclerosis.

Chronic myocarditis and endocarditis reported as a connected expression, consider both endocarditis and myocarditis to be qualified by the word chronic and assign to 92d. Note that this interpretation of the word "and" does not apply to any other combinations of diseases unless and until a specific decision is made to extend it.

Cirrhosis of liver, cholecystitis, cholecystectomy reported together, assign to cirrhosis of liver, 124b, because the operation is performed as a palliative measure for the underlying cause, cirrhosis of liver.

Coronary thrombosis reported with rupture of heart, assign to 94a.

Drowned, fell off raft, while playing or swimming, assign to drowning, 183, and not to water-transport accident, 172.

Lobar pneumonia (or pneumonia unspecified) reported with onset prior to "premature birth" for a maternal death, assign to 108 (or 109) because the pneumonia was the direct cause of the premature birth. These cases should be classified according to duration in the same way as those involving pneumonia and abortion.

Lymphoblastoma reported with Hodgkin's disease, consider as Hodgkin's disease and assign to 44b only.

Pancreatitis, cholecystitis, cholecystectomy, reported together, assign to pancreatitis, 128, because the operation is performed for relief of pancreatitis.

Prematurity (159) reported with monster or monstrosity, assign to 157m.

Classification of rheumatic heart diseases.

In the fifth revision of the International List of Causes of Death, subdivisions have been included for rheumatic heart diseases, viz, 58a-d for acute rheumatic heart diseases, and 90a, 92b, 92c, 93c, and 95b for chronic rheumatic heart diseases. Since many death certificates report combinations of heart diseases and rheumatic conditions without specifically stating that the rheumatic condition was the underlying cause of the heart disease, it is necessary to adopt certain rules to obtain uniformity in the classification of such cases. The following rules will therefore, be observed in the coding of 1942 death transcripts:

1. Heart diseases specifically stated to be rheumatic shall, of course, be considered as rheumatic heart conditions and shall be assigned accordingly. (Examples: Acute rheumatic endocarditis, 58b; rheumatic myocarditis (-45 years), 58c.)

2. Whenever any rheumatic condition included in the following list is reported on a certificate with heart diseases included under 90, 91, 92, 93a, 93b, 93d, 93e1, 95c1, and 95c2, it will be considered as qualifying the heart disease, unless the onset of the rheumatic condition is definitely stated to have occurred after the onset of the heart disease.

Terms under 58

Acute articular rheumatism
inflammatory rheumatism
rheumatic arthritis
fever
neurtis
rheumatism
of joint
Articular rheumatism
Febrile rheumatism
Inflammatory rheumatism
Intercostal rheumatism
Malignant rheumatism
Rheumatic fever
hyperpyrexia
Rheumatism
of joint
Septic rheumatism
Subacute articular rheumatism
inflammatory rheumatism
rheumatic arthritis
fever
rheumatism

Terms under 59

Chronic inflammatory rheumatism
multiple arthritis
polyarthritis
rheumatic arthritis
fever
polyarthritis
rheumatism
of joint
Multiple arthritis
Polyarthritis (except of spine)
Progressive arthritis
Rheumatic arthritis
polyarthritis

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3. If a rheumatic condition is reported in conjunction with two or more heart diseases, it will be considered as applying to each heart condition stated. In such cases, select the primary heart disease according to the Joint Cause Manual and attach the rheumatic qualification. (Example: Acute endocarditis, acute myocarditis, rheumatic fever, 58b)

(a) Notes under titles 58 and 59 in the Joint Cause Manual show the effect of the chronic rheumatic conditions above when associated with acute heart diseases. (Example: Acute endocarditis and chronic rheumatic fever, 92c, because acute endocarditis would be considered rheumatic (58b) and the notes under 58 and 59 in the Joint Cause Manual would change this to 92c.)

(b) If two or more heart diseases included under titles 90, 91, 92, 93a, 93b, 93d, 93e1, 95c1, and 95c2 are reported, and one of them is stated to be rheumatic, all of them will be considered as rheumatic. (Example: Acute rheumatic myocarditis and acute endocarditis, 58b)

4. Rheumatic heart diseases will be coded according to the present rules, using the following as a guide for determining secondary causes.

Do not show:

- 58a secondary to 90a
- 58b secondary to 92b, c
- 58c secondary to 93c
- 58d secondary to 90a; 92b, c; 93c; 95b
- 58e secondary to 90a; 92b, c; 93c; 95b

However, the following can be shown:

- 58a secondary to 92b, c; 93c; 95b
- 58b secondary to 90a; 93c; 95b
- 58c secondary to 90a; 92b, c; 95b

Remember that note 1 under title 58 applies only to the terms listed in the note (which are included under title 59) and does not include terms under 95b, such as "rheumatic heart disease."

TYPOGRAPHICAL CORRECTIONS AND TERMS TO BE INSERTED IN THE MANUAL OF THE INTERNATIONAL LIST OF CAUSES OF DEATH, FIFTH REVISION, 1938 AND JOINT CAUSES OF DEATH—FOURTH EDITION, 1939

Typographical corrections

Page	Correction
59	Under title 30d, change arteritis to syphilitic arteritis.
148	Under title 64, change 10 91 to 109 1
198	Change "109 PNEUMONIA (UNSPECIFIED)—Continued" to "110 PLEURISY (NOT SPECIFIED AS TUBERCULOUS)—Continued"
273	Under title 124b1, bottom of sixth column, change 114b1 to 141b1
247	Change title 139b2 to 139c2
256	Under title 144 change 145 1 to 145 l and show in italics, change footnote number 23 to 24, and 24 to 25 Delete 145 1 from present position and substitute under 143b.
296	Anaphylaxis 195a should be 200c
329	Disease, cardiovascular 93b should be 93d
333	Edema, brain (1 yr —) 83a2 should be (1 yr +) 83a2.
368	Kidney, hemorrhage 133b1 should be 133b2
390	Paralysis, bilateral—supply missing letter "l"
402	Ammonia—delete code numbers 163 1, 178

Inserts.

Terms to be inserted into the alphabetical index of the manual should be cross-referenced in keeping with the general plan of the index. For that purpose the following inserts are listed in the manner in which they would be shown in the index itself. Code numbers have been shown only for new terms to be inserted and not for those already appearing in the manual.

Page	Terms to be inserted	Page	Terms to be inserted
289	Abdomen aneurysm due to or with arteriosclerosis 96	339	Feeding toxicosis (in Puerto Rico) (-2 yrs) 119a2 (2 yr +) 120a2
296	Anemia hypochromic 73c macrocytic 73b Aneurysm abdominal aorta 30d (due to or with arteriosclerosis) 96 dissecting 30d (due to or with arteriosclerosis) 96 mycotic 96 syphilitic (site not specified) 30e	340	Fever, typhus with Brill's disease 39d
297	Aorta abdominal, aneurysm 30d (due to or with arteriosclerosis) 96 dissecting 30d (due to or with arteriosclerosis) 96	343	Friedlander's bacillus pneumonia 109.1 Fungous infection (unqualified) 43 1
303	Birth instrumental (mother) (gestation -7 mos) 140, 141 (gestation 7 mos +) 149b	347	Gland pineal, degeneration 66b
304	operative (see Birth, instrumental)	350	Heart disease pulmonary 95c3
305	Braun congestion (-1 yr) 161c (1 yr +) 83a2	355	His, bundle sclerosis 95c2
307	Breast cancer metastatic 50 Brill's disease with typhus fever 39d	357	Hypochromic anemia 73c
309	Bundle, His sclerosis 95c2	359	Infection fungous (unqualified) 43 1
310	Cancer breast metastatic 50 stomach metastatic 46b	375	Macrocytic anemia 73b
311	Cardiovascular collapse 93d	379	Metastatic cancer breast 50 stomach 46b
312	Cesarean operation (mother) (gestation -7 mos) 140, 141 (gestation 7 mos +) 149b	381	Mycotic aneurysm 96
313	Collapse cardiovascular 93d	387	Operation delivery (see Birth, instrumental)
320	Congestion brain (-1 yr) 161c (1 yr +) 83a2	389	Pancoast tumor 47d
323	Crisis, thyroid 63b	399	Pineal gland, degeneration 66b
326	Degeneration pineal gland 66b	401	Pneumonia Friedlander's bacillus 109 1
328	Disease Brill's with typhus fever 39d heart pulmonary 95c3	407	Prostatis 137a
		408	Pseudomyxoma peritonei 56e1
		408	Pulmonary heart disease 95c3
		414	Sclerosis, bundle of His 95c2
		422	Stomach cancer metastatic 46b
		424	Stomatitis Vincent's 32b3
		426	Superior sulcus, tumor 47d
		426	Syphilis aneurysm (site not specified) 30e
		428	Thyroid crisis 63b
		429	Toxicosis feeding (in Puerto Rico) (-2 yrs) 119a2 (2 yrs +) 120a2
		435	Tumor pancoast 47d superior sulcus 47d
		436	Typhus fever with Brill's disease 39d
		443	Vincent's stomatitis 32b3
Notes to be inserted			
132	Under title 44a change 123 2 to 123 2' and add the following footnote to the table With stricture of rectum assign to 44a because in such cases stricture is the direct sequela of the venereal disease. Put a corresponding note on title 123 2 (p. 220).		

TRANSCRIPTS TO BE COPIED FOR SPECIAL TABULATION

For purposes of special study transcripts assigned to the following international list titles will be turned in the book by the coder:

- | List No.: | <i>International list title</i> |
|-----------|---|
| 3 | Plague. |
| 4 | Cholera (Asiatic). |
| 5 | Undulant fever (brucellosis). |
| 7 | Anthrax. |
| 23 | Leprosy. |
| 26 | Other diseases due to bacteria (except dysentery). |
| 29 | Other diseases due to parasitic protozoa (except spirochetes). |
| 31 | Relapsing fever. |
| 32 | Other diseases due to spirochetes (except Vincent's angina). |
| 38a | Yellow fever. |
| 38b | Rabies. |
| 38f | Other diseases ascribed to viruses. |
| 39 | Typhus fever and typhus-like diseases (due to Rickettsia). |
| 41 | Hydatid disease. |
| 42 | Chyluria. |
| 42 | Filariasis. |
| 42 | Trichinosis. |
| 43 | Mycoses. |
| 44c | Mumps. |
| 44d | Other infectious and parasitic diseases. |
| 68 | Beriberi. |
| 78 | Lead poisoning. |
| 79 | Chronic poisoning by other mineral or organic substances. |
| 163G | Suicide by other solid or liquid poisons. |
| 163X | Suicide by other poisonous gases. |
| 173 | Air-transport accidents. |
| 178X | Accidental absorption of other poisonous gases. |
| 179X | Acute accidental poisoning by other and unspecified substances. |
| 195a | Sequelae of preventive immunization, inoculation, or vaccination. |
| 198 | Legal executions. |

INDEFINITE AND UNSATISFACTORY STATEMENTS TO BE QUERIED

It is essential that causes of death be reported with sufficient accuracy and definiteness to remove any doubt as to their proper classification. State and city registrars should therefore request additional information when the cause of death on the original certificate is ambiguous. The following list of queries is suggested, but does not cover all terms that should be queried. Those indicated by an asterisk (*) will be used by the Bureau of the Census as routine procedure unless it is indicated on the transcript that the State registrar has already queried the item in question:

Query No.	Query all transcripts reporting—	Inquiry to be made	
1	Acute nephritis Asthenia Atrophy Cardiac failure Congestion Convulsions Debility Dropsy Fever Gastritis Hemorrhage (unqualified) of intestine of stomach	Hypostatic pneumonia Indigestion Inflammation Jaundice Malnutrition Natural causes* Peritonitis Pleurisy Pulmonary edema Senility (65 yrs) Septicemia Uremia	What was the underlying cause?
*2	Salpingitis (unqualified).....	Was the salpingitis gonorrhoeal or puerperal in origin?	
*3	Violent deaths when not stated whether accidental, homicidal, or suicidal	Was death due to accident, homicide, or suicide?	

Query No.	Query all transcripts reporting—	Inquiry to be made
*4	When the manner of death, "Suicide" or "Homicide," is not specified	What was the manner or means of death?
*5	Major injuries when cause of injury is not stated	What was the cause of the injury?
*6	Inquest or investigation is noted as "pending"	What were the findings?
*7	Major operation with no statement of cause for which performed	For what cause was the operation performed?
8	Positive results of Wasserman or Kahn test with no statement of syphilis	If clinical syphilis is indicated, was it a contributing factor in the death?
*9	Cerebrospinal meningitis (unqualified)	Was it due to meningococcus?
10	Meningitis (unqualified)	Was this death due to epidemic or tuberculous meningitis?
11	Ophthalmia (unqualified)	Was it due to gonococcus?
*12	Parotitis (unqualified) and acute parotitis	Was this used in the sense of mumps?
*13	Nephritis, inflammatory pelvic conditions, toxemia, tremia, salpingitis, or peritonitis when pregnancy or childbirth may have been involved	Was this death complicated by a puerperal condition?
*14	Conditions of pregnancy, childbirth, or puerperium without indication as to whether a birth had occurred	At what month of pregnancy did death occur? Was there a birth in this case and how long before death did it occur?
*15	Malignant neoplasms without indication of the anatomical location, or specified only as abdominal, pelvic, or general	If possible, state a more definite anatomical location for malignant tumor.
*16	Cerebral sclerosis and general sclerosis without a statement of arteriosclerosis	Was this used in the sense of arterio-sclerosis?
*17	Hemorrhage of lung and hemoptysis	Was this death due to tuberculosis?
18.	Paresis (unspecified) or general paresis in people 60 years of age or over who are not in asylums.	Was this death due to senile paresis or general paralysis of the insane?
*19	Cause of death involving opposite sex of deceased	Statement of sex is inconsistent with cause of death
*20	Childhood diseases in old age and old-age diseases in childhood	Statement of age seems inconsistent with cause of death.
21	Premature infant with age unspecified	Was age omitted or was this a still-birth?

SPECIAL SUBDIVISIONS TO BE USED

- | | |
|---|--|
| <p>145. Other accidents and diseases of pregnancy</p> <p>A. With mention of septic conditions</p> <p>B. Without mention of septic conditions</p> <p>163. Suicide by poisoning</p> <p>Suicide by solid or liquid poisons</p> <p>A. Arsenic and compounds</p> <p>ant poison (arsenic)</p> <p>"Antrol"</p> <p>arsenate of lead</p> <p>arsenic (including all compounds)</p> <p>Fowler's solution</p> <p>neoarsphenamine</p> <p>Paris green</p> <p>"Rough on rats"</p> <p>salvarsan</p> <p>Scheele's green</p> <p>sodium arsenate</p> <p>trioxide of arsenic</p> <p>B. Barbituric acid and derivatives</p> <p>allonal</p> <p>amytal</p> <p>sodium</p> <p>barbital</p> <p>barbitone</p> <p>"Dial" (ciba)</p> <p>diethylbarbituric acid</p> <p>lpral</p> <p>luminal</p> | <p>Suicide by poisoning—Continued.</p> <p>Suicide by solid or liquid poisons—Continued.</p> <p>B. Barbituric acid and derivatives—Continued.</p> <p>"Nembutal"</p> <p>phenobarbital</p> <p>seconal</p> <p>sodium amytal</p> <p>veronal</p> <p>C. Cresol compounds</p> <p>compound solution of cresol</p> <p>creolin</p> <p>cresol</p> <p>cresolin</p> <p>liquor cresolis compositus</p> <p>"Lysol"</p> <p>D. Mercury and compounds</p> <p>bichloride</p> <p>of mercury</p> <p>blue mass (ointment or pill)</p> <p>calomel</p> <p>corrosive sublimate</p> <p>mercuric chloride</p> <p>mercurous chloride</p> <p>mercury and compounds (except cyanide of mercury, 163G)</p> <p>E. Nux vomica and strychnine</p> <p>"Hinkle's pills"</p> <p>nux vomica</p> <p>strychnine</p> <p>sulphate</p> |
|---|--|

SPECIAL SUBDIVISIONS TO BE USED—continued

163. Suicide by solid or liquid poisons—
Continued.
- F. Carbolic acid and phenol
carbolic acid
creosote (coal tar or beech-
wood)
(unqualified)
- phenol
- G. Other solid or liquid poisons
(All other poisons, mix-
tures of two groups, or
kinds not stated)
"Black leaf 40"
caustic alkali
hydroxide
poison
caustic soda
cocaine (all compounds)
codeine (all compounds)
cyanide compounds
"Drano"
heroin
hydrocyanic acid
laudanum
lye (acute)
(stricture or perforation)
morphine (all compounds)
narcotism (acute)
nicotine
insecticides
sulphate
- opiate
opium (all compounds)
opium narcosis
paregoric
potash
potassium hydroxide
prussic acid
"Saniflush"
soda
sodium hydroxide
sprays (nicotine)
tobacco (including snuff)
- Suicide by poisonous gases
- H. Illuminating gas
Includes commercial and
natural gas used in gas
stoves, heaters, lamps,
etc.
- M. Motor-vehicle exhaust gas
Includes carbon monoxide
generated by any motor
vehicle, e. g., automo-
bile, bus, truck, motor-
cycle, etc.
- O. Other carbon monoxide gas
Includes coal gas, gas from
wood- or coal-burning
stove, and other fuel gas.
- X. Other poisonous gases
Includes other gases, such
as fumes or vapors from
chloroform, ether, etc.,
also gases not named or
identified.
178. Accidental absorption of poisonous
gas
- A. Motor-vehicle exhaust gas
Includes carbon monoxide
generated by any motor
vehicle, e. g., automo-
bile, bus, truck, motor-
cycle, etc.
- B. Other carbon monoxide gas
Includes illuminating gas,
gas used in stoves, heat-
ers, and lamps, coal gas,
other fuel gases, and all
carbon monoxide gas ex-
cept that generated by
motor vehicles.
- X. Other poisonous gases
Includes all other gases,
such as fumes or vapors
from chloroform, ether,
etc., also gases not nam-
ed or identified.
179. Acute accidental poisoning by
solids or liquids
- A. Arsenic and compounds
ant poison (arsenic)
"Antrol"
arsenate of lead
arsenic (including all com-
pounds)
arsenical dermatitis
Fowler's solution
neocarsphenamine (syphilis
not stated)
Paris green
"Rough on rats"
salvarsan (syphilis not
stated)
Scheele's green
sodium arsenate
trioxide of arsenic
- B. Barbituric acid and deriva-
tives
allonal
amytal
sodium
barbital
barbitone
"Dial" (ciba)
diethylbarbituric acid
ipral
luminal
"Membutal"
phenobarbital
seconal
sodium amytal
veronal
- C. Cresol compounds
compound solution of
cresol
creolin
cresol
cresolin
liquor cresolis compositus
"Lysol"

SPECIAL SUBDIVISIONS TO BE USED—continued

- | | |
|---|--|
| <p>179. Acute accidental poisoning by solids or liquids—Con.</p> <p>D. Mercury and compounds
bichloride
 of mercury
 blue mass (ointment or pill)
 calomel
 corrosive sublimate
 mercuric chloride
 mercurous chloride
 mercury and compounds (except cyanide of mercury, 179X)</p> <p>E. Nux vomica and strychnine
 “Hinkle’s pills”
 nux vomica
 strychnine
 sulphate</p> <p>F. Carbolic acid and phenol
 carbolic acid
 creosote (coal tar or beechwood)
 (unqualified)
 phenol</p> <p>G. Lye and potash
 caustic alkali
 hydroxide
 poison (unqualified)
 soda
 “Drano” (not “Saniflush”)
 lye (acute)
 (stricture or perforation)
 potash
 potassium hydroxide
 soda
 sodium hydrate
 hydroxide</p> | <p>179. Acute accidental poisoning by solids or liquids—Con.</p> <p>H. Tobacco and derivatives
 “Black leaf 40”
 nicotine
 insecticides
 sulphate
 sprays (nicotine)
 tobacco (including snuff)</p> <p>M. Narcotics
 cocaine (all compounds)
 codeine (all compounds)
 heroin
 laudanum
 morphine (all compounds)
 narcotism (acute)
 opiate
 opium (all compounds)
 opium narcosis
 paregoric</p> <p>O. Methanol and other alcohols
 alcohol (methyl)
 denatured
 industrial
 radiator
 rubbing
 wood
 canned heat
 fusel oils (amyl, butyl, propyl, etc.)
 methanol
 “Zeroene”</p> <p>X. Other and unspecified substances
 (Includes all other poisons, mixtures, or kinds not specified)</p> |
|---|--|

Instructions for coding place of accident.

Code for place of accident.—Transcripts coded as accidental deaths, viz, those containing any one of the code numbers 169–195 as a primary cause of death, must also contain code numbers indicating “place of accident,” according to the following code: (1) place not specified, (2) industry or industrial place, (3) farm, (4) home, (5) public place. This code is to be placed in the code box under that for primary cause of death and directly in front of the code number for nature of injury.

Definition of place of accident.—The following definitions will be observed in coding “place of accident”:

1. Place not specified: Nothing stated as to place in which accident occurred. Accidents occurring in places that cannot be assigned definitely to an industrial place, farm, home, or public place are also coded as “Place not specified.”

2. Industry or industrial place: An industrial place is a privately owned place or ground used for industrial or commercial purposes. It includes such places as a loading platform of a store, warehouse, or factory; a freight yard; ground within the confines of an industrial establishment; etc. It is strictly a place classification and therefore does not apply to accidents occurring in other places during the course of gainful employment. For example, an accident occurring to a visitor in a mine shaft is an accident in an industrial place, but an accident involving a truck driver on a highway is not an accident in an industrial place even though the accident occurred during the course of gainful employment. Accidents to domestic servants are not considered accidents in an industrial place, nor are accidents occurring on farms in the course of farming operations classified as accidents in an industrial place. A railroad accident, except when occurring at a crossing or station, is classified as an accident in an industrial place.

3. Farm: A farm includes all parts of a farm property. A farm accident includes all accidents occurring on farms.

4. Home: A home is defined as house and grounds, including garage, walks, yards, and driveways.

5. Public place: A public place is any place open to the public by custom or use. It includes such places as a highway, street, sidewalk, public building, park, lake, waterway, harbor, beach, etc. An accident involving a railroad train at a crossing or station is classified as an accident in a public place but other railroad accidents are to be considered as having occurred in an industrial place. Hospitals and jails are considered public places, except that accidents to inmates in hospitals and institutions of a resident nature are coded as having occurred in a home, if there is no specific statement that the accident occurred on the farm or shop (industrial place) of the institution.

Supplemental code for nature of injury.

A supplemental code for nature of injury will be shown on transcripts assigned to titles 169-176, 180, or 187 as primary cause. This supplemental code number will be considered as an integral part of the international list number to which it applies and will be placed immediately after the place-of-accident code. The international list number corresponding to the supplemental code number will therefore not be shown as a secondary cause on any transcripts on which such supplemental code number appears. (See examples following Supplemental Code for Nature of Injury.)

Supplemental code

Punch symbol	Nature of injury	Corresponding international list No
0	Accidental absorption of poisonous gas	178
1	Accidental burns (except conflagration)	181
2	Accidental mechanical suffocation	182
3	Accidental drowning	183
4	Accidental cutting or piercing	185
5	Accidental fall	185a
6	Accidental crushing	185b
7	Accidental injury by electric current	193
8	Other and unspecified accidents	195e

Examples:

Accident and nature of injury that caused death	Primary	Supplemental	Secondary
Drowned when train ran into river	169	3	
Burned in collision between 2 automobiles	170c	1	
Death from bronchopneumonia 10 days after skull was fractured in collision between automobile and train	170a	8	107
Death from septicemia 2 weeks after leg was crushed by gears in hoisting machinery	176	6	024a

INSTRUCTION MANUAL

PART VI. INSTRUCTIONS TO TRANSCRIBERS OF MOTOR-VEHICLE ACCIDENT DEATH TRANSCRIPTS

Prepared under the supervision of Halbert L. Dunn, M. D., Chief Statistician for Vital Statistics

The purpose of the special motor-vehicle accident death transcript is to supplement the information now available from the death certificate with more complete and accurate data relating to the place of the motor-vehicle accident and to other accident particulars. The special motor-vehicle accident death transcripts will also provide the necessary information to the State bureau of vital statistics and to the State traffic authority for the reconciliation of motor-vehicle accident statistics now being collected by the two agencies. The attainment of these two

INSTRUCTIONS

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- STATE BUREAU OF VITAL STATISTICS: After transcription of death certificate, retain copy 4 for delayed files pending return from Traffic Authority.
- TRAFFIC AUTHORITY: After transcription of accident information, retain copy 3 for Traffic Authority files. Return original and copy 2 to the State Bureau of Vital Statistics.
- STATE BUREAU OF VITAL STATISTICS: Send original copy to the U. S. Bureau of the Census.

DO NOT USE THIS SPACE		STATISTICAL TRANSCRIPT OF DEATH CERTIFICATE (For Motor-vehicle Accident Deaths Only)		File No.
State <u>New York</u>				<u>4838</u>
1. Place of Death:		2. Usual Residence of Deceased:		
(a) County <u>Nassau</u>		(a) State <u>New York</u> (b) County <u>Erie</u>		
(b) City or town <u>East Rockaway</u>		(c) City or town <u>Buffalo</u>		
(c) Name of hospital or institution <u>Samaritan Hospital</u>		(d) Street No. <u>1200 High Street</u>		
d) Length of stay: <u>6 days</u> In hospital or inst. <u>6 days</u> In this community		20. Date of death: Month <u>May</u> day <u>4</u> year <u>1939</u>		
		Hour of death <u>9:35</u> a. m. p. m.		
DO NOT USE THIS SPACE		21. Immediate cause of death: <u>Bronchopneumonia</u>		Duration <u>3 days</u>
		Due to— <u>Fracture, dislocation of fifth cervical vertebra</u>		
		Due to—		
3. (a) Name <u>Carl F. Worth</u>		Transcribe physician's underlining		
(b) If veteran, name war <u>World</u>		Other conditions <u>Alcoholism</u>		
(c) Social Security No. <u>405-02-567</u>		Major findings: <u>Of operations—</u>		
4. Sex <u>M</u> 5. Color or race <u>W</u>		Of autopsy—		
6. (a) Single, widowed, married, divorced <u>M</u>		22. (a) Accident, suicide, or homicide <u>Acc.</u> (b) Date <u>Apr. 28, 1939</u>		
(b) Age of husband or wife <u>40</u>		(c) Where did injury occur? <u>Nassau County</u>		
7. Birth date of deceased <u>May 27, 1892</u>		(d) In home, on farm, etc? <u>Public</u> While at work? <u>No</u>		
8. Age: Years <u>46</u> Months <u>11</u> Days <u>7</u> If less than 1 day — hr. — min		(e) Means of injury <u>Collision of auto and taxi</u>		
9. Birthplace <u>New York</u>		M. D. or other <u>Coroner</u>		
10. Usual occupation <u>Cashier</u>				
11. Industry or Business <u>Bank</u>				

DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS
To be filled out by Traffic Authority. Traffic Authority File No.

SUPPLEMENTARY MOTOR-VEHICLE ACCIDENT INFORMATION

1. (a), (b) Copy the place of death in full, i.e., county and city or town. Be sure to copy the name of the city or town if that name is given on the monthly shipment check list.

1. (c) Copy in full the name of the hospital or institution. Be certain that the hospital or institution is actually located in the county and city given under 1(a) and 1(b).

1. (d) Copy in full as given on the original certificate.

3. (a) Copy full name. This is needed for identification purposes.

3. (b) If answered on original, copy as given.

3. (c) If answered on original, copy as given.

4. Every transcript must show sex.

5. Copy the color or race as given on the original certificate. (See instructions for abbreviations permitted.)¹

6. (a) Copy as given on the original. This should be answered on every transcript. (See instructions for abbreviations.)¹

6. (b) Copy as given on the original.

7. Every transcript must show birth date of deceased. Give month, day, and year.

8. Age must be given. Copy in full, i.e., years, months, and days. If less than 1 day, give hours and minutes.

9. Copy birthplace as given. Do not use the name of a city. Use only States or countries. Do not abbreviate foreign countries.

10, 11. Copy as given on the original certificate

Indicate whether M.D., coroner, or other.

Give State name or State number on every transcript.

Give file number on every transcript. This is used for identification purposes.

2. (a), (b), (c), (d) Give the actual residence in full, i.e., State, county, and city or town. If residence is not in a city or town, write RURAL in 2 (c). Avoid giving the post-office address, because many times the post-office address is not the actual place of residence.

20. Every transcript must show the time of death. Give month, day, year, hour, and minute of death.

21. Copy each cause, with the duration, exactly as it is given on the original. Copy major findings of operation, including date of operation if given. Copy major findings of autopsy. Copy any additional information relating to causes of death that may have been obtained since the certificate was originally filed.

Copy the number assigned to this cause of death.

22. (a), (b), (c), (d), (e) Copy all of the information given. Be sure to give the date and exact place where injury or accident occurred.

¹Instructions for copying birth, death, and stillbirth certificates: 1940.

major objectives involves a mutual exchange of information between the State bureau of vital statistics and the State traffic authority. This will be accomplished by the use of the special motor-vehicle accident transcripts in those States where a cooperative agreement is reached between the two agencies concerned. The State bureau of vital statistics will give the personal particulars and cause of death (for all deaths in which a motor vehicle is involved), and the State traffic authority will copy the supplementary information relating to accident particulars in the appropriate spaces provided on the transcript forms.

Since each transcript form is designed for quadruple transcription (with carbon papers already inserted), the State bureau of vital statistics and the State traffic authority will have copies of the transcript for their files. The first copy (original) will be forwarded to the United States Bureau of the Census.

INSTRUCTIONS TO TRANSCRIBERS, STATE BUREAU OF VITAL STATISTICS

The motor-vehicle accident death transcript is not in any way a substitute for the regular transcript of a death certificate and should be made out in addition to the regular transcript. This is important, since separate and independent tabulations will be made from the special motor-vehicle accident death transcripts. Attention is called to the difference between the format of the regular transcript of the death certificate and the death certificate portion of the motor-vehicle accident death transcript. In the revision of the regular transcript of the death certificate, rearrangements were made in the position of the items but no changes were made in other details.

The death certificates to be copied should include those for all deaths in which a motor vehicle is involved. The transcriptions should be made each month soon after the causes of death are coded. Transcripts should be typed. If this is not possible, they should be written legibly with a sharp, hard pencil so that a good impression may be obtained on all of the carbon copies.

The International List number assigned as the cause of death by the State bureau of vital statistics should be copied immediately above the box entitled "Transcribe physician's underlining." This information is essential for the reconciliation of the records with those of the State traffic authority. In item 26 the hour of death is of importance as related to the hour of occurrence of the accident and it is essential that this information be copied.

After the transcription of the death certificate is made, the fourth copy (pink) and the last carbon paper should be detached from the stub. This copy of the transcript should be placed in a delayed file pending the return of the completed transcript from the traffic authority. The other three transcripts should then be forwarded to the State traffic authority for the supplementary information relating to the accident. The third copy (light yellow) will be detached and retained by the State traffic authority after the supplementary accident data have been added to the transcript.

When the completed transcripts are returned by the State traffic authority, each transcript should be checked with the copies in the delayed files to make sure that all of the transcripts have been returned. The delayed-file copy should be destroyed as soon as the completed transcript is received from the State traffic authority. The original copy should then be forwarded to the United States Bureau of the Census and the second copy (light blue) retained for the files of the State bureau of vital statistics. The transcript may be folded in half for this purpose.

Time of shipment.—In order to make possible the publication of current reports of motor-vehicle accident fatality data, and to obtain an even flow of transcripts, shipment of transcripts should be made regularly every month. The deadlines by which all transcripts should be received by the Bureau of the Census are as follows:

January, February, and March.....	Received by Apr. 15, 1942.
April, May, and June.....	Received by July 15, 1942.
July, August, and September.....	Received by Oct. 15, 1942.
October, November, and December.....	Received by Feb. 15, 1943.

INSTRUCTIONS TO TRANSCRIBERS—STATE TRAFFIC AUTHORITY

The State traffic authority will receive from the State bureau of vital statistics a copy of every death certificate (regardless of whether it was reported as a traffic or a nontraffic death) which specified that a motor vehicle was involved as the major or contributory cause of death. The International List number indicated immediately above the box entitled "Transcribe physician's underlining" will show the cause of death assigned by the State bureau of vital statistics.

The following are the International List number and subtitles assigned to motor-vehicle accident deaths. The International List numbers referring to other causes of death may be found in the Manual of the International List of Causes of Death.¹

170. Motor-vehicle accidents.²

- (a) Collisions between automobiles and trains.
- (b) Collisions between automobiles and streetcars.
- (c) Automobile accidents (except collisions with trains or streetcars).
- (d) Motorcycle accidents (except collisions with automobiles).

(It is possible that records of some of the accidents occurring outside the jurisdiction of the State traffic authority will not be available in the State office. In such cases the transcripts should be referred to the proper traffic authorities within or outside of the State for the supplementary accident information. It is important that this referral be made. The State where the accident occurred is indicated in item 22 (c) of the death transcript. If the record of the accident is not available, this fact should be noted in the space provided for "Remarks.")

The supplementary accident information should be typed. If this is not possible, it should be written legibly with a sharp, hard pencil so that a clear impression may be obtained on all of the carbon copies. All items should be answered in full if possible. If the data under any item cannot be secured, the transcriber shall place a dash in the space for the item.

Accident definitions already established in the practice of the State traffic authority will be used until a manual of definitions acceptable to various interested organization groups, such as the National Safety Council, National Conference on Uniform Traffic Accident Statistics, and the United States Bureau of the Census, is available.

INSTRUCTIONS TO TRANSCRIBERS

Copy or check all of the following items:

Name.—Copy the name of the deceased, if known, on all transcripts.

23 Check whether traffic or nontraffic motor-vehicle accident.

24 *Urban.*—For accidents occurring within the corporate limits of city, town, or village, copy the name of the city, town, or village and the name of county and State in which the accident occurred. The rural item should not be filled in.

Rural.—For accidents occurring outside the corporate limits of city, town, or village, copy the name of the county and State in which the accident occurred. If the place of accident was near a city, town, or village, give the name of such a place.

25. *Accident occurred*—This item should be completed for all accidents, whether urban or rural. Check one of the two blocks to designate whether the accident happened at an intersection or not an intersection.

26. *Time of accident*—Show the month, day, year, and time of accident. The hour of the accident should be given as exactly as possible.

27. *Black-out.*—Specify ("yes" or "no") whether or not accident occurred during a practice or actual air-raid precaution black-out. If "yes" applies, check appropriate block at the right to designate whether the black-out was partial or complete.

28. *Accident involved.*—Selection of the proper type of accident should depend upon the following classification method. Accidents are of two kinds: (1) "Collision," which includes all collisions of motor vehicles with other objects named; (2) "Noncollision," which includes all other types.

A motor-vehicle traffic accident should be classified in accord with the first event taking place in that accident. For example, if a motor vehicle overturns on a highway, and after overturning slides into another motor vehicle, the accident should be classified as a noncollision accident involving two motor vehicles, rather than a collision between two motor vehicles.

Similarly, if there is a collision between two motor vehicles and the force of the collision swings one car around, injuring a pedestrian, the accident should be classified as a motor-vehicle collision with another motor vehicle in which a pedestrian was injured.

Pedestrian: Included in this classification are persons pulling or pushing carts or wagons, and riders on scooters, coaster wagons, tricycles, sleds, skates, etc. (but not riders of bicycles). However, if any of these are powered by any type of motor or engine, the proper classification would be "Other motor vehicle."

¹ U S Bureau of the Census Manual of the International List of Causes of Death (fifth revision) and Joint Causes of Death (fourth edition). Government Printing Office Washington, D C 1940

² The term "automobile" used under this title means any motor-driven vehicle (except motorcycle) not operated on rails.

Copy full name. This is needed for identification purposes.

23. Check whether traffic or non-traffic accident.

24. Copy in full the place of occurrence of accident.
If accident occurred within the corporate limits of the city, town, or village, give names of city, town, or village, the county, and the State.
If accident occurred outside the corporate limits of a city, town, or village, give names of county and State in which accident occurred and also state name of nearest city, town, or village.

25. Check whether accident occurred at intersection or not at intersection.

26. Copy time of accident. Give month, day, year, and time to the nearest minute if possible.

27. State whether or not accident happened during a blackout. If so, check whether or not the blackout was partial or complete.

28. Check one item. If accident involved a fixed object, state nature of the object.

29. Check one item.

To be filled out by Traffic Authority **SUPPLEMENTARY MOTOR-VEHICLE ACCIDENT INFORMATION** Traffic Authority File No.

Name _____

23. Traffic Accident or Non-Traffic Accident

24. (Fill out if accident occurred within corporate limits of city, town, or village)
 URBAN: City, Town, or Village _____ County _____ State _____
 OR (Fill out if accident occurred outside of corporate limits of city, town, or village)
 RURAL: County _____ Near _____ (City, town, or village) _____ State _____

25. ACCIDENT OCCURRED At intersection OR Not at intersection

26. Time of accident _____ Month _____ Day _____ Year _____ P. M. _____

27. Did accident occur during blackout? _____ If so, was blackout partial complete

28. Accident involved Pedestrian Other motor-vehicle R. R. train Street car Animal-drawn vehicle Bicycle
 Fixed object Animal (ridden, herded, unattended) Overturned to roadway
 Ran off roadway Other non-collision (fall from vehicle, fire, etc.) Other (explain in Remarks)

29. Was the deceased driver, passenger, pedestrian or Other (explain in Remarks)

30. Number of others known killed in same accident _____

31. Number nonfatally injured in same accident _____

Remarks _____

Police or Traffic Authority of _____ City or State _____

30. Copy exact number of others fatally injured in same accident.

31. Copy exact number of persons nonfatally injured in same accident.

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Other motor vehicle: To be checked where a collision occurs between two or more motor vehicles—all automobiles, trucks, motorcycles, taxicabs, busses, etc. Also include all motorized bicycles, scooters, etc.

Railroad train: Included in this classification are freight cars, passenger cars or coaches, and other rolling stock drawn by electric, steam, or Diesel-powered locomotive.

Streetcar. Included in this classification are passenger or work cars running on rails through public streets.

Animal-drawn vehicle: Any wagon, cart, or vehicle drawn by an animal

Bicycle: This includes all two-wheel cycles unless motorized. A collision with a motorized bicycle should be classed as "Other motor vehicle"

Other type of vehicle: To be used to designate all accidents involving vehicles not classified in the previous sections.

Animal Indicate by encircling the proper word whether ridden, herded, or unattended.

Fixed object: Motor vehicles may collide with fixed objects of three types: Objects within the roadway, objects immediately adjacent to the roadway, and objects that are off the roadway. Only those accidents where vehicles collide with objects on or immediately adjacent to the highway are classified as "fixed object" accidents. "Immediately adjacent to the roadway" means that the object was so close to the roadway or shoulder of the road that it could be struck by the vehicle without its actually leaving the roadway, or, in other words, had the object not been there, the slight deviation from the roadway would have been of little consequence. "Fixed object" includes any signal standard, warning beacon, culvert headwall, bridge, pedestrian island, pole, tree, or any object of similar character on or immediately adjacent to the roadway. However, when such objects are struck as a result of a collision with another vehicle, the accident is not of the "fixed object" type

Noncollision: This classification includes all accidents where a collision with another vehicle or an object was not the initial factor in the accident. Included in the classification are such accidents as running or skidding off the road, overturning, etc. The fall of a person from a moving vehicle, or an injury to a person while riding in a vehicle as the result of a sudden stop or turn, is included in this group.

29. Check whether the deceased was the driver, a passenger, a pedestrian, or other. If other, explain in "Remarks."

30. State the exact number of other persons known to have been killed in the same accident. If no others were killed, write "none" in the space allotted for the number.

31. Show the exact number of persons known to have been nonfatally injured in the same accident. If no persons were nonfatally injured, write "none" in the space allotted for the number.

When the transcription of the supplementary motor-vehicle accident information is completed, detach the third (yellow) copy and the accompanying carbon paper from the stub. Retain this third copy for files of the State traffic authority and return the original and the second copy to the State bureau of vital statistics.

INSTRUCTION MANUAL

PART VII. INSTRUCTIONS FOR CODING TRANSCRIPTS AND FOR PUNCHING CARDS OF MOTOR-VEHICLE ACCIDENT DEATHS

Prepared under the supervision of Halbert L. Dunn, M. D., Chief Statistician for Vital Statistics

PROCEDURE FOR CODING MOTOR-VEHICLE ACCIDENT DEATH TRANSCRIPTS

In general, the procedure for coding motor-vehicle accident transcripts will be the same as that used in coding the regular mortality transcripts. Unless indicated to the contrary in this supplement, the rules outlined in the Manual of Instructions¹ will apply to the coding of motor-vehicle accident death transcripts

¹ U. S. Bureau of the Census. Instruction Manual, Part II, Instructions for Coding and Punching Geographic and Personal Particulars of Natality and Mortality Transcripts, 1912 edition

The following are the proposed steps in the handling of motor-vehicle accident transcripts:

1. A hand count is made of all the transcripts received from the States. At this time all transcripts for accidents occurring 1 year or more previous to date of death shall be removed. The total count of transcripts on the accompanying check list, including those removed, is compared with the total supplied by the State. Payment for the transcripts is made on a quarterly basis, and vouchers are prepared from the cumulative total records and sent to the States for final approval.

2. Edit and code for personal particulars, accident information, place of death, place of residence, place of injury, place of accident, and institution.

3. Verify transcripts for coding of personal particulars, accident information, place of death, place of residence, place of injury, place of accident, and institutional data.

4. Forward the transcripts to the Nosology Section for cause-of-death coding and verification.

5. Inconsistent information and incomplete items on the transcripts to be punched shall be queried.

6. If either one or the other part of the transcript has not been completed in those cases in which the accident occurred in one State and the death in another State, the transcript is to be pulled and an effort made to match the reports and to complete the missing information by: (a) Searching motor-vehicle accident death reports; (b) Searching the regular death certificate transcripts (refers only to those cases in which the death particulars are incomplete).

If further information cannot be secured by these methods, a query should be made.

7. Transcripts for each State are assembled as follows in three groups by the time and place of accident: (1) Accidents that occurred in the previous calendar year; (2) transcripts for cities of 10,000 or more inhabitants, filed collectively by cities in alphabetical order; (3) transcripts for the remainder of the State, i. e., places having from 2,500 to 10,000 inhabitants (rural cities) and the rural district.

The "rural cities" transcripts are filed as they appear on the check lists. The "rural" transcripts are filed by counties in alphabetical order. The "rural cities" transcripts are filed alphabetically following the rural transcripts in the counties, which are also in alphabetical order. All groups of transcripts will be handled in the same way. The procedure for handling each group is as follows: (a) A check list showing the total number of transcripts for each geographic unit by place of accident and by month of accident will be made; (b) the transcripts will be numbered serially, starting with number 1 for each group at the beginning of the year. A hand numbering device will be used for this purpose; (c) assemble in books of 250, (d) forward to the Machine Tabulation Division for card punching, (e) additional information obtained after receipt of the transcripts may be added to the transcripts at any time during the process of assembling the books, punching of the cards, and during the tabulation of the quarterly summaries. No information, however, is to be added to the transcripts after the final (annual) tabulations are once begun.

After the transcripts are returned from the Division of Machine Tabulation, the nonresident (out of State) transcripts are sorted and photostated; the photostats are sent to those States of residence which request such information. (See special list of States to which copies of the nonresident transcripts are to be sent.)

INSTRUCTIONS FOR EDITING AND CODING MOTOR-VEHICLE ACCIDENT DEATH TRANSCRIPTS

General instructions.—Coders should examine and code the information relating to the following items 1, 2, 3, 4, 5, 6, 7, 8, 10, 20, 22, 23, 24, 25, 26, 27, 28, 29, 30, and 31. The coder must write legibly and rewrite anything that cannot be read at a glance.

Items on place of death, place of accident, and place of residence.

A special supplementary code will be used with all geographic codes. The geographic code based on the 1940 census is to be used.

Item 24—Place of accident.—The code for the place of accident is to be written in the left-hand code box below item 1. When the accident is a nontraffic accident, the time of accident and the place of accident are the only items on the supplemental part of the transcript that need be coded. Obtain the geographic and supplemental codes for the place of accident from item 24 unless this item is blank

on the supplemental form. In that case, use the information given in item 22 (c) relating to the place of accident.

Item 1—Place of death.—The code for place of death is written in the right-hand code box, below item 1.

Item 1c—Institution.—Each transcript is to be examined to see whether or not the death occurred in an institution. If the name of an institution is given, the code number "1" is to be placed in the code box directly under the place-of-accident code box. If the death did not occur in an institution, no further coding is necessary.

Item 2—Place of residence.—The code for place of residence is to be written in the code box directly under the place-of-death code box.

Rules for determining place of residence.—Refer to 1942 Instruction Manual, Part II.

Item 22c—Place of injury.—The place of injury is not to be given a geographic code. A supplementary code is to be used.

Supplemental geographic code.—Supplemental geographic codes will be used in conjunction with the geographic code for place of accident, place of death, and place of injury. These supplemental codes will show a comparison between:

- (a) Place of accident and place of death..... (PA-PD)
- (b) Place of accident and place of residence..... (PA-PR)
- (c) Place of accident and place of injury..... (PA-PI)

For these comparisons the following code will be used:

Same place.....	X
Other State.....	0
Same county, city of 100 000 or more.....	1
Same county, city of 10,000 to 100,000.....	2
Same county, city of 2,500 to 10,000.....	3
Same county, rural.....	4
Different county, city of 100,000 or more.....	5
Different county, city of 10,000 to 100,000.....	6
Different county, city of 2,500 to 10,000.....	7
Different county, rural.....	8
Unknown.....	9

The code number for the supplemental code (a), place of accident and place of death, is to be placed in the left-hand code box below item 1, to the left of the place-of-accident code.

The code number for the supplemental code (b), place of accident and place of residence, is to be placed in the right-hand code box under the item 1, to the left of the place-of-death code.

The code number for the supplemental code (c), place of accident and place of injury, is to be placed in the place-of-residence code box directly following the place-of-residence code.

Items on personal and accident particulars.

Item 4—Sex —Refer to 1942 Instruction Manual, Part II.

Item 5—Race.—Refer to 1942 Instruction Manual, Part II.

Item 6—Marital condition —Refer to 1942 Instruction Manual, Part II.

Item 8—Age at death.—Refer to 1942 Instruction Manual, Part II.

Item 10—Occupation —This item will be coded as follows:

All other occupation stated as retired, disabled, students, housewives, persons under 14 years of age.....	Y
Unknown, "_____" or blank.....	X
Soldiers.....	0
Sailors, marines, Coast Guard men.....	1
Taxi drivers, chauffeurs, bus drivers, motormen, deliverymen.....	2
Truck drivers.....	3
Traffic patrolmen (mechanized and otherwise).....	4
Highway laborers (construction and maintenance).....	5
Clerical workers.....	6
Industrial workers.....	7
Professional workers.....	8
Farmers.....	9

This code is to be written in the lower right-hand corner of the upper half of the transcript below the cause-of-death codes.

Item 20—Duration of injury—Duration of injury is secured by comparing the month, day, year, and hour of death with the month, day, year, and hour of accident (items 20 and 26). Query for missing information unless the transcriber has placed a dash in the space allotted for the data. Do not query if information is not available from the death certificate filed in the State health department. After the duration of injury has been determined, the following code should be written in the blank space beneath the number "20":

Less than 1 hour.....	0
1 hour to 24 hours.....	1
1 day 1 minute to 3 days.....	2
3 days 1 minute to 7 days.....	3
7 days 1 minute to 14 days.....	4
14 days 1 minute to 28 days.....	5
28 days 1 minute to 3 months.....	6
3 months to 6 months.....	7
6 months to 11 months 29 days.....	8
Not stated.....	9

If item 20 indicates that the death occurred before the accident, code as zero (0) if the difference in time is 1 hour or less. If death is stated to have occurred more than 1 hour before the accident, a query should be made. When the duration of injury cannot be calculated because the hour of death is not given, code 9 in those cases where the death occurred on the same day or the day following the accident unless the duration stated in the cause-of-death box gives the information.

A query should be made unless the information is not available as indicated by the designation "X" or "unk" or "_____". Do not query for hour of death when the duration of injury is more than 1 day. Also, do not query for hour of death when the accident is a nontraffic accident (item 23).

Item 23—Type of accident—A code is not necessary for this item if the type of accident is specified as a traffic accident. If the type of accident is not stated or the information is not consistent, a query should be made. If the accident is a nontraffic accident, no other code except for time of accident is necessary. In these cases the date is to be obtained from item 22 (b) and written in the appropriate spaces of item 26 and coded for day of week.

Item 25—Intersection—If an "X" has been placed in the box indicating that the accident occurred at an intersection or not at an intersection, no further coding is necessary. However, if the boxes are blank and the given information definitely locates the accident at an intersection (or not at an intersection), insert an "X" in the appropriate box. Query if the accident cannot be definitely located.

Item 26—Time of accident—The month, day, year, and hour should be given. If the spaces are blank and the transcriber has not indicated by a dash that the information is not obtainable, the item should be queried. However, if duration of injury is stated in the cause-of-death box, use this information to determine the time of accident. In the case of a nontraffic accident where the supplementary motor-vehicle accident information is left blank, the time of accident is obtained from item 22 (b) and transcribed in the appropriate spaces of item 26.

Code day of week in the blank space to the left of item 26. The following code is to be used:

Sunday.....	Code 1	Thursday.....	Code 5
Monday.....	2	Friday.....	6
Tuesday.....	3	Saturday.....	7
Wednesday.....	4		

Item 27—Black-out—This item will be coded as follows:

Unknown or not specified.....	X
No.....	1
Yes; type of black-out (partial or complete) not checked.....	2
Yes; partial black-out.....	3
Yes; complete black-out.....	4

This code number is placed in the space directly to the left of item 27.

Item 28—Accident involved.—Information obtained on this item will be coded as follows:

Pedestrian.....	1
Fixed object.....	2
Running off road.....	3
Other motor vehicle.....	4
Railroad train.....	5
Animal.....	6
Other noncollision.....	7
Streetcar.....	8
Animal-drawn vehicle.....	9
Bicycle.....	0
Overturned in roadway.....	X
Other and not specified.....	V

(When box designated as "Other" is checked, see "Remarks" for further information and give appropriate code.)

In the case of pedestrian deaths, item 28 should be coded "1" unless the information on the transcript specifically states that the pedestrian fatality resulted from a collision between two or more motor vehicles, or that the pedestrian was fatally injured by a motor vehicle which first struck another object. If a pedestrian was killed in a collision between two or more motor vehicles, item 28 should be coded "4." In all cases, the classification should be based upon the type of objects struck first. The code should be written in the blank space beneath item 28.

Item 29—Deceased.—This item is to be coded as follows:

Driver.....	1	Other.....	4
Passenger.....	2	Unknown.....	X
Pedestrian.....	3		

The code should be written in the margin directly to the left of the item 29. If item 28 shows a bicycle was involved and the person riding or driving either of these vehicles was the deceased, the code for item 28 should be "4" for other. The terms "driver" and "passenger" refer to occupants of the motor vehicles.

Item 30—Number of others fatally injured in same accident.—If a number has been placed in the appropriate space indicating the number of other persons fatally injured in same accident, or if "none" or "unk" has been placed in the proper space, no further coding is necessary. However, if the space is blank, the item should be coded as unknown and should be queried.

Item 31—Number nonfatally injured in same accident.—If the transcriber has placed a number in the appropriate space, or indicated that the information is not obtainable, no further coding is necessary. However, if the space is blank, the item should be coded as unknown and should be queried.

INSTRUCTIONS FOR CODING CAUSE OF DEATH ON MOTOR-VEHICLE ACCIDENT DEATH TRANSCRIPTS

The primary and secondary cause of death will be selected according to the fifth revision of the Manual of the International List of Causes of Death¹ and the Instructions for Coding Causes of Death.² The special supplementary code for nature of injury will also be used.

The primary cause-of-death code will be written in the first code box in the lower right-hand corner of the upper half of the transcript form. Since motor-vehicle accident fatalities are coded "170a," "170b," "170c," or "170d" the number "170" will be omitted and the letters coded as follows:

A—Collisions between automobiles and trains.....	1
B—Collisions between automobiles and streetcars.....	2
C—Automobile accidents (except collisions with trains or streetcars).....	3
D—Motorcycle accidents (except collisions with automobiles).....	4

The secondary cause of death will be selected according to the Manual of Joint Causes of Death (1939)¹ and the code will be written in the second code box (under the primary and the supplemental code) in the lower right-hand corner of the upper half of the transcript form. If no secondary cause is given, code "X."

¹ U S Bureau of the Census Manual of the International List of Causes of Death (fifth revision) and Joint Causes of Death (fourth edition) Government Printing Office, Washington, D C. 1940

² U S Bureau of the Census. Instruction Manual, part IV, Instructions for Coding Causes of Death. 1942 edition.

The special supplementary code relating to the nature of injury will be written in the first code box in the lower right corner of the upper half of the transcript form to the right of the primary cause-of-death code. When two or more supplementary causes are given, assign supplementary code according to joint cause preference. The supplementary code is as follows:

Fractures.....	X
Accidental absorption of poisonous gas.....	0
Accidental burns (except conflagration).....	1
Accidental mechanical suffocation.....	2
Accidental drowning.....	3
Accidental cutting or piercing.....	4
Accidental fall.....	5
Accidental crushing.....	6
Accidental injury by electric current.....	7
Other and unspecified injuries.....	8

In coding the supplementary cause of death, caution should be exercised in interpreting the statements. The part of the transcripts devoted to "Remarks" should be edited for further information.

The following are examples which will clarify the use of the supplementary code:

- (1) Two cars collide on a bridge. One car with the driver as the only occupant rolls into the river and the driver is drowned. The occupants of the other car escape without injury. The primary cause of death is coded "3" and the supplementary code is "3."
- (2) An automobile collides with a street car. The auto is thrown against a high-tension pole which snaps, falling on the auto electrocuting the driver. The primary cause is coded "2" and the supplementary code is "7."
- (3) Collision between two automobiles at an intersection. One driver dies as the result of a fractured leg, six fractured ribs, and a pneumothorax. The primary cause is coded "3" and the supplementary code is X.

Whenever the type of accident (item 23) is specified as a nontraffic accident, additional code numbers are used to indicate the place of accident. Information for the place of a nontraffic accident is obtained from item 22 (c), and the following code is used:

	Code		Code
Industrial place.....	2	Public place.....	5
Farm.....	3	Other and not specified.....	6
Home.....	4		

This code number is to be written directly above the non-traffic-accident box of item 23 of the transcript.

The following statements are definitions to be used in coding this item:

Industrial: An industrial place is defined as a privately owned ground used for commercial purposes, such as a loading platform of a store, warehouse, or factory; a freight yard; ground within the confines of an industrial establishment; etc. The 1939 definition¹ of an industrial accident will be modified to exclude accidents occurring in the course of gainful employment. Also excluded from the definition of industrial accidents will be accidents occurring on farms in the course of farming operations.

Farm: A farm includes all parts of a farm property. A farm accident includes accidents occurring on farms in the course of farming operations.

Home: Home is defined as house and grounds, including garage, walks, yards, and driveways.

Public: A public place is any place open to the public by custom or use. It includes public roads whether or not open to traffic.

Other and not specified: Accidents occurring in places that cannot be assigned definitely to an industrial place, farm, home, or public place are coded as other.

INSTRUCTIONS TO PUNCHERS OF MOTOR-VEHICLE ACCIDENT DEATH CARDS

Serial number—Column 1-4.—The motor-vehicle accident death transcripts are numbered serially and are separated into two groups: (1) Cities of 10,000 and over; and (2) rural cities (2,500 to 10,000) and rural. Transcripts for (1) are numbered as a group beginning with 0001 for each State. Transcripts for (2) are numbered as a group beginning with 0001 for each State. The cards for motor-vehicle accident deaths will be numbered prior to punching. The number

¹ U. S. Bureau of the Census Instruction Manual, pt. II, Instructions for Coding Causes of Death, fifth edition, p 11, 1939

designated in the upper left-hand corner of the transcript is to be punched in columns 1-4.

Supplementary PA-PD—Column 5—Whenever a single-digit supplemental geographic code is found to be preceding the six-digit place-of-accident code, punch this code in column 5. If no code is given, punch "9."

Place of accident—Columns 6-11.—A full six-digit geographic code for the place of accident is given in the left-hand code box below item 1 of each transcript. Punch this place-of-accident code in columns 6-11. The place-of-accident code will be punched for every transcript.

Supplementary PA-PR—Column 12.—Whenever a single-digit supplemental geographic code is found preceding the six-digit place-of-death code, punch this code in column 12. If no code is given, punch "9."

Place of death—Columns 13-18.—A complete six-digit code for place of death is given in the right-hand code box below item 1 of each transcript. Punch this place-of-death code in columns 13-18. The place-of-death code will be punched for every transcript.

CARD NUMBER	PLACE OF ACCIDENT						PLACE OF DEATH						PLACE OF RESIDENCE						AGE	SECOND CAUSE		TIME OF ACCIDENT						SEX	RACE	INSTITUTION			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18		19	20	21	22	23	24	25	26				27	28	29	30
0000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
1111	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1			
2222	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2			
3333	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3			
4444	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4			
5555	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5			
6666	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6			
7777	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7			
8888	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8			
9999	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9			

Institution—Column 19.—The institution is a one-digit numerical code placed in the code box directly under the place-of-accident code box. The code is punched exactly as given in column 19. If no code is given on the transcript, "2" is punched.

Place of residence—Columns 20-25—The nonresident transcripts will not be separated from the resident transcripts. A complete six-digit code for the place of residence is given in the code box directly under the place-of-death code box of each transcript. Punch this code in columns 20-25.

Supplementary PA-PI—Column 26—Whenever a single-digit supplemental geographic code is found following the six-digit place-of-residence code, punch this code in column 26. If no code is given, punch "9."

Sex—Column 27.—Sex is indicated as male or female on every transcript. There is no unknown sex, and if sex is not indicated, the supervisor is consulted. The sex code is punched in column 27 according to the entry below.

	<i>Entry</i>	<i>Code</i>
Male.....	M	1
Female.....	F	2

Race—Column 28—The information relating to race is punched in column 28. One of the following races should be indicated on every transcript. If no race is indicated, consult the supervisor. There will be no unknown classification. Since a numerical code will not be given, the information is to be punched as follows.

	<i>Entry</i>	<i>Punch</i>		<i>Entry</i>	<i>Punch</i>
White.....	W	1	Chinese.....	Ch	4
Negro.....	B	2	Japanese.....	Jp	5
Indian.....	Ind	3	Other.....	Ot	6

Marital condition—Column 29.—The marital-condition on code is punched in column 29 according to the following table:

	Entry	Punch
Single.....	S	1
Married.....	M	2
Widowed.....	Wid	3
Divorced.....	Div	4
Unknown or blank.....	Unk	X

Age—Columns 30, 31.—The age of the decedent is a two-column code and is punched in columns 30, 31. The code is to be the same as the age in years.

If the age is 99 or over, punch "99"; if under 1, punch "00"; from 1 to 10, punch "01," "02," "03," * * * "10," etc. If the age is unknown or not given, punch XX.

Month of death—Column 32.—The month of death is punched in column 32, according to the following scheme:

	Punch		Punch
January.....	1	July.....	7
February.....	2	August.....	8
March.....	3	September.....	9
April.....	4	October.....	0
May.....	5	November.....	X
June.....	6	December.....	V

Duration of injury—Column 33 —A single-digit code will be written in the blank space beneath the item 20 on the transcript. The code is to be punched in column 33.

Primary cause of death—Column 34.—The cause of death for item 21 on the transcript is given in the first code box in the lower right-hand corner of the upper half of the transcript. The primary cause-of-death code consists of one digit and is to be punched in column 34.

Supplemental cause of death—Column 35.—The supplementary cause-of-death code for item 21 on the transcript is given in the first code box in the lower right-hand corner of the upper half of the transcript directly following the primary cause-of-death code. The code is to be punched in column 35.

Secondary cause of death—Columns 38-39.—The secondary cause of death given in the second code box in the lower right-hand corner of the upper half of the transcript is to be punched in columns 38-39. The secondary cause of death is a four-digit code.

Occupation—Column 40.—The occupation code is given in the third code box in the lower right-hand corner of the upper half of the transcript. The code is to be punched in column 40.

Type of accident—Column 41 — There will be no unknown type of accident. If one or the other box is not checked or coded, consult your supervisor. If the accident is a traffic accident, no code will be given. Punch "1" in column 41.

If the accident is a nontraffic accident, a code will be given to denote the location of the accident. The code given directly above the nontraffic accident box of item 23 on the transcript will be punched in column 41.

No codes will be given for the remainder of the supplementary accident information part of the transcript, except for time of accident if the accident is a non-traffic accident. When "2," "3," "4," "5," or "6" is punched in column 41, punch "X's" in columns 42, 48, 50, 51, 52, 53, 54, 55, 56, and 57.

Intersection—Column 42 —The information relating to the place of accident—whether or not the accident occurred at an intersection— is punched in column 42. Since a numerical code will not be assigned, the information is to be punched as follows:

	Punch
At intersection.....	1
Not at intersection.....	2
Box not checked, unknown.....	X

Time of accident—Columns 43-49.—The time of accident relates to the month, day of month, day of week, a. m. or p. m., and hour and is to be punched in columns 43-49, inclusive. The month of accident is to be punched in column 43 according to the following scheme:

	Punch		Punch
January-----	1	July-----	7
February-----	2	August-----	8
March-----	3	September-----	9
April-----	4	October-----	0
May-----	5	November-----	X
June-----	6	December-----	V

The day of the month is a two-digit code and is to be punched in columns 44, 45 as given "01," "02," * * * "10," "11," etc.

The code for day of week will be given in the blank space to the left of item No. 26 and will be punched in column 46 as follows:

	Code
Sunday-----	1
Monday-----	2
Tuesday-----	3
Wednesday-----	4
Thursday-----	5
Friday-----	6
Saturday-----	7

The year is to be punched in column 47, according to the following scheme:

	Punch
1940-----	0
1941-----	1
1942-----	2

There will be no unknown year.

Punch the hour, a. m. or p. m., in column 48 as follows:

	Punch
A. m.-----	1
P. m.-----	2
Unknown-----	X

If the hour of accident is not given, punch "X" in column 48 and the machine will skip to column 50.

The exact hour is punched in column 49 as follows:

	Punch		Punch
1 o'clock-----	1	7 o'clock-----	7
2 o'clock-----	2	8 o'clock-----	8
3 o'clock-----	3	9 o'clock-----	9
4 o'clock-----	4	10 o'clock-----	0
5 o'clock-----	5	11 o'clock-----	X
6 o'clock-----	6	12 o'clock-----	V

Minutes are to be disregarded.

Did accident occur in black-out?—Column 50.—The code as to whether or not the accident occurred during a black-out is given in the space left of item 27. The code is to be punched in column 50

Accident involved—Column 51.—The code for "accident involved" is given in the blank space beneath the item 28 and is to be punched in column 51. There will be no blanks for this item except in the case of nontraffic accidents, in which case "X" will be punched in column 51.

Deceased—Column 52.—The code as to whether the decedent was a driver, passenger, pedestrian, or other is given to the left of item 29 and is to be punched in column 52. If blank or unknown, punch "X."

Number others known to have been killed in same accident—Columns 53, 54.—The number of other persons known to have been killed in same accident is not coded and the information is to be punched as given in columns 53, 54. Punch "01" for 1; "02" for 2, etc. If the information is not given, punch "XX."

Number nonfatally injured in same accident—Columns 55, 56.—The number of persons not fatally injured is not coded and the information is to be punched as given in columns 55, 56. Punch "01" for 1, "02" for 2, etc. If the information is not given, punch "XX."

Columns 57-80—The remaining columns will not be used for the 1942 motor-vehicle accident fatality tabulation. Punch "X" in column 57 and the machine will skip to the end of the card.

EXHIBIT H

ESTIMATED NUMBER OF NATIVE PERSONS LIVING IN THE UNITED STATES IN 1940
WHOSE BIRTHS WERE NOT REGISTERED

Thomas N. E. Greville, Division of Statistical Research, Bureau of the Census

INTRODUCTION

The growing need of establishing the facts of birth has led to a great demand for birth certificates, particularly for persons entitled to social-security and other benefits, and those working in defense industries. This demand has grown amazingly since the passage of the Social Security Act, and has reached an unprecedented peak during the period of national emergency. When no birth certificate is available, other sources of information must be utilized. It is necessary to have some knowledge of the number of people now living in the United States, whose births have not been registered, in order to measure the probable demands or the other available sources of information. In order to determine the number of unregistered births of the surviving native population, it was first necessary to distribute the 1940 population by State of birth and age. As it is probable that no tabulation by State of birth will be made in connection with the 1940 census, these figures are of considerable interest in themselves and are also given here.

This report presents estimates of the number of natives living in the United States in 1940 whose births were not registered at the time of birth. These estimates are shown by State of birth, age, and sex. The process by which the calculations were made divides itself naturally into two steps: First, the calculation of the estimated distribution by State of birth, color, sex, and age; and second, the application of percentages of completeness of registration based on available information in order to obtain the desired estimates of persons without birth registration. The results of the first step are believed to be highly reliable, while the percentages of completeness used in the second step were necessarily approximations based to some extent on personal judgment and general considerations. The estimated percentages of completeness are believed to be accurate within reasonable limits. Two bench marks exist at the end points on which the appraisal of registration in the intervening period can be based. The percentages for the most recent years are based on the preliminary results of the 1940 census birth registration test project, and there is a definite date at which each State adopted a birth registration law. The assumption of 100 percent incomplete registration of births before the enactment of a registration law in a State should produce very nearly correct results for that period. Local registration before the passage of a State law existed chiefly in those States which began State-wide registration at a very early date. In those States, therefore, the number of survivors of the period prior to the enactment of such a statute is negligible.

Although the figures pertaining to birth registration are the primary purpose of this study, it is thought advisable to publish also the distribution of the total population, because of the interest which these figures possess in themselves in view of the omission of tabulations by State of birth for 1940, for the first time in many decades, and in order that others may make their own estimates of the number of unregistered persons.

The author wishes to express his indebtedness to Miss Elbertie Foudray of the Division of Statistical Research for the basic idea of the method used in obtaining a simultaneous distribution of census data by age and State of birth; to the Division of Vital Statistics for valuable assistance in estimating the completeness of birth registration in the various States at different periods, and for making available to me the results of the birth registration test project; and to the Population Division for compiling necessary data from current tabulations of the 1940 census.

The method of arriving at the estimates will be briefly described.

PRELIMINARY ADJUSTMENT OF THE DATA

As no tabulation of the 1940 census data by State of birth is likely to be made, the tabulated results of the 1930 census by nativity, race, sex, and age were taken as the starting point for this study, since this made it possible to improve the accuracy of the estimated figures by adjusting them to reproduce the tabulated totals by State of birth for 1930. No age distribution being available for the native nonwhite population, this was estimated by assuming the foreign-born nonwhite of each sex to be distributed by age in the same proportions as the

foreign-born white. The resulting age distributions for foreign-born nonwhite were subtracted from those for total nonwhite to obtain the desired estimates for native nonwhite. As the foreign-born nonwhite constitute a relatively small percent of the total nonwhite, it is believed that little error could have resulted from this approximation. All figures were revised so as to include in the white population Mexicans who were classified with "Other races" in the 1930 census reports. Also persons of unknown age were distributed among the various age groups in proportion to their populations.

ESTIMATION OF 1930 DISTRIBUTION

Having thus obtained an estimated distribution of the native population in 1930 by sex, color, and age, the next problem was that of distributing each of these classes by State of birth. As the 1930 population 60 years of age and over and native to the continental United States were the survivors of the native population in 1870, the 1930 figures for persons 60 and over were assumed to be distributed by State of birth in the same proportions as the total natives in 1870. As the 1870 census returns were tabulated by State of birth and color, but not in combination with sex, it was assumed that persons of each color were distributed among the States in the same proportion for both sexes. As the sex ratio of births shows little geographic variation, it is felt that this is not an unreasonable assumption, and that any error thus introduced would be offset when, as described later, the figures for each State of birth were adjusted to reproduce the tabulated State totals for each sex.

The age group 55 to 59 in 1930 were the survivors of the births occurring in the period 1870 to 1874, and were 5 to 9 at the time of the 1880 census. Hence, each sex-color subdivision of the population 55 to 59 in 1930 was distributed by State of birth in the ratio of the native population 5 to 9 of the same classification actually living in the State in 1880. The group 50 to 54 in 1930 was distributed by State of birth according to the populations under 5 in 1880. All the other age groups under 60 were similarly dealt with, the State distribution being made in each case on the basis of the first census after the births of the individuals concerned. It is believed that interstate migration of children under 10 was probably relatively small, and that the children leaving a State and those entering would tend to offset each other. As the required figures for native nonwhites were not available except in the census of 1900, it was necessary, in other cases, to use total nonwhite figures. This would seem to be sufficiently accurate, since the number of foreign-born nonwhite under age 10 is quite small, and would affect only slightly the proportions of nonwhite children in the various States. The population over 60 could, of course, have been dealt with in the same manner in separate 5-year age groups, using the censuses prior to 1870. However, it was felt that further subdivision of the relatively small population 70 and over in 1940 would not be of sufficient interest or value to justify the additional labor of making such calculations.

Finally, as a check on the reliability of the method, the estimates for the various age groups were added to obtain total males and total females for each State of birth, and the results were compared with the actual tabulated totals. Before making this comparison a small proportional adjustment was made in the computed totals to exclude persons classed as natives who were born outside the continental United States. These include persons born at sea and in the Territories and outlying possessions of the United States, and American citizens born abroad, and constitute about one-fourth of 1 percent of the total natives. The tabulated totals were also adjusted by distributing proportionately among the States those persons whose State of birth was not reported.

Table 1 shows the close agreement between the two sets of figures. Finally, the various age groups for white and nonwhite, within each sex for each State, were adjusted in a constant ratio, so as to reproduce the correct State totals by sex. It is thought that this adjustment would tend to reduce any errors caused by the approximations introduced in the previous steps. This method assumes that the natives of the continental United States had the same age distribution by sex and color as the total native population. As the natives born outside the continental limits form so small a fraction of the total, this assumption cannot lead to serious error. Although total white and total nonwhite populations were also available by State of birth, no attempt was made to reproduce these totals, since the white in 1930 excluded Mexicans and no distribution of Mexicans born in the United States by State of birth could be obtained.

TABLE 1.—Native population by State of birth, United States, 1930

[All figures to nearest thousand but totals reconciled]

State of birth	Male		Female	
	Computed	Tabulated ¹	Computed	Tabulated ¹
United States.....	54,333,000	54,333,000	53,971,000	53,971,000
Alabama.....	1,489,000	1,510,000	1,481,000	1,507,000
Arizona.....	125,000	119,000	123,000	114,000
Arkansas.....	1,049,000	1,020,000	1,044,000	1,007,000
California.....	1,154,000	1,067,000	1,138,000	1,049,000
Colorado.....	363,000	338,000	362,000	334,000
Connecticut.....	611,000	572,000	616,000	581,000
Delaware.....	117,000	114,000	118,000	114,000
District of Columbia.....	141,000	133,000	144,000	142,000
Florida.....	472,000	446,000	472,000	447,000
Georgia.....	1,753,000	1,733,000	1,756,000	1,750,000
Idaho.....	167,000	154,000	165,000	151,000
Illinois.....	3,101,000	3,263,000	3,085,000	3,232,000
Indiana.....	1,634,000	1,682,000	1,616,000	1,648,000
Iowa.....	1,324,000	1,456,000	1,308,000	1,434,000
Kansas.....	944,000	936,000	931,000	925,000
Kentucky.....	1,627,000	1,663,000	1,603,000	1,606,000
Louisiana.....	1,061,000	1,079,000	1,060,000	1,104,000
Maine.....	444,000	432,000	441,000	424,000
Maryland.....	789,000	772,000	788,000	783,000
Massachusetts.....	1,642,000	1,610,000	1,644,000	1,635,000
Michigan.....	1,725,000	1,728,000	1,703,000	1,687,000
Minnesota.....	1,119,000	1,139,000	1,107,000	1,122,000
Mississippi.....	1,177,000	1,203,000	1,170,000	1,205,000
Missouri.....	1,904,000	1,979,000	1,882,000	1,959,000
Montana.....	182,000	176,000	181,000	170,000
Nebraska.....	682,000	674,000	671,000	661,000
Nevada.....	30,000	29,000	30,000	29,000
New Hampshire.....	233,000	213,000	234,000	215,000
New Jersey.....	1,373,000	1,269,000	1,369,000	1,279,000
New Mexico.....	201,000	184,000	200,000	178,000
New York.....	4,699,000	4,658,000	4,692,000	4,710,000
North Carolina.....	1,728,000	1,720,000	1,715,000	1,686,000
North Dakota.....	296,000	287,000	294,000	282,000
Ohio.....	2,897,000	2,925,000	2,870,000	2,892,000
Oklahoma.....	856,000	817,000	851,000	801,000
Oregon.....	287,000	268,000	282,000	264,000
Pennsylvania.....	4,533,000	4,563,000	4,529,000	4,583,000
Rhode Island.....	263,000	253,000	262,000	259,000
South Carolina.....	1,100,000	1,044,000	1,100,000	1,064,000
South Dakota.....	306,000	295,000	303,000	290,000
Tennessee.....	1,571,000	1,558,000	1,545,000	1,504,000
Texas.....	2,495,000	2,566,000	2,465,000	2,526,000
Utah.....	246,000	263,000	243,000	259,000
Vermont.....	225,000	210,000	222,000	206,000
Virginia.....	1,428,000	1,454,000	1,425,000	1,451,000
Washington.....	431,000	377,000	423,000	366,000
West Virginia.....	900,000	874,000	883,000	847,000
Wisconsin.....	1,365,000	1,442,000	1,356,000	1,424,000
Wyoming.....	74,000	66,000	72,000	63,000

¹ Persons whose States of birth were not reported have been distributed proportionately among the States.

ESTIMATION OF 1940 DISTRIBUTION

The data from the 1940 tabulations by nativity, race, sex, and age were adjusted in the same manner as the corresponding 1930 data, except that, after obtaining an estimated age distribution for the native nonwhite, a rough adjustment was made to exclude the estimated number of natives born outside the continental United States. After estimating the distribution by sex and color of the persons to be excluded, each sex-color group was distributed by age in the same proportions as the foreign-born white of the same sex.

Each of the resulting groups by sex, color, and age was then distributed by State of birth in the same proportions as the corresponding 1930 group of which these individuals were the survivors. For example, the white females 40 to 44 in 1940 were distributed by State of birth in the same proportions as the white females 30 to 34 in 1930. In the case of the age groups 0 to 4 and 5 to 9, the distribution was made in proportion to the estimated total births of the years 1935 to 1939 and 1930 to 1934, respectively, these periods corresponding approximately to the periods in which the individuals of those age groups were born. The estimated total births were obtained by applying a rough correction for under registration to the registered births for each State in each of the two periods.

Both this process and the basic process employed in arriving at the 1930 distribution by State of birth involve the basic assumption that rates of survival do not vary by State of birth. The available evidence indicates that rates of mortality and survivorship within the United States vary much less geographically than by color and sex. Moreover, any error in the 1930 estimates would be corrected in the final adjustment by which the tabulated State totals were reproduced, and it is felt that any bias due to the slight geographic variation in mortality would be small over the 10-year period 1930-39. The estimated distribution of the 1940 population is given in table 3, where the figures have been rounded to the nearest hundred.

ESTIMATES OF UNREGISTERED PERSONS

Rough estimates, by State and by broad age groups in 1940, were made of the percent of persons in each classification living in 1940 whose births were not registered at the time of birth. These percents were first estimated by Miss Foudray and the author, and later revised after consultation with Dr. R. D. Grove of the Division of Vital Statistics. Miss Foudray, in her long experience in the construction of life tables, has had frequent occasion to test the completeness of birth statistics for the various States by comparison with census returns and other data. Dr. Grove's work has brought him in close contact with State registration problems. The factors that were taken into consideration in arriving at the estimated percentages for each State included the date the first registration law was enacted, the date birth certificates were first on file for the entire State, the date the State was admitted to the birth registration area, the preliminary results of the 1940 census birth registration test project, and the results of the tests of birth registration made in the past by the Division of Vital Statistics and of those of Miss Foudray's studies. Table 2 gives certain important dates in the history of birth registration in each State.

TABLE 2.—History of birth registration by States

State	First State registration law enacted	Enactment of present law (model or conforms to model law)	Records on file for entire State	Admitted to registration area	State	First State registration law enacted	Enactment of present law (model or conforms to model law)	Records on file for entire State	Admitted to registration area
Alabama.....	1881	1919	1908	1927	Nebraska.....	1905	1927	1905	1920
Arizona.....	1909	1909	1909	1926	Nevada.....	1911	1929	1911	1929
Arkansas.....	1881	1913	1914	1927	New Hampshire..	1850	1891	1881	1915
California.....	1877	1915	1905	1919	New Jersey.....	1848	1920	1848	1921
Colorado.....	1876	1907	1907	1923	New Mexico.....	1907	1929	1919	1929
Connecticut.....	1852	1905	1897	1915	New York.....	1847	1913	1880	1915
Delaware.....	1861	1913	1881	1921	North Carolina..	1877	1913	1914	1917
Dist of Col.....	1871	1907	1871	1915	North Dakota....	1899	1907	1903	1924
Florida.....	1899	1915	1865	1924	Ohio.....	1867	1908	1909	1917
Georgia.....	1823	1927	1919	1923	Oklahoma.....	1907	1917	1917	1928
Idaho.....	1907	1911	1911	1926	Oregon.....	1903	1915	1903	1919
Illinois.....	1877	1915	1916	1922	Pennsylvania....	1851	1905	1906	1915
Indiana.....	1907	1913	1907	1917	Rhode Island....	1850	1911	1852	¹ 1921
Iowa.....	1880	1921	1880	1924	South Carolina..	1878	1914	1915	² 1928
Kansas.....	1885	1911	1911	1917	South Dakota....	1905	1931	1905	1932
Kentucky.....	1851	1911	1911	1917	Tennessee.....	1881	1913	1914	1927
Louisiana.....	1855	1918	1870	1927	Texas.....	1873	1927	1903	1933
Maine.....	1821	1892	1892	1915	Utah.....	1898	1905	1905	1917
Maryland.....	1880	1912	1898	1916	Vermont.....	1856	1906	1857	1915
Massachusetts..	1840	1903	1850	1915	Virginia.....	1853	1912	1912	1917
Michigan.....	1867	1925	1897	1915	Washington.....	1891	1915	1907	1917
Minnesota.....	1870	1913	1900	1915	West Virginia..	1866	1921	1917	1925
Mississippi.....	1878	1912	1912	1921	Wisconsin.....	1852	1907	1840	1917
Missouri.....	1891	1909	1910	1927	Wyoming.....	1907	1907	1909	1922
Montana.....	1895	1907	1907	1922					

¹ Rhode Island was included in the birth-registration area in 1915, dropped in 1919, readmitted in 1921.

² South Carolina was included in the birth-registration area in 1919, dropped in 1925, readmitted in 1928.

³ The age groups used in estimating these percents were chosen to conform to the broad age groups used in the tabulation of State data in the 5-percent sample of the 1940 census. In view of the rough nature of these estimates, it did not seem practicable to prepare them for a more complete age classification,

nor did it seem feasible to deal with the white and nonwhite populations separately, since the results of the 1940 birth registration test project have not yet been tabulated by color. Hence, for this purpose, white and nonwhite were combined, and the data were consolidated into broad age groups.

The proportion of persons of a given age group now living whose births were not registered at the time of birth is not necessarily the same as the proportion of births registered during the period these individuals were born. In many cases, the groups among whom registration has admittedly been less complete are known to have higher mortality, such as Negroes of the South. While a more direct approach would be to estimate factors to be applied to the actual number of births, the degree of approximation involved in these estimates would hardly justify such refinement. The procedure used has the advantage of simplifying the calculations and of separating that part of the work believed to be reasonably accurate from that part involving rough estimation, so that others may choose percents of completeness that appear more reasonable to them, and make their own estimates of the number of unregistered persons.

The resulting estimates, as shown in table 4, have been rounded to the nearest 10,000. While certain figures may not be as accurate as this implies, further rounding would distort unduly the figures for the smaller States.

TABLE 3.—Native population estimated by State of birth and by age: United States, 1940

A. TOTAL POPULATION

State of birth	All-ages	0 to 4 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 29 years	30 to 34 years
United States.....	119,783,400	10,532,900	10,662,200	11,690,100	12,162,000	11,369,900	10,655,500	9,504,800
Alabama.....	3,347,400	315,200	328,000	331,700	327,200	305,200	302,900	274,100
Arizona.....	327,800	53,000	48,700	48,000	44,800	35,600	29,200	20,000
Arkansas.....	2,298,400	207,400	229,500	209,100	213,200	213,000	208,800	197,900
California.....	2,800,700	419,300	364,300	380,700	408,900	247,300	236,100	161,000
Colorado.....	832,200	96,400	91,000	90,500	94,800	88,000	62,400	69,500
Connecticut.....	1,259,000	102,700	109,200	127,900	138,500	142,400	121,900	95,300
Delaware.....	238,600	19,200	19,400	19,300	21,100	22,100	19,300	17,300
Dist of Columbia.....	346,500	52,000	44,500	32,400	34,300	29,400	27,100	22,600
Florida.....	1,106,700	144,700	132,600	138,900	139,400	99,400	98,400	79,100
Georgia.....	3,776,200	337,400	348,400	326,900	340,700	362,800	354,900	321,100
Idaho.....	387,200	48,900	42,900	43,100	45,100	49,200	44,800	34,000
Illinois.....	7,022,900	523,600	528,000	660,500	692,500	675,200	637,600	568,800
Indiana.....	3,476,900	254,100	248,400	298,900	315,800	291,400	277,800	258,300
Iowa.....	3,042,200	196,400	196,000	247,200	261,500	270,400	250,500	237,200
Kansas.....	2,027,100	137,300	149,600	173,800	185,100	182,200	174,100	173,400
Kentucky.....	3,497,800	294,000	294,400	304,000	313,900	291,100	277,300	270,700
Louisiana.....	2,418,700	229,400	225,200	247,100	247,800	216,100	214,900	198,900
Maine.....	875,000	70,100	72,800	73,500	74,300	70,700	64,600	62,700
Maryland.....	1,633,500	127,100	132,300	147,000	156,200	143,900	133,600	121,000
Massachusetts.....	3,543,900	278,300	304,100	351,400	369,800	372,100	329,500	291,400
Michigan.....	4,001,700	414,000	399,700	469,000	462,300	393,500	340,900	269,000
Minnesota.....	2,559,700	216,500	209,600	239,600	254,800	260,200	238,400	209,800
Mississippi.....	2,609,700	244,300	230,100	251,800	247,000	224,400	224,900	225,000
Missouri.....	4,151,500	282,000	296,000	326,100	345,600	335,700	334,900	342,500
Montana.....	425,600	47,300	44,000	48,100	50,100	62,900	53,400	32,800
Nebraska.....	1,481,900	104,200	117,400	131,500	136,800	138,900	131,500	126,400
Nevada.....	68,700	7,900	6,500	7,000	7,400	6,400	6,200	5,500
New Hampshire.....	436,600	34,600	35,200	36,600	38,300	36,900	33,700	32,400
New Jersey.....	2,880,400	248,600	275,600	312,300	339,700	308,800	280,300	222,900
New Mexico.....	476,100	73,100	68,800	49,500	47,900	40,500	38,100	36,600
New York.....	10,161,400	829,200	891,000	1,002,200	1,031,100	985,500	901,100	805,100
North Carolina.....	3,862,400	403,800	403,600	401,700	410,900	355,100	331,000	288,300
North Dakota.....	676,800	61,400	66,300	74,600	73,800	65,800	77,900	71,800
Ohio.....	6,158,300	481,500	479,800	591,400	627,700	540,600	521,900	440,100
Oklahoma.....	2,017,100	223,100	228,000	255,600	262,900	234,300	233,600	204,800
Oregon.....	631,600	68,900	59,500	65,700	73,800	65,200	64,300	51,000
Pennsylvania.....	9,799,300	728,900	782,100	924,600	986,600	996,800	898,900	808,700
Rhode Island.....	564,900	46,100	49,800	58,900	63,000	59,000	52,100	46,500
South Carolina.....	2,304,000	221,500	230,600	205,700	223,000	222,000	210,000	184,600
South Dakota.....	683,100	56,700	66,900	70,100	73,300	75,200	67,800	64,000
Tennessee.....	3,290,200	289,000	289,500	285,600	294,700	273,700	266,800	258,900
Texas.....	5,970,700	606,600	604,200	643,500	660,000	535,600	538,400	491,700
Utah.....	609,000	58,500	57,500	64,700	65,000	64,400	57,300	51,300
Vermont.....	405,400	29,200	29,400	31,200	30,900	31,000	28,500	28,600
Virginia.....	3,074,600	254,900	263,100	271,300	289,100	282,200	271,000	239,600
Washington.....	930,500	112,200	100,800	102,000	113,900	107,200	103,700	85,500
West Virginia.....	1,990,300	217,600	206,800	205,000	207,400	186,100	168,900	148,700
Wisconsin.....	3,135,300	242,500	241,500	292,300	299,400	295,100	277,000	246,200
Wyoming.....	167,900	22,300	21,300	20,200	20,700	19,400	17,300	12,300

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TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

A. TOTAL POPULATION—Continued

State of birth	35 to 39 years	40 to 44 years	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 and over
United States...	8,454,400	7,473,300	6,689,400	5,626,600	4,470,500	3,615,600	2,961,000	3,915,200
Alabama.....	247,500	206,500	179,000	146,800	117,000	91,800	77,700	96,800
Arizona.....	16,700	10,900	9,100	4,900	3,500	1,800	1,400	200
Arkansas.....	177,400	145,800	132,600	118,300	92,700	67,600	54,200	30,900
California.....	140,400	96,700	98,400	74,800	63,600	48,400	39,800	21,000
Colorado.....	61,400	44,000	41,500	31,500	22,900	10,000	7,400	900
Connecticut.....	80,800	71,500	61,600	49,300	38,100	33,200	28,000	58,600
Delaware.....	16,300	15,400	14,200	12,600	10,600	9,100	7,800	14,900
Dist of Columbia.....	21,000	17,400	16,400	13,500	11,200	9,100	8,200	7,400
Florida.....	72,800	52,300	45,700	33,800	25,900	17,500	15,000	11,200
Georgia.....	293,200	243,600	211,600	172,400	134,500	109,200	91,500	128,000
Idaho.....	29,800	16,700	14,700	8,000	6,100	2,200	1,500	200
Illinois.....	497,700	482,900	445,400	377,600	288,800	246,700	195,900	198,700
Indiana.....	244,200	235,900	221,300	201,200	173,300	149,900	127,100	179,800
Iowa.....	225,300	243,000	222,800	197,600	163,800	143,900	113,700	72,900
Kansas.....	158,100	142,600	134,300	141,200	116,400	83,900	65,900	9,200
Kentucky.....	247,700	236,300	212,400	186,900	153,100	131,200	110,300	174,500
Louisiana.....	191,500	154,900	133,500	107,600	81,300	62,900	54,400	55,200
Maine.....	55,900	52,500	46,800	42,200	36,500	35,000	30,000	86,900
Maryland.....	114,600	106,500	97,100	85,500	69,500	60,000	50,900	88,300
Massachusetts.....	245,100	228,600	188,200	150,000	113,300	98,100	79,400	145,000
Michigan.....	239,500	215,700	203,500	178,300	141,300	113,600	88,300	72,700
Minnesota.....	197,100	193,700	172,000	137,100	97,900	66,200	48,600	18,000
Mississippi.....	209,800	172,900	149,300	122,500	95,100	77,500	68,200	66,900
Missouri.....	315,000	315,700	302,500	272,100	222,900	178,700	149,700	132,100
Montana.....	28,300	21,100	18,000	9,500	6,300	2,000	1,600	200
Nebraska.....	112,800	110,800	103,300	112,100	85,100	39,700	23,500	2,900
Nevada.....	4,800	3,000	2,600	2,700	2,400	3,300	2,400	600
New Hampshire.....	28,700	28,400	23,800	20,400	16,300	15,400	12,800	43,100
New Jersey.....	190,700	158,800	139,300	107,600	83,000	69,700	58,300	84,800
New Mexico.....	32,400	20,100	18,400	15,300	10,600	7,900	6,400	10,500
New York.....	662,300	621,600	540,000	454,000	346,300	314,000	260,700	517,300
North Carolina.....	252,900	218,800	186,400	157,800	127,100	102,900	83,100	139,000
North Dakota.....	57,600	37,500	29,900	21,300	12,400	4,100	2,500	(¹)
Ohio.....	389,800	364,100	345,100	309,000	263,200	230,700	192,700	340,700
Oklahoma.....	182,200	90,600	78,700	9,300	7,300	3,100	2,600	1,000
Oregon.....	47,100	32,100	32,000	24,600	20,700	12,000	9,600	5,100
Pennsylvania.....	675,700	613,800	538,100	464,700	368,800	314,900	259,200	437,500
Rhode Island.....	38,800	34,000	23,300	22,600	17,400	15,200	12,100	21,100
South Carolina.....	167,300	142,500	121,100	99,600	79,300	62,000	52,900	81,900
South Dakota.....	56,700	43,800	38,500	35,800	24,800	5,700	3,600	200
Tennessee.....	233,500	216,400	192,700	171,500	139,700	119,900	98,900	159,400
Texas.....	454,000	372,300	327,100	246,800	195,800	140,800	109,000	44,900
Utah.....	43,600	37,400	32,000	25,200	19,900	15,500	10,600	6,100
Vermont.....	26,400	25,300	22,700	21,000	18,100	17,800	15,200	50,100
Virginia.....	225,800	196,800	173,000	147,300	122,700	103,500	88,900	145,400
Washington.....	75,400	38,400	38,100	25,100	18,800	4,900	3,700	800
West Virginia.....	128,100	109,200	92,600	78,700	65,900	53,900	42,700	78,700
Wisconsin.....	230,800	226,800	206,900	174,400	136,000	108,000	84,300	73,100
Wyoming.....	10,000	7,700	6,900	4,600	3,300	1,200	800	(¹)

¹ Rounded figure is less than 50.

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TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

B WHITE MALES

State of birth	All ages	0 to 4 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 29 years	30 to 34 years
United States	53,322,800	4,697,200	4,733,400	5,231,400	5,432,000	5,012,800	4,694,700	4,223,800
Alabama	1,072,600	100,800	103,800	108,600	107,500	96,500	94,400	87,400
Arizona	142,900	23,700	22,100	20,700	19,500	15,500	12,400	8,400
Arkansas	897,600	81,800	89,500	79,900	82,100	80,100	79,100	77,200
California	1,340,300	203,900	174,400	181,300	192,900	113,600	111,900	78,000
Colorado	413,100	48,700	45,500	45,100	47,000	43,100	40,400	34,400
Connecticut	612,600	51,200	54,100	63,100	67,400	68,600	56,900	46,300
Delaware	102,400	8,300	8,300	8,200	9,200	9,400	8,200	7,400
Dist of Columbia	121,800	18,000	15,100	10,900	11,400	10,400	9,400	8,300
Florida	378,500	62,600	46,800	49,700	49,300	32,900	32,700	25,800
Georgia	1,148,200	104,500	106,000	102,800	103,900	105,300	102,200	95,600
Idaho	192,800	24,700	21,400	21,700	22,400	24,300	22,200	16,800
Illinois	3,430,400	253,800	256,100	321,400	337,000	328,000	309,900	279,900
Indiana	1,708,800	126,600	122,200	147,300	154,600	141,500	135,500	127,700
Iowa	1,516,400	99,400	99,200	125,200	131,000	133,400	123,800	117,600
Kansas	988,200	67,900	73,700	85,400	90,400	87,800	83,800	84,300
Kentucky	1,634,600	143,000	142,000	145,700	149,500	135,400	129,200	126,000
Louisiana	734,200	68,900	66,900	76,700	77,700	65,200	66,000	61,100
Maine	436,200	35,300	36,900	37,700	37,600	35,100	32,000	31,100
Maryland	668,200	51,400	52,100	59,500	64,300	58,300	54,700	50,000
Massachusetts	1,733,000	139,600	151,900	174,200	181,600	179,500	159,200	141,800
Michigan	1,975,200	204,100	195,800	231,100	226,100	193,400	168,400	133,600
Minnesota	1,276,100	109,200	105,600	120,700	127,600	128,000	118,100	103,800
Mississippi	647,000	57,500	54,600	61,900	61,800	54,400	54,200	55,800
Missouri	1,988,600	134,900	141,600	155,900	164,800	159,800	160,000	165,200
Montana	206,200	22,500	21,100	23,500	24,600	30,200	28,200	15,900
Nebraska	739,300	52,400	59,000	66,500	68,300	68,500	65,200	62,700
Nevada	31,800	3,800	3,000	3,300	3,400	2,900	2,800	2,600
New Hampshire	216,100	17,600	18,000	18,500	19,200	18,200	16,500	15,800
New Jersey	1,371,300	117,600	123,200	147,700	161,100	146,800	133,400	107,200
New Mexico	227,800	35,600	33,300	23,100	22,500	19,100	18,000	17,200
New York	4,929,700	404,100	432,900	486,600	500,000	475,600	436,200	392,300
North Carolina	1,374,300	142,200	141,300	142,100	144,800	121,800	114,700	102,800
North Dakota	1,335,900	30,200	33,100	37,200	36,600	42,500	38,600	35,600
Ohio	2,989,700	232,800	232,100	285,400	301,900	280,500	251,800	215,900
Oklahoma	911,600	104,300	107,200	114,700	118,100	105,100	104,500	91,000
Oregon	312,700	34,800	29,500	32,700	36,400	31,700	31,600	25,200
Pennsylvania	4,736,900	352,800	377,900	445,200	472,800	477,800	432,100	392,700
Rhode Island	274,200	22,900	24,900	29,000	30,800	28,200	25,000	22,200
South Carolina	566,000	56,600	57,200	53,700	58,300	51,700	48,600	43,600
South Dakota	331,900	27,000	32,200	34,300	35,700	36,300	33,000	31,000
Tennessee	1,390,800	125,400	124,500	122,400	125,800	113,900	111,200	109,300
Texas	2,567,800	273,400	272,000	278,100	285,600	224,900	225,900	210,600
Utah	302,800	29,500	29,000	32,400	32,200	31,600	28,200	25,200
Vermont	202,400	14,900	14,900	15,900	15,700	15,400	14,100	14,400
Virginia	1,086,000	93,800	94,300	98,500	104,200	96,700	94,400	85,200
Washington	457,000	55,700	49,300	50,100	55,600	51,600	50,600	42,200
West Virginia	959,200	105,100	99,300	98,100	99,300	88,100	80,700	71,800
Wisconsin	1,558,600	122,300	121,700	147,800	149,200	145,300	136,300	121,700
Wyoming	83,100	11,100	10,600	10,000	10,300	9,500	8,500	6,000

242 MEASURES RELATING TO VITAL RECORDS AND STATISTICS

TABLE 3.—Native population estimated by State of birth and by age. United States, 1940—Continued

B WHITE MALES—Continued

State of birth	35 to 39 years	40 to 44 years	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 and over
United States...	3,714,100	3,325,900	3,010,000	2,551,500	2,040,100	1,648,200	1,306,100	1,701,600
Alabama.....	75,400	63,600	56,400	48,700	40,500	32,500	24,400	32,100
Arizona.....	6,800	4,400	3,700	2,400	1,700	900	600	100
Arkansas.....	66,500	57,000	53,000	48,600	38,700	29,300	22,300	12,500
California.....	68,200	47,300	48,200	36,900	31,300	23,600	19,100	9,700
Colorado.....	30,400	21,900	20,600	15,700	11,300	5,000	3,600	400
Connecticut.....	39,200	34,600	30,000	24,000	18,600	16,000	13,400	27,200
Delaware.....	6,900	6,500	6,200	5,500	4,600	4,000	3,400	6,300
Dist of Columbia.....	7,600	6,300	6,000	4,900	4,200	3,500	2,900	2,900
Florida.....	22,500	16,400	14,900	11,400	9,000	6,200	4,800	3,500
Georgia.....	82,700	70,000	63,400	54,200	44,600	38,100	28,900	43,000
Idaho.....	14,700	8,300	7,300	4,000	3,100	1,100	700	100
Illinois.....	244,600	238,500	219,900	187,600	143,000	121,200	95,900	93,600
Indiana.....	120,800	117,200	110,700	100,200	85,800	73,500	61,600	84,600
Iowa.....	112,200	121,500	111,200	99,100	82,000	71,200	55,300	34,300
Kansas.....	76,600	69,600	65,900	69,300	57,100	40,700	31,500	4,200
Kentucky.....	114,700	109,200	98,700	86,000	70,800	60,300	49,100	75,000
Louisiana.....	56,200	45,700	39,800	31,500	25,300	20,200	15,900	17,100
Maine.....	27,800	26,100	23,500	21,500	18,300	17,400	14,700	41,200
Maryland.....	46,800	43,600	40,500	35,800	29,600	25,500	20,900	35,200
Massachusetts.....	119,900	111,600	92,200	73,300	55,300	47,600	37,900	67,500
Michigan.....	119,400	107,700	102,300	89,300	70,300	56,200	43,100	34,200
Minnesota.....	98,100	96,800	86,000	68,700	48,700	32,700	23,600	8,500
Mississippi.....	48,300	41,000	36,500	32,200	26,900	23,300	18,200	20,100
Missouri.....	151,300	153,100	147,100	131,900	107,900	85,500	70,700	58,900
Montana.....	13,700	10,100	8,700	4,800	3,200	900	700	100
Nebraska.....	56,100	55,300	51,800	55,900	42,500	19,700	14,000	1,400
Nevada.....	2,200	1,300	1,200	1,200	1,100	1,600	1,100	300
New Hampshire.....	14,200	14,000	11,900	10,000	8,100	7,600	6,200	20,300
New Jersey.....	91,600	76,600	67,400	52,200	40,400	33,500	27,500	39,100
New Mexico.....	15,400	9,700	9,000	7,600	5,200	3,900	3,100	5,100
New York.....	322,300	304,200	264,900	222,700	169,300	152,800	124,900	241,000
North Carolina.....	88,000	78,400	69,300	59,100	48,700	39,400	29,500	52,200
North Dakota.....	28,300	18,600	14,800	10,700	6,300	2,100	1,300	(1)
Ohio.....	190,800	179,200	171,000	152,600	130,300	112,900	92,700	159,800
Oklahoma.....	80,700	39,900	35,500	4,200	3,400	1,500	1,200	300
Oregon.....	23,300	15,900	15,900	12,400	10,300	5,900	4,700	2,400
Pennsylvania.....	328,600	299,700	264,400	229,300	181,500	153,700	124,600	204,300
Rhode Island.....	18,700	16,500	13,700	11,000	8,500	7,300	5,700	9,800
South Carolina.....	37,100	31,600	28,800	23,800	20,700	17,200	13,000	24,100
South Dakota.....	27,600	21,100	18,700	18,000	12,400	2,800	1,700	100
Tennessee.....	96,300	89,700	80,700	72,200	60,400	52,000	40,600	66,400
Texas.....	190,500	156,700	138,600	105,000	84,100	61,000	44,400	17,000
Utah.....	21,600	18,800	16,000	12,500	10,000	7,700	5,300	2,900
Vermont.....	13,200	12,600	11,400	10,600	9,200	8,900	7,500	23,700
Virginia.....	77,800	68,100	61,100	51,800	44,800	37,700	30,100	47,500
Washington.....	37,300	19,000	19,100	12,600	9,400	2,400	1,700	400
West Virginia.....	62,000	54,100	45,700	39,100	32,400	26,500	20,700	36,300
Wisconsin.....	114,400	113,100	103,000	87,200	67,600	53,100	41,000	34,900
Wyoming.....	4,900	3,800	3,400	2,300	1,700	600	400	(1)

¹ Rounded figure is less than 50.

TABLE 3.—Native population estimated by State of birth and by age. United States, 1940—Continued

C. WHITE FEMALES

State of birth	All ages	0 to 4 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 29 years	30 to 34 years
United States	53,258,500	4,523,900	4,573,600	5,066,600	5,364,200	5,113,900	4,777,400	4,260,300
Alabama	1,067,000	97,900	101,100	105,400	106,200	98,400	95,700	87,900
Arizona	137,400	22,900	20,800	19,500	18,700	15,200	12,400	8,200
Arkansas	884,300	77,700	87,000	77,200	80,300	81,200	79,200	77,200
California	1,325,400	196,200	169,300	175,200	190,300	114,900	114,300	78,200
Colorado	408,900	46,500	44,300	44,000	46,300	43,500	41,100	34,400
Connecticut	626,500	49,000	52,300	61,700	68,400	71,900	61,500	48,100
Delaware	102,700	7,800	7,900	8,100	8,900	9,800	8,500	7,600
Dist of Columbia	125,500	17,100	14,500	11,000	11,900	11,100	10,300	8,800
Florida	372,900	50,300	44,500	48,100	49,200	33,700	33,200	25,800
Georgia	1,149,300	100,400	102,200	100,400	107,600	107,200	104,300	95,400
Idaho	189,500	23,800	20,800	20,800	22,000	24,200	22,200	16,800
Illinois	3,430,100	244,900	246,900	310,100	329,600	333,500	315,500	282,100
Indiana	1,697,800	120,900	118,100	141,500	151,400	143,600	136,300	126,800
Iowa	1,510,700	95,800	95,700	120,300	128,800	135,100	125,100	118,500
Kansas	984,800	65,200	71,200	82,500	88,800	89,400	85,500	85,300
Kentucky	1,597,500	136,300	135,800	138,100	143,500	134,200	127,100	124,400
Louisiana	745,600	67,300	65,200	76,100	78,800	67,800	68,000	63,200
Maine	436,800	34,600	35,800	36,000	36,500	35,400	32,400	31,400
Maryland	690,500	49,600	51,100	58,900	64,200	60,700	56,100	50,900
Massachusetts	1,772,400	134,800	147,800	171,900	182,900	188,000	167,000	146,400
Michigan	1,946,700	195,800	189,600	220,500	221,300	195,100	168,400	133,900
Minnesota	1,264,600	104,700	101,800	116,400	125,000	130,200	118,600	104,700
Mississippi	644,000	55,700	53,500	60,300	61,200	55,200	55,200	55,300
Missouri	1,989,900	130,100	136,600	151,200	162,500	162,900	162,300	167,200
Montana	291,700	22,000	20,300	22,100	23,500	30,800	25,800	15,700
Nebraska	729,900	50,400	56,700	63,300	66,900	68,800	65,200	62,900
Nevada	31,500	3,500	3,000	3,100	3,400	2,900	2,800	2,500
New Hampshire	220,500	17,000	17,200	18,100	18,100	18,700	17,200	16,600
New Jersey	1,369,300	113,200	126,000	144,700	160,900	152,100	138,200	109,900
New Mexico	220,500	34,400	32,600	21,900	21,500	19,000	17,600	16,900
New York	5,021,500	388,000	419,200	477,500	500,100	493,600	452,800	404,300
North Carolina	1,348,400	137,000	136,000	134,900	141,400	121,500	114,700	101,300
North Dakota	330,500	29,200	31,700	35,900	36,000	42,400	38,600	35,500
Ohio	2,995,700	225,500	224,300	275,700	297,900	285,100	257,300	217,100
Oklahoma	890,500	100,100	102,800	110,000	114,600	105,000	105,400	90,100
Oregon	309,300	33,300	28,800	31,500	35,900	32,100	31,900	25,200
Pennsylvania	4,602,400	340,700	366,400	436,500	474,700	495,700	446,400	402,300
Rhode Island	281,400	22,200	23,900	28,800	31,100	29,700	26,400	23,700
South Carolina	568,700	54,800	54,900	52,800	58,800	52,900	49,900	44,400
South Dakota	327,800	26,700	31,400	32,600	34,900	36,600	32,900	31,100
Tennessee	1,357,600	121,000	121,200	116,400	121,900	113,100	109,600	106,000
Texas	2,522,700	262,500	258,200	270,200	279,200	227,100	227,400	208,700
Utah	300,000	28,400	28,100	31,100	31,600	31,900	28,500	25,700
Vermont	203,000	14,300	14,500	15,300	15,200	15,600	14,400	14,200
Virginia	1,085,300	91,100	91,700	95,400	102,600	99,100	95,200	85,300
Washington	447,200	53,700	48,200	47,800	53,900	51,400	50,800	41,600
West Virginia	943,300	101,300	95,800	94,300	97,200	89,100	80,600	71,600
Wisconsin	1,557,700	117,700	117,800	141,800	147,600	147,900	139,000	123,200
Wyoming	81,300	10,600	10,100	9,700	10,000	9,500	8,600	6,000

244 MEASURES RELATING TO VITAL RECORDS AND STATISTICS

TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

C. WHITE FEMALES—Continued

State of birth	35 to 39 years	40 to 44 years	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 and over
United States..	3,734,500	3,323,400	2,990,500	2,533,800	2,043,100	1,679,500	1,365,200	1,008,600
Alabama.....	74,800	62,900	55,500	47,400	40,000	32,200	25,500	36,100
Arizona.....	6,500	4,200	3,500	2,300	1,700	800	600	100
Arkansas.....	66,400	56,000	51,600	47,100	38,200	28,900	22,400	13,900
California.....	68,500	47,200	48,300	36,600	31,400	24,100	20,000	10,900
Colorado.....	30,300	21,700	20,500	15,600	11,400	5,000	3,800	500
Connecticut.....	40,700	36,100	30,900	24,700	19,100	16,800	14,300	31,000
Delaware.....	6,800	6,600	6,000	5,400	4,800	4,100	3,400	7,000
Dist of Columbia.....	7,900	6,500	6,400	5,100	4,400	3,700	3,400	3,400
Florida.....	22,200	16,100	14,800	11,100	8,900	6,100	4,900	4,000
Georgia.....	83,400	70,700	63,200	53,100	44,500	38,400	29,900	48,600
Idaho.....	14,800	8,000	7,100	4,000	3,000	1,100	800	100
Illinois.....	246,600	239,700	221,300	186,900	143,500	123,800	101,200	104,500
Indiana.....	119,400	115,300	107,500	98,500	85,600	75,000	64,000	93,900
Iowa.....	111,900	120,700	110,800	87,900	81,400	72,300	58,400	38,400
Kansas.....	77,500	69,600	65,100	68,800	57,000	41,600	32,600	4,700
Kentucky.....	112,300	105,900	94,900	83,200	69,400	60,000	50,100	82,300
Louisiana.....	57,700	46,200	40,000	31,800	25,900	21,100	16,900	19,600
Maine.....	27,900	26,200	23,200	20,700	18,200	17,600	15,300	45,600
Maryland.....	47,800	44,600	41,400	36,100	30,200	26,700	23,200	40,000
Massachusetts.....	123,000	115,100	94,700	75,700	57,300	49,900	41,000	76,900
Michigan.....	118,400	106,600	100,000	87,900	70,200	56,700	44,400	37,900
Minnesota.....	97,700	95,700	85,000	68,200	49,000	33,300	24,800	9,500
Mississippi.....	48,800	40,500	35,700	31,500	25,500	23,400	18,500	22,700
Missouri.....	153,300	152,500	145,600	130,900	108,000	87,600	73,100	66,100
Montana.....	13,500	9,900	8,500	4,700	3,100	1,000	700	100
Nebraska.....	56,000	54,900	51,000	55,600	42,200	20,000	14,000	1,500
Nevada.....	2,200	1,300	1,200	1,300	1,100	1,700	1,200	300
New Hampshire.....	14,500	14,400	11,900	10,400	8,200	7,800	6,600	22,800
New Jersey.....	93,800	78,200	68,900	53,200	41,200	35,100	29,700	44,200
New Mexico.....	14,700	9,300	8,500	7,100	4,900	3,700	3,000	5,400
New York.....	332,000	311,800	271,000	228,300	175,000	159,400	134,100	273,500
North Carolina.....	86,400	76,500	67,000	57,000	47,900	39,200	29,800	57,800
North Dakota.....	28,500	18,200	14,600	10,600	6,100	2,000	1,200	(1)
Ohio.....	192,200	179,200	169,000	151,800	129,500	115,100	97,200	178,200
Oklahoma.....	79,300	39,100	34,000	4,000	3,200	1,400	1,200	300
Oregon.....	23,200	15,700	15,700	12,000	10,300	6,100	4,900	2,700
Pennsylvania.....	334,800	304,200	266,300	230,000	183,700	158,500	132,100	230,100
Rhode Island.....	19,500	17,000	14,200	11,200	8,700	7,700	6,200	11,100
South Carolina.....	37,600	31,700	28,200	23,600	20,700	17,500	13,400	27,500
South Dakota.....	27,400	20,700	18,400	17,600	12,400	2,900	1,900	100
Tennessee.....	94,200	86,200	77,400	69,000	58,100	50,500	40,900	73,100
Texas.....	188,700	154,200	135,400	102,700	83,300	60,800	45,300	19,000
Utah.....	21,600	18,400	15,800	12,700	9,900	7,800	5,300	3,200
Vermont.....	13,200	12,700	11,300	10,400	8,900	8,900	7,700	25,400
Virginia.....	77,600	67,900	59,900	50,800	44,200	38,200	31,000	55,300
Washington.....	36,800	18,600	18,400	12,300	9,200	2,300	1,800	400
West Virginia.....	61,300	52,100	44,500	37,700	32,100	26,400	21,000	33,300
Wisconsin.....	115,100	112,900	103,100	86,800	68,000	54,700	43,100	33,000
Wyoming.....	4,900	3,700	3,300	2,300	1,600	600	400	(1)

1 Rounded figure is less than 50.

TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

D. NONWHITE MALES

State of birth	All ages	0 to 4 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 29 years	30 to 34 years
United States..	6,445,800	653,200	674,000	692,600	661,900	576,000	553,300	487,500
Alabama.....	589,700	57,800	60,900	58,300	55,400	51,200	52,800	47,200
Arizona.....	23,700	3,200	2,900	3,900	3,300	2,300	2,100	1,700
Arkansas.....	253,100	24,000	26,600	25,800	24,800	24,200	23,900	20,800
California.....	67,400	9,700	10,200	12,400	12,800	9,100	4,800	2,300
Colorado.....	4,900	600	600	700	700	700	400	300
Connecticut.....	9,400	1,200	1,400	1,500	1,300	800	700	400
Delaware.....	16,300	1,600	1,600	1,500	1,500	1,300	1,200	1,100
Dist of Columbia.....	47,200	8,500	7,500	5,200	4,700	3,500	3,300	2,500
Florida.....	173,000	20,800	20,600	20,400	19,600	15,200	15,100	13,100
Georgia.....	717,700	65,700	69,600	61,100	60,600	69,100	69,200	62,100
Idaho.....	2,300	200	300	300	300	300	200	200
Illinois.....	79,300	12,400	12,400	14,500	11,400	6,300	5,700	3,200
Indiana.....	34,400	3,800	3,900	5,100	4,800	2,900	2,800	1,800
Iowa.....	7,200	600	500	800	800	900	700	500
Kansas.....	26,500	2,100	2,400	3,000	2,800	2,300	2,200	1,800
Kentucky.....	131,600	7,300	8,300	10,300	10,300	10,000	9,900	9,800
Louisiana.....	455,600	46,600	45,200	45,300	43,800	38,000	37,600	35,100
Maine.....	900	100	100	100	100	100	100	100
Maryland.....	137,400	13,000	14,200	14,200	13,100	11,300	10,500	9,400
Massachusetts.....	18,500	1,900	2,200	2,700	2,500	2,100	1,500	1,300
Michigan.....	39,400	7,100	7,100	8,700	7,300	2,300	1,900	800
Minnesota.....	9,800	1,300	1,200	1,300	1,100	900	800	600
Mississippi.....	647,000	65,200	60,800	64,600	60,400	53,800	54,300	54,700
Missouri.....	84,900	8,500	9,000	9,500	9,000	5,900	5,800	4,800
Montana.....	8,900	1,400	1,300	1,300	1,000	900	700	600
Nebraska.....	6,300	700	800	900	800	700	500	400
Nevada.....	2,800	300	300	300	300	300	300	200
New Hampshire.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
New Jersey.....	57,900	8,800	10,100	9,900	8,500	4,500	4,000	2,700
New Mexico.....	14,000	1,500	1,500	2,300	2,000	1,100	1,200	1,200
New York.....	101,600	18,400	19,400	18,900	14,700	7,400	5,500	4,000
North Carolina.....	559,800	62,100	62,900	62,500	60,800	52,300	48,000	40,400
North Dakota.....	4,900	1,000	700	800	600	400	300	300
Ohio.....	84,000	11,400	11,600	15,000	13,300	7,000	5,900	3,400
Oklahoma.....	105,400	9,400	9,000	15,600	14,900	11,300	11,200	11,500
Oregon.....	4,700	400	600	800	700	600	400	300
Pennsylvania.....	125,900	17,600	18,800	21,300	18,800	10,800	9,300	6,500
Rhode Island.....	4,400	500	500	500	500	500	800	300
South Carolina.....	567,000	54,900	59,000	48,700	50,900	54,200	51,700	46,000
South Dakota.....	11,400	1,500	1,600	1,600	1,300	1,100	600	900
Tennessee.....	267,900	21,300	22,300	23,400	23,000	22,000	22,000	21,100
Texas.....	432,100	35,400	37,100	47,500	46,400	39,000	39,800	34,900
Utah.....	3,100	300	200	600	600	500	300	200
Vermont.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Virginia.....	439,600	34,600	38,000	38,400	40,100	39,600	38,000	32,900
Washington.....	13,000	1,400	1,700	2,100	2,200	2,000	1,100	800
West Virginia.....	43,500	-5,600	5,800	6,300	5,700	4,200	3,500	2,600
Wisconsin.....	9,100	1,200	1,000	1,300	1,200	900	800	600
Wyoming.....	1,800	300	300	300	200	200	100	100

1 Rounded figure is less than 50.

246 MEASURES RELATING TO VITAL RECORDS AND STATISTICS

TABLE 3—Native population estimated by State of birth and by age: United States, 1940—Continued

D NONWHITE MALES—Continued

State of birth	35 to 39 years	40 to 44 years	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 and over
United States..	476,500	405,700	343,900	276,500	200,800	149,400	147,400	147,100
Alabama.....	45,900	39,600	33,800	25,900	18,800	14,100	14,200	13,800
Arizona.....	1,700	1,200	1,000	100	100	100	100	(1)
Arkansas.....	21,100	16,200	14,000	11,600	8,200	4,900	4,800	2,200
California.....	1,800	1,100	1,000	700	500	400	400	200
Colorado.....	300	200	200	100	100	(1)	(1)	(1)
Connecticut.....	400	400	300	300	200	200	100	200
Delaware.....	1,200	1,100	1,000	800	600	500	500	800
Dist of Columbia.....	2,500	2,200	1,900	1,700	1,300	1,000	900	500
Florida.....	13,400	9,800	7,900	5,800	4,100	2,700	2,700	1,800
Georgia.....	60,000	50,300	42,200	33,000	23,600	17,000	16,700	17,500
Idaho.....	200	200	100	(1)	(1)	(1)	(1)	(1)
Illinois.....	3,100	2,300	2,100	1,600	1,200	900	900	300
Indiana.....	1,900	1,700	1,500	1,300	1,000	700	800	400
Iowa.....	600	400	400	300	200	200	200	100
Kansas.....	1,900	1,700	1,700	1,670	1,200	800	900	100
Kentucky.....	10,000	10,600	9,500	9,100	6,700	5,700	5,700	8,400
Louisiana.....	36,600	30,800	26,800	22,500	15,500	11,100	10,900	8,800
Maine.....	100	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Maryland.....	9,300	8,900	7,500	6,800	5,000	4,000	3,900	6,300
Massachusetts.....	1,100	900	600	500	400	300	200	300
Michigan.....	800	700	600	600	400	400	400	300
Minnesota.....	600	600	500	100	100	100	100	(1)
Mississippi.....	53,500	45,200	38,800	30,300	21,700	16,000	16,100	11,600
Missouri.....	4,900	4,900	4,900	4,700	3,600	2,900	3,000	3,400
Montana.....	500	600	400	(1)	(1)	100	100	(1)
Nebraska.....	400	300	200	300	200	(1)	100	(1)
Nevada.....	200	200	100	100	100	(1)	100	(1)
New Hampshire.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
New Jersey.....	2,400	1,900	1,500	1,100	700	600	500	700
New Mexico.....	1,100	600	500	300	300	200	200	(1)
New York.....	3,200	2,600	2,000	1,500	1,000	900	800	1,300
North Carolina.....	37,400	31,800	25,300	21,400	16,000	12,600	12,200	14,100
North Dakota.....	300	300	200	(1)	(1)	(1)	(1)	(1)
Ohio.....	3,200	2,800	2,500	2,300	1,800	1,400	1,400	1,000
Oklahoma.....	10,800	5,700	4,600	600	400	100	100	200
Oregon.....	300	200	200	100	100	(1)	(1)	(1)
Pennsylvania.....	5,800	4,800	3,600	2,700	1,800	1,400	1,200	1,500
Rhode Island.....	300	200	200	200	100	100	100	100
South Carolina.....	43,600	38,500	31,600	26,500	19,400	14,100	13,400	14,500
South Dakota.....	800	1,000	700	(1)	(1)	(1)	(1)	(1)
Tennessee.....	20,600	20,200	17,500	15,700	11,100	9,100	8,900	9,700
Texas.....	35,700	30,600	26,600	20,200	14,800	9,900	9,900	4,300
Utah.....	200	100	100	(1)	(1)	(1)	(1)	(1)
Vermont.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Virginia.....	33,300	29,800	25,800	22,800	17,500	14,200	14,200	20,400
Washington.....	600	400	300	100	100	100	100	(1)
West Virginia.....	2,200	1,500	1,200	1,000	700	500	500	2,200
Wisconsin.....	600	400	400	200	200	100	100	100
Wyoming.....	100	100	100	(1)	(1)	(1)	(1)	(1)

¹ Rounded figure is less than 50.

MEASURES RELATING TO VITAL RECORDS AND STATISTICS 247

TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

E NONWHITE FEMALES

State of birth	All ages	0 to 4 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 29 years	30 to 34 years
United States.....	6,756,300	658,600	681,200	699,500	703,900	667,200	630,100	533,200
Alabama.....	618,100	58,700	62,200	59,400	58,100	59,100	60,000	51,600
Arizona.....	23,800	3,200	2,900	3,900	3,300	2,600	2,300	1,700
Arkansas.....	263,400	23,900	26,400	26,200	26,000	27,500	26,600	22,700
California.....	67,600	9,500	10,400	11,800	12,900	9,700	5,100	2,500
Colorado.....	5,300	600	600	700	800	700	500	400
Connecticut.....	10,500	1,300	1,400	1,600	1,400	1,100	800	500
Delaware.....	17,200	1,500	1,600	1,500	1,500	1,600	1,400	1,200
Dist of Columbia.....	52,000	8,400	7,400	5,300	6,300	4,400	4,100	3,000
Florida.....	182,300	21,000	20,700	20,700	21,300	17,600	17,400	14,400
Georgia.....	761,000	66,600	70,600	62,600	65,600	81,200	79,200	68,000
Idaho.....	2,600	200	400	300	400	490	200	200
Illinois.....	83,100	12,500	12,600	14,500	13,500	7,400	6,500	3,600
Indiana.....	35,900	3,800	4,200	5,000	5,000	3,400	3,200	2,000
Iowa.....	7,900	600	600	900	900	1,000	900	600
Kansas.....	27,600	2,100	2,300	2,900	3,100	2,700	2,600	2,000
Kentucky.....	134,100	7,400	6,300	9,900	11,500	11,500	11,100	10,500
Louisiana.....	483,300	46,600	45,900	48,000	47,500	45,100	43,300	39,500
Maine.....	1,100	100	100	100	100	100	100	100
Maryland.....	147,400	13,100	14,900	14,400	14,600	13,600	12,300	10,700
Massachusetts.....	20,000	2,000	2,200	2,600	2,800	2,500	1,800	1,500
Michigan.....	40,400	7,000	7,200	8,700	7,600	2,700	2,200	900
Minnesota.....	9,700	1,300	1,200	1,200	1,100	1,100	900	700
Mississippi.....	671,700	65,900	60,900	65,000	63,600	61,000	61,200	59,200
Missouri.....	88,100	8,500	8,800	9,400	9,300	7,100	6,800	5,300
Montana.....	8,800	1,400	1,300	1,200	1,000	1,000	700	600
Nebraska.....	6,400	700	900	800	800	800	600	400
Nevada.....	2,600	300	200	300	300	300	300	200
New Hampshire.....	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
New Jersey.....	61,900	9,000	10,300	10,000	9,200	5,400	4,700	3,100
New Mexico.....	13,800	1,600	1,400	2,200	1,900	1,300	1,300	1,300
New York.....	108,600	18,700	19,500	19,300	16,300	8,900	6,600	4,500
North Carolina.....	579,900	62,500	63,400	62,200	63,900	59,500	53,600	43,800
North Dakota.....	5,500	1,000	800	700	600	500	400	400
Ohio.....	88,900	11,800	11,800	15,300	14,600	8,000	6,900	3,700
Oklahoma.....	109,800	9,300	9,000	15,300	15,300	12,900	12,500	12,200
Oregon.....	4,900	900	600	700	800	800	400	300
Pennsylvania.....	134,100	17,800	19,000	21,600	20,300	13,000	11,100	7,200
Rhode Island.....	4,900	500	600	600	600	600	400	300
South Carolina.....	602,300	55,200	59,500	50,500	55,000	63,200	59,800	50,600
South Dakota.....	12,000	1,500	1,700	1,600	1,400	1,200	1,000	1,000
Tennessee.....	273,900	21,300	22,500	23,400	24,000	24,700	24,000	22,500
Texas.....	448,100	35,300	36,900	47,700	48,800	44,600	45,300	37,500
Utah.....	3,100	300	200	600	600	600	300	200
Vermont.....	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
Virginia.....	463,700	35,400	39,100	39,000	42,200	46,800	43,400	36,200
Washington.....	13,300	1,400	1,600	2,000	2,200	2,200	1,200	900
West Virginia.....	44,300	5,600	5,900	6,300	5,200	4,700	4,100	2,700
Wisconsin.....	9,900	1,300	1,000	1,400	1,400	1,000	900	700
Wyoming.....	1,700	300	300	200	200	200	100	100

¹ Rounded figure is less than 50.

248 MEASURES RELATING TO VITAL RECORDS AND STATISTICS

TABLE 3.—Native population estimated by State of birth and by age: United States, 1940—Continued

E NONWHITE FEMALES—Continued

State of birth	35 to 39 years	40 to 44 years	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 and over
United States..	529,300	418,300	345,000	264,800	186,500	138,500	142,300	157,900
Alabama.....	51,400	40,400	33,300	24,800	17,700	13,000	13,600	14,800
Arizona.....	1,700	1,100	900	100	(1)	(1)	100	(1)
Arkansas.....	23,400	16,600	14,000	11,000	7,600	4,500	4,700	2,300
California.....	1,900	1,100	900	600	400	300	300	200
Colorado.....	400	200	200	100	100	(1)	(1)	(1)
Connecticut.....	500	400	400	300	200	200	200	200
Delaware.....	1,400	1,200	1,000	900	600	500	500	800
Dist of Columbia.....	3,000	2,400	2,100	1,800	1,300	900	1,000	600
Florida.....	14,700	10,000	8,100	5,500	3,900	2,500	2,600	1,900
Georgia.....	67,100	52,600	42,800	32,100	21,800	15,700	16,000	18,900
Idaho.....	100	200	200	(1)	(1)	(1)	(1)	(1)
Illinois.....	3,400	2,400	2,100	1,500	1,100	800	900	300
Indiana.....	2,100	1,700	1,600	1,200	900	700	700	400
Iowa.....	600	400	400	300	200	200	200	100
Kansas.....	2,100	1,700	1,600	1,500	1,100	800	900	200
Kentucky.....	10,700	10,600	9,300	6,600	5,200	5,200	5,400	8,800
Louisiana.....	41,000	32,200	26,900	21,800	14,600	10,500	10,700	9,700
Maine.....	100	100	100	(1)	(1)	(1)	(1)	100
Maryland.....	10,700	9,400	7,700	6,800	4,700	3,800	3,900	6,800
Massachusetts.....	1,200	1,000	700	500	300	300	300	300
Michigan.....	900	700	600	500	400	300	400	300
Minnesota.....	700	600	500	100	100	100	100	(1)
Mississippi.....	59,200	46,200	38,300	28,500	20,000	14,800	15,400	12,500
Missouri.....	5,500	5,200	4,900	4,600	3,400	2,700	2,900	3,700
Montana.....	600	500	400	(1)	(1)	(1)	100	(1)
Nebraska.....	300	300	300	300	200	(1)	(1)	(1)
Nevada.....	200	200	100	100	100	(1)	(1)	(1)
New Hampshire.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
New Jersey.....	2,900	2,100	1,500	1,100	700	500	600	800
New Mexico.....	1,200	500	400	300	200	100	100	(1)
New York.....	3,900	3,000	2,100	1,500	1,000	900	900	1,500
North Carolina.....	41,100	32,100	24,800	20,300	14,500	11,700	11,600	14,900
North Dakota.....	400	400	300	(1)	(1)	(1)	(1)	(1)
Ohio.....	3,600	2,900	2,600	2,300	1,600	1,300	1,400	1,100
Oklahoma.....	11,400	5,900	4,600	500	300	100	100	200
Oregon.....	300	300	200	100	(1)	(1)	(1)	(1)
Pennsylvania.....	6,500	5,100	3,800	2,700	1,800	1,300	1,300	1,600
Rhode Island.....	300	300	200	200	100	100	100	100
South Carolina.....	49,000	40,700	32,500	25,700	18,500	13,200	13,100	15,800
South Dakota.....	900	1,000	700	(1)	(1)	(1)	(1)	(1)
Tennessee.....	22,400	20,300	17,100	14,600	10,100	8,300	8,500	10,200
Texas.....	39,100	30,800	26,500	18,900	13,600	9,100	9,400	4,600
Utah.....	200	100	100	(1)	(1)	(1)	(1)	(1)
Vermont.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Virginia.....	37,100	31,000	26,200	21,900	16,200	13,400	13,600	22,200
Washington.....	700	400	300	100	100	100	100	(1)
West Virginia.....	2,600	1,500	1,200	900	700	500	500	1,900
Wisconsin.....	700	400	400	200	200	100	100	(1)
Wyoming.....	100	100	100	(1)	(1)	(1)	(1)	(1)

¹ Rounded figures is less than 50.

TABLE 4.—Estimated number of natives whose births were not registered, by State of birth and by age: United States, 1940

A. TOTAL POPULATION

State of birth	All ages	Under 20	20-44 years	45-64 years	65 and over
United States	53,920,000	5,190,000	27,100,000	15,770,000	5,860,000
Alabama	2,140,000	320,000	1,140,000	510,000	170,000
Arizona	130,000	30,000	80,000	20,000	(¹)
Arkansas	1,610,000	280,000	850,000	400,000	80,000
California	850,000	80,000	430,000	280,000	60,000
Colorado	370,000	50,000	220,000	100,000	(¹)
Connecticut	320,000	20,000	160,000	90,000	50,000
Delaware	80,000	(¹)	40,000	20,000	20,000
District of Columbia	80,000	(¹)	40,000	20,000	20,000
Florida	490,000	80,000	290,000	100,000	20,000
Georgia	2,530,000	300,000	1,420,000	600,000	210,000
Idaho	200,000	20,000	140,000	40,000	(¹)
Illinois	3,880,000	160,000	2,090,000	1,220,000	410,000
Indiana	1,750,000	60,000	760,000	640,000	290,000
Iowa	1,400,000	80,000	620,000	510,000	190,000
Kansas	1,090,000	40,000	510,000	460,000	80,000
Kentucky	1,840,000	180,000	810,000	580,000	270,000
Louisiana	1,280,000	220,000	660,000	300,000	100,000
Maine	250,000	20,000	80,000	80,000	70,000
Maryland	630,000	20,000	280,000	220,000	110,000
Massachusetts	550,000	40,000	260,000	160,000	90,000
Michigan	870,000	60,000	360,000	320,000	130,000
Minnesota	880,000	40,000	440,000	340,000	60,000
Mississippi	1,560,000	140,000	860,000	420,000	140,000
Missouri	2,820,000	260,000	1,350,000	920,000	290,000
Montana	180,000	20,000	120,000	40,000	(¹)
Nebraska	800,000	20,000	400,000	340,000	40,000
Nevada	40,000	(¹)	20,000	20,000	(¹)
New Hampshire	120,000	(¹)	40,000	40,000	40,000
New Jersey	610,000	60,000	320,000	180,000	70,000
New Mexico	300,000	60,000	160,000	60,000	20,000
New York	1,870,000	80,000	650,000	670,000	470,000
North Carolina	2,120,000	280,000	1,070,000	550,000	220,000
North Dakota	2,790,000	40,000	240,000	60,000	(¹)
Ohio	2,340,000	100,000	1,290,000	920,000	480,000
Oklahoma	1,230,000	250,000	680,000	100,000	(¹)
Oregon	280,000	20,000	140,000	80,000	20,000
Pennsylvania	3,850,000	160,000	1,950,000	1,180,000	560,000
Rhode Island	120,000	(¹)	60,000	40,000	20,000
South Carolina	1,450,000	200,000	780,000	340,000	130,000
South Dakota	390,000	40,000	220,000	100,000	(¹)
Tennessee	2,150,000	330,000	970,000	590,000	180,000
Texas	3,460,000	670,000	1,750,000	890,000	260,000
Utah	260,000	20,000	120,000	100,000	20,000
Vermont	100,000	(¹)	40,000	20,000	40,000
Virginia	1,500,000	120,000	710,000	440,000	230,000
Washington	320,000	20,000	220,000	80,000	(¹)
West Virginia	1,120,000	160,000	580,000	260,000	120,000
Wisconsin	910,000	40,000	440,000	320,000	110,000
Wyoming	60,000	(¹)	40,000	20,000	(¹)

¹ Rounded figure is less than 5,000.

250 MEASURES RELATING TO VITAL RECORDS AND STATISTICS

TABLE 4.—Estimated number of natives whose births were not registered, by State of birth and by age: United States, 1940—Continued

B. MALES

State of Birth	All ages	Under 20	20-44 years	45-64 years	65 and over
United States.....	26,750,000	2,610,000	13,430,000	7,900,000	2,810,000
Alabama.....	1,060,000	160,000	560,000	260,000	80,000
Arizona.....	60,000	10,000	40,000	10,000	(1)
Arkansas.....	800,000	140,000	420,000	200,000	40,000
California.....	420,000	40,000	210,000	140,000	30,000
Colorado.....	190,000	30,000	110,000	50,000	(1)
Connecticut.....	150,000	10,000	80,000	40,000	20,000
Delaware.....	40,000	(1)	20,000	10,000	10,000
District of Columbia.....	40,000	(1)	20,000	10,000	10,000
Florida.....	240,000	40,000	140,000	50,000	10,000
Georgia.....	1,240,000	150,000	680,000	300,000	100,000
Idaho.....	100,000	10,000	70,000	20,000	(1)
Illinois.....	1,930,000	80,000	1,040,000	610,000	200,000
Indiana.....	870,000	30,000	380,000	320,000	140,000
Iowa.....	700,000	40,000	310,000	260,000	90,000
Kansas.....	540,000	20,000	250,000	230,000	40,000
Kentucky.....	920,000	90,000	410,000	290,000	130,000
Louisiana.....	630,000	110,000	320,000	150,000	50,000
Maine.....	120,000	10,000	40,000	40,000	30,000
Maryland.....	310,000	10,000	140,000	110,000	50,000
Massachusetts.....	270,000	20,000	120,000	80,000	40,000
Michigan.....	430,000	30,000	180,000	160,000	60,000
Minnesota.....	440,000	20,000	220,000	170,000	30,000
Mississippi.....	770,000	70,000	420,000	210,000	70,000
Missouri.....	1,400,000	130,000	670,000	460,000	140,000
Montana.....	90,000	10,000	60,000	20,000	(1)
Nebraska.....	400,000	10,000	200,000	170,000	20,000
Nevada.....	20,000	(1)	10,000	10,000	(1)
New Hampshire.....	60,000	(1)	20,000	20,000	20,000
New Jersey.....	300,000	30,000	160,000	80,000	30,000
New Mexico.....	150,000	30,000	80,000	30,000	10,000
New York.....	910,000	40,000	320,000	330,000	220,000
North Carolina.....	1,060,000	140,000	530,000	280,000	110,000
North Dakota.....	170,000	20,000	120,000	30,000	(1)
Ohio.....	1,380,000	50,000	640,000	460,000	230,000
Oklahoma.....	620,000	130,000	440,000	50,000	(1)
Oregon.....	130,000	10,000	70,000	40,000	10,000
Pennsylvania.....	1,900,000	80,000	960,000	590,000	270,000
Rhode Island.....	60,000	(1)	30,000	20,000	10,000
South Carolina.....	710,000	100,000	380,000	170,000	60,000
South Dakota.....	180,000	20,000	110,000	50,000	(1)
Tennessee.....	1,090,000	170,000	490,000	300,000	130,000
Texas.....	1,730,000	340,000	870,000	450,000	70,000
Utah.....	130,000	10,000	60,000	50,000	10,000
Vermont.....	50,000	(1)	20,000	10,000	20,000
Virginia.....	740,000	60,000	350,000	220,000	110,000
Washington.....	160,000	10,000	110,000	40,000	(1)
West Virginia.....	560,000	80,000	290,000	130,000	60,000
Wisconsin.....	450,000	20,000	220,000	160,000	50,000
Wyoming.....	30,000	(1)	20,000	10,000	(1)

1 Rounded figure is less than 5,000.

TABLE 4.—Estimated number of natives whose births were not registered, by State of birth and by age: United States, 1940—Continued

C. FEMALES

State of birth	All ages	Under 20	20-44 years	45-64 years	65 and over
United States.....	27, 170, 000	2, 580, 000	13, 670, 000	7, 870, 000	3, 050, 000
Alabama.....	1, 080, 000	160, 000	580, 000	250, 000	90, 000
Arizona.....	70, 000	20, 000	40, 000	10, 000	(¹)
Arkansas.....	810, 000	140, 000	430, 000	200, 000	40, 000
California.....	430, 000	40, 000	220, 000	140, 000	30, 000
Colorado.....	180, 000	20, 000	110, 000	50, 000	(¹)
Connecticut.....	170, 000	10, 000	80, 000	50, 000	30, 000
Delaware.....	40, 000	(¹)	20, 000	10, 000	10, 000
District of Columbia.....	40, 000	(¹)	20, 000	10, 000	10, 000
Florida.....	250, 000	40, 000	150, 000	50, 000	10, 000
Georgia.....	1, 280, 000	150, 000	730, 000	300, 000	110, 000
Idaho.....	100, 000	10, 000	70, 000	20, 000	(¹)
Illinois.....	1, 950, 000	80, 000	1, 050, 000	610, 000	210, 000
Indiana.....	880, 000	30, 000	380, 000	320, 000	150, 000
Iowa.....	700, 000	40, 000	310, 000	250, 000	100, 000
Kansas.....	550, 000	20, 000	260, 000	230, 000	40, 000
Kentucky.....	920, 000	90, 000	400, 000	290, 000	140, 000
Louisiana.....	650, 000	110, 000	340, 000	150, 000	50, 000
Maine.....	130, 000	10, 000	40, 000	40, 000	40, 000
Maryland.....	320, 000	10, 000	140, 000	110, 000	60, 000
Massachusetts.....	280, 000	20, 000	130, 000	80, 000	50, 000
Michigan.....	440, 000	30, 000	180, 000	160, 000	70, 000
Minnesota.....	440, 000	20, 000	220, 000	170, 000	30, 000
Mississippi.....	790, 000	70, 000	440, 000	210, 000	70, 000
Missouri.....	1, 420, 000	130, 000	680, 000	460, 000	150, 000
Montana.....	90, 000	10, 000	60, 000	20, 000	(¹)
Nebraska.....	400, 000	10, 000	200, 000	170, 000	20, 000
Nevada.....	20, 000	(¹)	10, 000	10, 000	(¹)
New Hampshire.....	60, 000	(¹)	20, 000	20, 000	20, 000
New Jersey.....	310, 000	30, 000	160, 000	80, 000	40, 000
New Mexico.....	150, 000	30, 000	80, 000	30, 000	10, 000
New York.....	960, 000	40, 000	330, 000	340, 000	250, 000
North Carolina.....	1, 060, 000	140, 000	540, 000	270, 000	110, 000
North Dakota.....	170, 000	20, 000	120, 000	30, 000	(¹)
Ohio.....	1, 410, 000	50, 000	650, 000	460, 000	250, 000
Oklahoma.....	610, 000	120, 000	440, 000	50, 000	(¹)
Oregon.....	130, 000	10, 000	70, 000	40, 000	10, 000
Pennsylvania.....	1, 950, 000	80, 000	990, 000	590, 000	290, 000
Rhode Island.....	60, 000	(¹)	30, 000	20, 000	10, 000
South Carolina.....	740, 000	100, 000	400, 000	170, 000	70, 000
South Dakota.....	180, 000	20, 000	110, 000	50, 000	(¹)
Tennessee.....	1, 060, 000	160, 000	480, 000	290, 000	130, 000
Texas.....	1, 730, 000	330, 000	880, 000	440, 000	80, 000
Utah.....	130, 000	10, 000	60, 000	50, 000	10, 000
Vermont.....	50, 000	(¹)	20, 000	10, 000	20, 000
Virginia.....	760, 000	60, 000	360, 000	220, 000	120, 000
Washington.....	180, 000	10, 000	110, 000	40, 000	(¹)
West Virginia.....	560, 000	80, 000	290, 000	130, 000	60, 000
Wisconsin.....	460, 000	20, 000	220, 000	160, 000	60, 000
Wyoming.....	30, 000	(¹)	20, 000	10, 000	(¹)

¹ Rounded figure is less than 5,000.

EXHIBIT I

UNIFORM DEFINITIONS OF MOTOR VEHICLE ACCIDENTS

COMMITTEE ON DEFINITIONS—NATIONAL CONFERENCE ON UNIFORM TRAFFIC
ACCIDENT STATISTICS

Dr. Halbert L. Dunn, chairman, United States Bureau of the Census.
 Dave M. Baldwin, Virginia Department of Motor Vehicles.
 Dr. E. G. Brown, Department of Health, Mineola, N. Y.
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FOREWORD

Because of differences in the use and interpretation of definitions by the various official and nonofficial agencies, it has been exceedingly difficult to secure comparable figures on motor-vehicle accidents. The adoption of this manual of Uniform Definitions of Motor-Vehicle Accidents by those engaged in the collection, tabulation, and publication of statistical data relating to motor-vehicle accidents will constitute a big step toward the achievement of uniformity and comparability of the published statistics.

The manual of Uniform Definitions of Motor-Vehicle Accidents was prepared by the Committee on Definitions of the National Conference on Uniform Traffic Accident Statistics under the chairmanship of Dr. Halbert L. Dunn, Chief Statistician for Vital Statistics of the Bureau of the Census. The existing definitions, particularly those of the Bureau of the Census, the National Safety Council, and the National Conference on Uniform Traffic Accident Statistics served as the basis of this manual of Uniform Definitions of Motor-Vehicle Accidents.

The Uniform Definitions of Motor-Vehicle Accidents is designed for statistical classification only, and, except for the items covered by the manual, does not apply to the standards of motor-vehicle accident reporting. The National Conference on Uniform Traffic Accident Statistics recommends that the standards of reportability be determined by individual agencies and organizations to suit their specific purposes. However, in order to secure uniformity in the published data the provisions of this manual should be rigidly followed in the classification of motor-vehicle accidents for general publication purposes.

Uniformity and comparability in statistics are of importance, but the National Conference on Uniform Traffic Accident Statistics also recognizes the importance of keeping abreast of the progress and developments in the field of motor-vehicle accident statistics. It is, therefore, suggested that all difficult and unusual classification problems be referred to the Bureau of the Census for decision and for study so that they may serve as a basis for recommendations to the National Conference on Uniform Traffic Accident Statistics for future revisions of the manual.

It is proposed to print this manual at an early date. However, in order to make it available for study before its use in the classification of motor-vehicle accident statistics for the calendar year 1943, the Uniform Definitions of Motor-Vehicle Accidents is published here in this form.

GEORGE R. WELLINGTON,

Chairman, National Conference on Uniform Traffic Accident Statistics.

Interstate Commerce Commission, Washington, D. C., July 1, 1942.

NOTE.—The Uniform Definitions of Motor-Vehicle Accidents was adopted by the National Conference on Uniform Traffic Accident Statistics on March 4, 1942, and recommended for use in classifying motor-vehicle accidents in 1943. The following organizations have approved and endorsed the Uniform Definitions of Motor-Vehicle Accidents: American Trucking Association; Division of Statistical Standards, U. S. Bureau of the Budget; International

Association of Chiefs of Police; National Safety Council; Society of Automotive Engineers; U. S. Bureau of the Census; U. S. Bureau of Labor Statistics; U. S. Public Roads Administration; and the U. S. Public Health Service. The approval of the following organizations is now pending: American Motor Vehicle Administrators; American Public Health Association; Conference of State and Provincial Health Authorities of North America; Interstate Commerce Commission; National Association of Coroners; and the National Association of Railroad and Utilities Commissioners.

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PRIMARY DEFINITIONS

1.00 *Motor-vehicle accident.*—A motor-vehicle accident is any accident involving a motor vehicle in motion that results in death, injury, or property damage.

NOTE.—In the classification of motor-vehicle accidents, motion of the vehicle is assumed unless indicated to the contrary. Motion of the motor vehicle, however, is not a prerequisite for classification of collisions with railroad trains and streetcars. (See paragraph 5.07.)

2.00 *Motor vehicle.*—A motor vehicle is any device self-propelled or propelled by electric power but not operated upon rails (except devices moved by human power), and in, upon, or by which any person or property is or may be transported or drawn upon a highway.

3.00 *Motor-vehicle traffic accident.*—A motor-vehicle traffic accident is any motor-vehicle accident occurring on a trafficway.

NOTE.—In the classification of a motor-vehicle traffic accident, it will be assumed that the accident occurred on a trafficway unless specifically indicated to the contrary.

4.00 *Trafficway.*—A trafficway is the entire width between property lines (or other boundary lines) of every way or place of which any part is open to the use of the public for purposes of vehicular traffic as a matter of right or custom. A trafficway and a public way are synonymous.

6.00 *Motor-vehicle accident death.*—A motor-vehicle accident death is any fatality resulting from a motor-vehicle accident.

7.00 *Motor-vehicle traffic accident death.*—A motor-vehicle traffic accident death is any fatality resulting from a motor-vehicle traffic accident.

NOTE.—In the classification of a motor-vehicle traffic accident death, it is assumed that the motor-vehicle accident occurred on a trafficway unless specifically indicated to the contrary.

10.00 *Property damage.*—Damage to property as a result of a motor-vehicle accident that may be made as a basis for claim for compensation, but involving no deaths or personal injuries.

1. MOTOR-VEHICLE ACCIDENT

1 00 *Definition.*—A motor-vehicle accident is any accident involving a motor vehicle in motion that results in death, injury, or property damage.

NOTE.—In the classification of motor-vehicle accidents, motion of the vehicle is assumed unless indicated to the contrary. Motion of the motor vehicle, however, is not a prerequisite for classification of collisions with railroad trains and streetcars. (See paragraph 5.07.)

1.01 to 1.23 *Guiding examples and interpretations:*

1 01 *Fall from motor vehicle.*—A fall from a motor vehicle is classified as a motor-vehicle accident only if the motor vehicle was in motion. Thus, if a person falls while boarding or alighting from a motor vehicle not in motion and is injured, the accident is not classified as a motor-vehicle accident.

1.02 *Object falling from motor vehicle.*—If injury or property damage results from an object falling from a motor vehicle in motion, the accident is classified as a motor-vehicle accident.

1.03 *Injury from moving parts.*—Injury resulting from the movement of parts of the vehicle while the vehicle itself is not in motion, such as injury from cranking, is not classified as a motor-vehicle accident. However, injury resulting from motor vehicle being set into motion by cranking while the vehicle is in gear is classified as a motor-vehicle accident.

1.04 *Carbon monoxide poisoning.*—A death, or disability, resulting from accidental carbon monoxide poisoning is classified as a motor-vehicle accident death, or injury if the injury occurred while the motor vehicle was in motion.

Thus, if a person is asphyxiated by carbon monoxide generated during transit, the case is classified as a motor-vehicle accident. However, carbon-monoxide poisoning in a garage or in a parked vehicle is not classified as a motor-vehicle accident, but as accidental absorption of poisonous gas (motor-vehicle exhaust gas).

1.05 *Injury to occupants.*—If an occupant of a motor vehicle is injured by being thrown against some part of the motor vehicle during movement of the motor vehicle, the accident is classified as a motor-vehicle accident.

1.06 *Injury to nonoccupants.*—If a person not an occupant of a motor vehicle is injured as a result of contact with any part of the moving vehicle or any object carried on the moving vehicle, or by an object set in motion by the vehicle, the accident is classified as a motor-vehicle accident.

For example, an accident is classified as a motor-vehicle accident if a pedestrian is struck by the motor vehicle, or is injured as the result of his clothes catching on a moving motor vehicle, or becomes entangled in a rope dragging behind a motor vehicle; or is struck by an overhanging load on a vehicle; or if, through physical contact with a motor vehicle, he is crushed against a wall, forced over a cliff, etc. If a motor vehicle strikes a pole and dislodges a sign or wire, which in turn strikes and injures the pedestrian, the accident is classified as a motor-vehicle accident. If an object is thrown out by a wheel of the motor vehicle and injures a person, the accident is classified as a motor-vehicle accident. An accident resulting from hitching on a vehicle by either a cyclist or other person is classified as a motor-vehicle accident, regardless of whether or not the injury resulted from a fall from the vehicle, or under the vehicle, or as the result of momentum acquired from hitching on the vehicle.

1.07 *No damage or injury.*—An accident resulting in neither death, injury, nor property damage is not classified as a motor-vehicle accident.

1.08 *Fire.*—Injury or property damage resulting from fire that began while the motor vehicle was in motion is classified as a motor-vehicle accident.

1.09 *Mechanical failure.*—Breakage of any part of a motor vehicle while in motion, which results in injury to any person or damage to cargo or property, is a motor-vehicle accident. If there is no injury and if the only damage consists of the breakage itself (or possibly slight additional damage to immediately adjacent parts), the event shall not be considered a motor-vehicle accident.

1.10 *Thrown under another vehicle.*—If a motor vehicle strikes a pedestrian and throws him against or under a railroad train, streetcar, or other conveyance not a motor vehicle, the accident is classified as a motor-vehicle accident. Also, if a pedestrian is struck by a nonmotor vehicle, railroad train, streetcar, or other conveyance, and is thrown in the path of, and is injured by, the moving motor vehicle, the accident is classified as a motor-vehicle accident.

1.11 *One vehicle pushing another.*—Injury or property damage resulting from one motor vehicle being moved by another vehicle, or from a motor vehicle moving another vehicle, is classified as a motor-vehicle accident.

1.12 *Driverless moving vehicle.*—Injury or property damage resulting from an accident caused by a driverless motor vehicle in motion, even though the vehicle had previously been in a properly parked position, is classified as a motor-vehicle accident.

1.13 *Repairs and service.*—An accident arising solely from an effort to repair, service, or inspect a standing vehicle is not classified as a motor-vehicle accident.

Injury or damage caused by the fall of a motor vehicle from a hoist, jack, or block is not classified as a motor-vehicle accident. Injury or damage resulting from the explosion of a tire in the process of inflation, or caused by the rim of a tire being thrown out in the process of mounting the tire, or the explosion of a gas tank in the process of filling the tank, is not classified as a motor-vehicle accident.

1.14 *Pedestrian avoiding motor vehicle.*—If a pedestrian is injured while dodging or otherwise avoiding a motor vehicle, but is not struck by the vehicle, the injury is not classified as a motor-vehicle accident.

1.15 *Street wear and tear.*—Damage to the surface of a roadway resulting solely from the weight and ordinary motion of a motor vehicle (i. e., the cracking of a pavement surface when a heavy truck rolls over it) is not classified as a motor-vehicle accident. However, if the vehicle or any property other than the roadway is damaged, or if personal injury results, the accident is classified as a motor-vehicle accident.

1.16 *Explosion.*—If injury or damage results from the detonation of explosives carried on a vehicle, the explosion shall be assumed, in the absence of evidence to the contrary, to have resulted from the motion of the vehicle (a jolt, bump, or swerve) and shall be classified as a motor-vehicle accident.

1.17 *Flying or falling object.*—If damage to a motor vehicle or injury to an occupant of a motor vehicle is caused by an object set in motion by another motor vehicle, the injury or damage is classified as a motor-vehicle accident.

If damage to a motor vehicle or injury to an occupant of a motor vehicle is caused by an object set in motion by some other force than another motor vehicle, the accident shall not be classified as a motor-vehicle accident. This includes objects thrown through the window of a car; a falling tree; etc. Bee stings and other insect bites are similarly classified.

However, if an occupant is struck by an object set in motion by some force other than that of another motor vehicle, and if, as a consequence, the vehicle becomes involved in an accident (car runs off the road or hits another vehicle, causing injury or property damage), the accident is classified as a motor-vehicle accident. If a driver receives a slight injury from a flying object and runs off the road, receiving fatal injuries, his death is classified as a motor-vehicle accident death.

1.18 *Firearms injury.*—An injury to an occupant of a motor vehicle resulting from the discharge of a firearm caused by the motion of that vehicle (a jolt, bump, sharp turn, or preceding accident) is classified as a motor-vehicle accident.

If a driver is injured by firearms, and runs off the road, causing injury to an occupant, the latter occurrence is classified as a motor-vehicle accident.

1.19 *Earthquake, tornado, lightning.*—Damage to a motor vehicle, or injury to the occupants of a motor vehicle, which results directly from any cataclysm (earthquake, flood, or tornado) or from lightning, is not classified as a motor-vehicle accident.

Thus, if a car standing on a bridge is washed away with the bridge when a flood strikes it, the accident is not classified as a motor-vehicle accident. However, if a bridge is washed out as the result of heavy rains, and a motor vehicle runs off the open end of the bridge, the accident is classified as a motor-vehicle accident.

1.20 *Collision with aircraft.*—Collision of a motor vehicle with an aircraft not in motion is classified as a motor-vehicle accident, regardless of where the collision occurred. Collision of a motor-vehicle with an aircraft in motion is not classified as a motor-vehicle accident, but as an air-transport accident.

1.21 *Water transportation.*—Any damage or injury resulting in connection with a motor vehicle that is on, or is being placed on, or taken off, a boat or other water carrier is not classified as a motor-vehicle accident unless the motor vehicle is in motion under its own power.

1.22 *Suicidal intent.*—If it can be established that a person injured in or by a motor vehicle had deliberately intended to kill himself, the injury is not classified as a motor-vehicle accident. However, if someone else is injured as a result of his action but not as the result of homicidal intent, this injury is classified as a motor-vehicle accident.

Thus, if a person drives a motor vehicle into a tree with suicidal intent, and the vehicle glances off the tree and fatally injures a pedestrian, the death of the pedestrian is classified as a motor-vehicle accident death, while the death of the driver is classified as a suicide. No act is considered suicidal unless suicidal intent is established. Thus, acts committed by mentally unbalanced persons, or persons acting under emotional stress, which result in fatal injuries to themselves, are not considered suicidal unless suicidal intent is established.

1.23 *Homicidal intent.*—If a person driving a motor vehicle strikes a pedestrian or some other vehicle with the deliberate intention of injuring a person or damaging a vehicle, the event is not classified as a motor-vehicle accident.

The following special circumstances, however, should be observed:

1. A *technical homicide* in which there was no intent to kill, such as death resulting from a motor-vehicle accident when the motor vehicle was used in the commission of a felony, is classified as a motor-vehicle accident death.

Deliberate action which results in an accident is not necessarily homicidal. Thus, if two men are fighting or wrestling in the street and one pushes the other in front of an oncoming motor vehicle, the injury is not homicidal in character unless it can be shown that the person doing the pushing intended that the other person be injured by the vehicle. In the absence of evidence of homicidal intent, the injury is classified as a motor-vehicle accident.

2. MOTOR VEHICLE

2.00 *Definition*.—A motor vehicle is any device self-propelled or propelled by electric power but not operated upon rails (except devices moved by human power) and in, upon, or by which any person or property is or may be transported or drawn upon a highway.

2.01 to 2.03 *Guiding examples and interpretations*:

2.01 *Certain conveyances excluded*.—Self-propelled devices used solely to move persons or materials within the confines of a building and its premises, such as an electric baggage car used solely within a railroad station or a small self-propelled truck used in an industrial plant, are not classified as motor vehicles. Building elevators are also excluded.

2.02 *Special vehicles included*.—The following types of vehicles should be classified as motor vehicles:

- (a) Trolley bus.
- (b) Motorecycle.
- (c) Motorized bicycle or scooter.
- (d) Tractor, army tank, highway grader, or similar vehicles on wheels or treads, when in use for purposes of transportation.
- (e) A trailer or semitrailer. Whether attached to a motor vehicle or not, a trailer or semitrailer is considered a motor-vehicle.

2.03 *License not a criterion*.—Requirements for licensing vehicles vary from place to place. Therefore, the decision as to whether a particular vehicle is a motor vehicle shall not depend on license requirements, but on the foregoing definitions. Thus, certain self-propelled construction machinery and farm machinery may be excepted under licensing requirements, but if such devices fall within the foregoing definitions, they are classified as motor vehicles.

3. MOTOR-VEHICLE TRAFFIC ACCIDENT

3.00 *Definition*.—A motor-vehicle traffic accident is any motor-vehicle accident occurring on a trafficway.

NOTE.—In the classification of a motor-vehicle traffic accident death, it will be assumed that the accident occurred on a trafficway unless specifically indicated to the contrary.

3.01 to 3.05 *Guiding examples and interpretations*:

3.01 *Originating on a trafficway*.—A motor-vehicle accident originating on a trafficway is considered as having occurred on the trafficway.

Thus, if a driver loses control of his vehicle while on the trafficway and runs off onto private property, striking a pedestrian, a fixed object, or other object; or overturns and causes injury; the accident is classified as a motor-vehicle traffic accident. However, if a driver intentionally leaves the trafficway and then, while on private property, has an accident, the accident is classified as a motor-vehicle nontraffic accident.

3.02 *Terminating on a trafficway*.—If a motor-vehicle accident originates on private property, but collision or overturning occurs on a trafficway, the accident is classified as a motor-vehicle accident.

Thus, if a driver loses control of his motor vehicle while still in a private driveway leading to a traffic or public way, runs onto the trafficway and strikes another vehicle or a pedestrian, or overturns, the accident is classified as a motor-vehicle traffic accident.

3.03 *Partially on trafficway*.—A vehicle is considered on the trafficway until it is completely off the trafficway.

Thus, if a vehicle is driven up a driveway across a public sidewalk, and strikes a pedestrian who is standing on private property, while a part of the vehicle still extends across the sidewalk, the accident is classified as a motor-vehicle traffic accident. Similarly, if a vehicle is proceeding from private property across a sidewalk, and strikes a pedestrian on the walk, the accident is classified as a motor-vehicle traffic accident. Further, collision with a pedestrian on a driveway between the sidewalk and the roadway is classified as a motor-vehicle traffic accident.

3.04 *Nontraffic accidents.*—A motor-vehicle accident occurring on the driveway of a private home, in an industrial yard, on a race track, in a field, on the ice of a lake, or at any other location not defined as a trafficway, is classified as a motor-vehicle nontraffic accident. A motor-vehicle accident originating and terminating in any place other than a trafficway is classified as a motor-vehicle nontraffic accident.

3.05 *Military zones and military motor vehicles.*—Any motor-vehicle accident occurring on an established military post shall be classified as a motor-vehicle accident, but not as a traffic accident, since civil traffic authorities do not have jurisdiction thereon.

Military convoys traveling on trafficway are considered part of the traffic, and any motor-vehicle accident involving such convoys is classified as a motor-vehicle traffic accident.

In a zone with defined boundaries designated for special military maneuvers, a motor-vehicle accident involving (a) military equipment only, is classified as a motor-vehicle accident but not as a traffic accident; (b) civilian equipment only or both civilian and military motor vehicles, is classified as a motor-vehicle traffic accident if the event occurred on a trafficway.

4. TRAFFICWAY

4.00 *Definition.*—A trafficway is the entire width between property lines (or other boundary lines) of every way or place, of which any part is open to the use of the public for purposes of vehicular traffic as a matter of right or custom. A trafficway and a public way are synonymous.

4.01 to 4.07 *Guiding examples and interpretations:*

4.01 *Roadway.*—A roadway is that portion of a trafficway improved, designed, or ordinarily used for vehicular traffic. The terms "roadway" and "traveled roadway" are synonymous.

4.02 *Customary use.*—Any thoroughfare customarily used by vehicular traffic for travel from one place to another, regardless of whether or not the thoroughfare is dedicated as a street or highway, is a trafficway.

Thus, if a roadway that is not a dedicated street or highway runs across a railroad yard, and is customarily used by vehicular traffic as a means of traveling from a trafficway on one side of the yard to a trafficway on the other side, the roadway is classed as a trafficway. Also, roads on a college or university campus which are customarily used by the public as a means of vehicular travel across the campus, are classified as trafficways.

4.03 *Road under construction.*—A roadway under construction does not lose its identity as a trafficway unless traffic is prevented from entering upon that roadway by physical barriers or by a watchman. If one lane of a two-lane road is open for travel, an accident on the open lane of the highway is a traffic accident, even though traffic is shut off from the remainder of the roadway.

4.04 *Highway construction or maintenance crews.*—If a member of a construction crew is run over and killed by a motor vehicle while on the traveled roadway, and the area was not separated, or protected by a watchman, the death is classified as a motor-vehicle traffic death. If, however, the accident occurred off the traveled roadway, the death is classified as a motor-vehicle nontraffic death.

4.05 *Publicly owned property.*—School grounds, parks, forest preserves, and other publicly owned property; circus lots, fairgrounds, parking lots, etc., are not classified as trafficways, except insofar as there may be roadways on such property falling under the general definition of a trafficway.

4.06 *Toll roads and bridges.*—The fact that a toll or fee is charged for use of a trafficway does not remove it from the trafficway classification.

4.07 *Isolated sidewalks.*—A sidewalk not bordering directly on a vehicular way, such as one running through a park area, is not a trafficway. A motor vehicle striking a person on such a sidewalk would be classified as a motor-vehicle nontraffic accident.

5. TYPES OF MOTOR-VEHICLE TRAFFIC ACCIDENTS

5.00 *Classification*.—Motor-vehicle traffic accidents are classified according to the types listed below. If more than one of these events occurs in the same accident, preference is given to the first event that occurs on the roadway.

- (a) Collision with pedestrian.
- (b) Collision with another motor vehicle.
- (c) Collision with railroad train.
- (d) Collision with streetcar.
- (e) Collision with bicycle.
- (f) Collision with animal-drawn vehicle.
- (g) Collision with animal.
- (h) Collision with fixed object.
- (i) Noncollision—overturning on roadway.
- (j) Noncollision—running off roadway.
- (k) Other noncollision.
- (l) Miscellaneous.

5 01 to 5.14 *Guiding examples and classifications:*

5 01 *Classification determined by first event*.—Where several events occur together making up a single motor-vehicle accident, the accident should be classified in accordance with the first event that occurs on the roadway.

Thus, if a motor vehicle strikes a post in the street, then glances off and strikes a pedestrian, the accident is classified as "collision with fixed object" (h). Likewise, if a motor vehicle skids and overturns without striking any vehicle, person, or object on the highway, but after overturning slides into another motor vehicle, the accident is classified as "noncollision—overturning on roadway" (i). If two vehicles collide without causing damage to the vehicles or injury to the occupants, but one vehicle runs onto the sidewalk killing a pedestrian, the accident is classified as "collision with another motor vehicle" (b) and not as "collision with pedestrian" (a).

Three "first events" may arise when a vehicle strikes a hole, rut, ditch, or curb:

(1) If the vehicle overturns, the accident is classified as "noncollision—overturning on roadway" (i).

(2) If the vehicle is damaged or an injury results directly from the impact, the accident is classified as "collision with fixed object" (h).

(3) If the vehicle is merely diverted or swerved by the impact (not constituting an "event" under Types of Motor-vehicle Traffic Accidents) and then hits another motor vehicle or pedestrian, or runs off the roadway, the accident is classified according to the latter occurrence (b), (a), or (j).

A mechanical failure or a fire is treated as a first event only when there was no succeeding event. Thus, if a wheel collapsed and the vehicle swerved and struck a pedestrian, the accident is classified as "collision with pedestrian" (a). However, if the wheel collapsed and the vehicle fell down onto the roadway, and the only result was injury to a passenger, the accident is classified as "other noncollision" (k).

5.02 *Classification based on events on roadway*.—Motor-vehicle accidents should be classified according to what happens on the traveled roadway, not what happens after the vehicle leaves the roadway. Thus, if a motorist loses control of his car and runs off the roadway, striking a pedestrian after his vehicle is entirely on a private property, the accident is classified as "noncollision—running off roadway." The pedestrian collision did not occur on the roadway, and therefore does not govern the accident classification.

5.03 *Pedestrian*.—Any person involved in a motor-vehicle accident who was not at the time of the injury riding in or on a motor vehicle, railroad train, streetcar, animal-drawn vehicle, or other vehicle, or on a bicycle or animal, shall be classified as a pedestrian.

5.04 *Human-powered conveyance*.—For purposes of accident classification, the term "pedestrian" also includes the following:

- (i) A person operating a pushcart.
- (ii) A person riding on, or moving a coaster wagon, sled, scooter, tricycle, or similar conveyance; roller skates, ice skates, or skis.
- (iii) A baby in a carriage.

5.05 *Repairing or pushing vehicle.*—If a person alights from a vehicle to examine, fix, or adjust something on the vehicle, and is struck by another vehicle, the accident is classified as "collision with pedestrian" (a). Likewise, a person injured while pushing a motor vehicle is classified as a pedestrian.

5.06 *Collision between motor vehicles.*—This classification shall include any collision of one motor vehicle with another motor vehicle on a trafficway. (See paragraph 2.00 for definition of a motor vehicle.)

5.07 *Railroad train and streetcar.*—

Railroad train.—A railroad train is any device propelled by a steam, electric, gasoline, or other type of engine or motor, with or without cars coupled thereto (except streetcars), and operated on rails for the purpose of transporting persons, animals, or objects from one place to another. This classification includes any collision between a railroad train and a motor vehicle moving, stopped, or stalled on a railroad right-of-way.

Streetcar.—A streetcar is any device operated on rails for transporting people from one place to another—principally within a municipality—other than a railroad train. This classification includes any collision between a streetcar and a motor vehicle moving, stopped, or stalled on a streetcar track.

Distinguishing borderline types.—In borderline cases where it is uncertain as to whether a device is a streetcar or a train, the following definition should be used: A streetcar is a device designed and used primarily for transporting persons within a municipality, operated on rails, subject to normal traffic control signals, and operated principally on a right-of-way that forms a part of the trafficway. Where these conditions do not hold, the conveyance should be classified as a railroad train. An interurban electric car, for example, changes its character as the circumstances of operation are altered; in rural areas, when operating on a separate right-of-way and crossing trafficways at points protected by signs or signals, it is classified as a railroad train; within municipalities, when operating on a trafficway and subject to traffic control, it is classified as a streetcar.

5.08 *Bicycle.*—A bicycle is any device having two tandem wheels either of which is over 20 inches in diameter, propelled by human power upon which a person may ride. A collision between a motor vehicle and a bicycle, even though the latter is unoccupied or unattended, is classified as "collision with bicycle" (e).

5.09 *Animal-drawn vehicle.*—An animal-drawn vehicle is any vehicle such as a carriage, wagon, etc., whose motive power is furnished by horse, mule, ox, or any other draft animal.

5.10 *Animal.*—This classification includes any animal, whether ridden, herded, or unattended.

Thus, if a person riding an animal is injured when he or the animal is struck by a motor vehicle, the accident is classified as a motor-vehicle accident. It is not a motor-vehicle accident unless the vehicle actually strikes the person or the animal. If a person is thrown from an animal because the animal was frightened, but not struck, by a motor vehicle, the accident is not classified as a motor-vehicle accident.

5.11 *Fixed object.*—Any object, except a pedestrian, motor vehicle, railroad train, streetcar, bicycle, animal-drawn vehicle, or animal, which was on the traveled roadway, shall be classified as a fixed object.

Thus, if a motor vehicle runs into a bridge railing, causing injury to driver, occupant, or other person, the accident is classified as "collision with fixed object" (h).

5.12 *Noncollision accidents.*—

Overturning on roadway.—This classification applies only to accidents in which there was no preceding collision. If two motor vehicles collide and one of them turns over following the collision, the accident is classified as "collision with another motor vehicle" (b). However, if one motor vehicle, in passing another, swings out and overturns in the roadway without actual contact with the other vehicle, the accident is classified as "noncollision—overturning on roadway" (i).

Running off roadway.—This classification applies only to accidents in which the vehicle runs off the roadway without any preceding collision. This classification is used whenever the collision, overturning, or other type of accident occurs off the public right-of-way. It is also used when the collision, overturning, or other type of accident occurs on the right-of-way, but not on a traveled roadway. If a vehicle runs off the roadway to avoid collision with an approaching vehicle, and there is property damage or injury, the accident is classified as “noncollision—running off roadway” (j).

5.13 *Other noncollision accidents.*—This classification includes the following:

1. Occupant falling from vehicle. This classification also includes occupants falling from a motor vehicle who, unjured by the fall, were struck by another vehicle.
2. Injuries within the vehicle—no collision.
3. Occupants injured by being struck by passing objects.
4. Mechanical failures and fires (no succeeding event).
5. Any other noncollision accidents not included in groups 1, 2, 3, and 4, or 5.12.

5.14 *Miscellaneous.*—This classification applies to accidents that cannot be classified in the other categories, (a) to (k). The number of cases in this classification should be kept at a minimum. It is suggested that the details of all accidents classified as “Miscellaneous” be referred to the Committee on Definitions of the National Conference on Uniform Traffic Accident Statistics in order that a study of such cases may be made.

6. MOTOR-VEHICLE ACCIDENT DEATH

6.00 *Definition.*—A motor-vehicle accident death is any fatality resulting from a motor-vehicle accident.

7. MOTOR-VEHICLE TRAFFIC ACCIDENT DEATH

7.00 *Definition.*—A motor-vehicle traffic accident death is any fatality resulting from a motor-vehicle traffic accident.

NOTE.—In the classification of a motor-vehicle traffic accident death, it is assumed that the motor-vehicle accident occurred on a trafficway unless specifically indicated to the contrary.

8. CAUSE-OF-DEATH CLASSIFICATION

8 01 to 8.09 *Guiding examples and interpretations:*

8.01 *Only one cause of death.*—If a motor-vehicle accident injury is the only cause of death, the death is attributed to the motor-vehicle accident, provided death occurred within 6 months of the accident. If the death occurred more than 6 months after the accident, it is classified as an “ill-defined cause of death,” unless another cause of death can be determined by query.

8.02 *More than one cause of death.*—When more than one cause of death is stated, it becomes necessary to determine the primary cause of death. This shall be done on the basis of the joint-cause relationships shown in the Manual of Joint Causes of Death,¹ supplemented by the rules in the Instruction Manual, Part II, Instructions for Coding Causes of Death.²

8.03 *Death within 6 months.*—If death occurs within 6 months of the motor-vehicle accident injury, the general rule is to classify the death as a motor-vehicle accident death, even though other causes may be stated.

8.04 *Death more than 6 months after accident.*—If death occurs more than 6 months after the accident, it is not classified as a motor-vehicle accident fatality, but is assigned to some other stated cause, in accordance with the Manual of Joint Causes of Death. In cases where no other cause except a motor-vehicle accident injury is stated, the death is classified as an “ill-defined cause of death.”

¹ U S Bureau of the Census. “Manual of the International List of Causes of Death (fifth revision) and Joint Causes of Death (fourth edition).” Government Printing Office Washington, D C 1940.

² U S Bureau of the Census. “Instruction Manual, Part II, Instructions for Coding and Punching Geographic and Personal Particulars of Mortality and Natality Transcripts,” 1942 edition.

8.05 *Death from slight injury.*—If death results from a motor-vehicle accident injury which is slight in character, the death should not be classified as a motor-vehicle accident death. For example, if death is caused by septicemia or tetanus that resulted from a slight injury sustained in a motor-vehicle accident, it is assigned to septicemia or tetanus and not to motor-vehicle accident.

Examples of slight injuries are: Abrasion; bruise; contusion; dislocation of any bone or cartilage, except spine; displaced tendon; exposure; first degree burn or friction burn; minor and superficial cuts and wounds; minor lacerations; and traumatic neurasthenia, neurosis, and psychosis.

8.06 *Unassociated cause of death.*—If the physician states specifically that death was caused by disease that could not have been of traumatic origin, the death is classified as the result of the disease and not of the accident.

8.07 *Discharge from a hospital.*—Discharge from a hospital of a person who has been injured in a motor-vehicle accident does not represent proof of recovery. Should the person die later, the question of classification as a motor-vehicle accident fatality must be determined in accordance with the rules set forth in this manual.

8.08 *Death preceding accident.*—If the driver or an occupant of a motor vehicle is found dead following an accident, such a death is classified as a motor-vehicle accident fatality unless it is clearly indicated that the death occurred prior to the accident.

Thus, if there is evidence to show that a motor-vehicle was involved in the accident because the driver died of heart disease before the accident, the cause of the death of the driver is classified as heart disease. However, injury resulting from the accident, to persons other than the driver, is classified as injury due to the motor-vehicle accident.

9. PLACE OF ACCIDENT

9.01 and 9.02 *Guiding rules and interpretations:*

9.01 *Include all accidents within geographic limits.*—Motor-vehicle accident reports for a locality (city, State, county, etc.) shall include all accidents occurring within the legal limits of the locality.

9.02 *Accident near boundary lines.*—Whenever a motor-vehicle accident occurs near a boundary line, whether between two cities, between a city and a rural area, or between two States, the accident should be classified according to the territory in which the collision, overturning, or other type of accident occurred.

The direction of travel of the vehicle (or vehicles) involved is immaterial; likewise, the position of the vehicle (or vehicles) after the accident is unimportant. A driver may lose control of the vehicle in the city of A, but if the actual collision, overturning, or other type of accident occurred after the car had moved across the boundary line into City B, the accident is classified as occurring in City B.

If the point of impact, overturning, etc., was exactly on the boundary line, the accident should be classified according to the city from which the vehicle was traveling; or, if one vehicle was coming from one city and the other vehicle from another city, the accident should be classified according to the city from which the driver most at fault was proceeding.

10. PROPERTY DAMAGE

10.00 *Definition.*—Property damage is defined as damage to property, which may be made as a basis of a claim for compensation, but involving no deaths or personal injuries. For general purposes, property damage to an apparent extent of \$25.00 may be used, but other limits can also be adopted in practice. Thus, laws in some States limit reporting of property damages to \$50.00 or more. In other localities, the legal limit of a reportable property damage accident is \$10.00.

10.01 *Evaluation of property damage.*—In evaluating the amount of property damage resulting from an accident, the estimate should include total damage to all vehicles and objects involved. Insofar as possible, motor-vehicle repair, replacement, or reproduction costs of damaged parts of motor vehicles should be based upon costs in a public garage.

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11. ABRIDGED CLASSIFICATION PLAN FOR STATISTICAL PURPOSES

11.01 *Field of use for abridged classification.*

In tabulating motor-vehicle accident statistics, the maximum amount of useful information should be secured from the collected data by various cross-tabulations. This involves a separate classification of the individual items and relating them to each other in the various desired combinations. For example, as a part of the study of the driver-pedestrian problem, one may want to determine what role age plays in fatal motor vehicle traffic accidents. In such a case, the traffic accident fatalities would be tabulated according to the status of the decedent (driver or pedestrian) and by age. If sex or race are important factors, this tabulation may be extended further to show a more detailed classification.

The type of tabulation to be made varies with the purpose for which the data are used. Therefore, any classification scheme should be detailed and as flexible as possible to permit a statistical study of any phase of the motor-vehicle accident problem. However, for some purposes it may be more convenient to classify motor-vehicle accidents in an abbreviated form, such as that suggested below. This abridged classification plan is suggested as a simple method of classifying motor-vehicle accidents for use in cases where more detail is not required. It should be emphasized here that the suggested classification plan is not intended as a standard. For definitions, guiding examples, and interpretations of the various classifications, reference should be made to the provisions in this Manual.

11.02 *Abbreviated classification: Motor-vehicle accidents (1.00-1.23).*

NOTE.—Numbers in parentheses following each classification item, refer to corresponding sections in the Manual where there are given detailed definitions, guiding examples, and interpretations. All reference numbers are inclusive.

A. Location of accident	B. Type of accident (5.00-5.02)	C. Results of accident
1. Traffic (3 00-3 03). 2. Nontraffic (3 04). 3. Unknown.	1. Collision with pedestrian (5 03-5 05) 2. Collision with or between motor vehicles or their loads or trailers (5 06). 3. Collision with railroad train (5 07). 4. Collision with streetcar (5 07). 5. Collision with bicycle (5 08) 6. Collision with animal-drawn vehicle (5 09). 7. Collision with animal (5 10). 8. Collision with fixed object (5 11). 9. Noncollision, overturned (5 12). 10. Noncollision, ran off roadway (5 12) 11. Other noncollision accidents (5 13). 12. Miscellaneous and unknown (5.14).	1. Human death only (6 00-8 09). 2. Personal injury only (1 0-1 23). 3. Property damage only (10 00-10 01): (a) \$10 or more, (b) \$25 or more, (c) \$50 or more 4. Death and personal injury. 5. Death and property damage (a) \$10 or more, (b) \$25 or more, (c) \$50 or more 6. Personal injury and property damage (a) \$10 or more, (b) \$25 or more, (c) \$50 or more. 7. Death, personal injury, and property damage (a) \$10 or more, (b) \$25 or more, (c) \$50 or more.

Example: A motor vehicle collides with the side of a bridge and the accident results in injury to a passenger and damage to the car to the extent of \$40. If the legal limit of responsibility of property damage in the State happened to be \$25, the following classification code would be assigned: 1-8-6b. The three digits in the code describe the location, type, and results of the accident by reference to correspondingly numbered items in the respective columns A, B, and C above. The first digit, (1), indicates that the accident was a traffic accident; the second digit, (8), that there was a collision with a fixed object; and the third digit, (6b), that the accident resulted in personal injury with property damage of \$25 or more.

EXHIBIT J

- INSTRUCTIONS** Form No. 8 A.B.P. Co.
1. STATE BUREAU OF VITAL STATISTICS: After transcription of death certificate, retain copy 4 for delayed files pending return from Traffic Authority.
 2. TRAFFIC AUTHORITY: After transcription of accident information, retain copy 3 for Traffic Authority files. Return original and copy 2 to the State Bureau of Vital Statistics.
 3. STATE BUREAU OF VITAL STATISTICS: Send original copy to the U. S. Bureau of the Census.

STATISTICAL TRANSCRIPT OF DEATH CERTIFICATE		File No.
(For Motor-vehicle Accident Deaths Only)		
State _____		
<p>1. Place of Death:</p> <p>(a) County _____</p> <p>(b) City or town _____</p> <p>(c) Name of hospital or institution _____</p> <p>(d) Length of stay: _____ In hospital or inst. _____ In this community _____</p>	<p>2. Usual Residence of Deceased</p> <p>(a) State _____ (b) County _____</p> <p>(c) City or town _____</p> <p>(d) Street No. _____</p> <p>20. Date of death: Month _____ day _____ year _____ Hour of death: _____ a. m. _____ p. m.</p> <p>21. Immediate cause of death _____ Duration _____</p>	
<p>3. (a) Name _____</p> <p>(b) If veteran, name war _____</p> <p>(c) Social Security No. _____</p>	<p>Due to— _____</p> <p>Due to— _____</p>	<p>Transcribe physician's underlining _____</p>
<p>4. Sex _____ 5. Color or race _____</p> <p>6. (a) Single, widowed, married, divorced _____</p> <p>(b) Age of husband or wife _____</p>	<p>Other conditions _____</p> <p>Major findings: _____</p> <p>Of operations— _____</p> <p>Of autopsy— _____</p>	<p>22. (a) Accident, suicide or homicide _____ (b) Date _____</p> <p>(c) Where did injury occur? _____</p> <p>(d) In home, on farm etc? _____ While at work? _____</p> <p>(e) Means of injury _____</p> <p>M D or other _____</p>
<p>7. Birth date of deceased _____</p> <p>8. Age: Years _____ Months _____ Days _____ If less than 1 day _____ hr _____ min _____</p> <p>9. Birthplace _____</p> <p>10. Usual occupation _____</p> <p>11. Industry or business _____</p>	DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS	

To be filled out by **SUPPLEMENTARY MOTOR-VEHICLE ACCIDENT INFORMATION** Traffic Authority
Traffic Authority File No. _____

Name _____

23. Traffic Accident or Non-Traffic Accident

24. (Fill out if accident occurred within corporate limits of city, town, or village)

Place of occurrence: **URBAN** City, Town or Village _____ County _____ State _____

OR (Fill out if accident occurred outside of corporate limits of city, town, or village)

RURAL County _____ Near _____ (City, town, or village) _____ State _____

25. **ACCIDENT OCCURRED** At intersection OR Not at intersection

26. Time of accident: Month _____ Day _____ Year _____ H. in _____ P. in _____

27. Did accident occur during blackout? (Yes or no) _____ If no, was blackout partial complete

28. Accident involved: Pedestrian Other motor vehicle R. R. train Street car Animal-drawn vehicle Bicycle

Fixed object Animal (ridden, herded, unattended) Overturned in roadway

Ran off roadway Other non-collision (fell from vehicle, fire, etc.) Other (explain in Remarks)

29. Was the deceased: driver passenger, pedestrian or Other (explain in Remarks)

30. Number of others known killed in same accident: _____

31. Number nonfatally injured in same accident: _____

Remarks _____

Police or Traffic Authority of _____ City or State _____

