

REPORT

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OF THE

COMMISSIONER OF LABOR

IN CHARGE OF

THE ELEVENTH CENSUS

TO THE

SECRETARY OF THE INTERIOR

FOR THE

FISCAL YEAR ENDING JUNE 30, 1895.



WASHINGTON:  
GOVERNMENT PRINTING OFFICE.  
1895.

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## REPORT

FOR THE FISCAL YEAR ENDING JUNE 30, 1895.

DEPARTMENT OF THE INTERIOR,  
CENSUS DIVISION,  
*Washington, D. C., July 29, 1895.*

SIR: I have the honor to submit herewith a report of the operations of the Census Office for the fiscal year ending June 30, 1895, and of the condition of the reports of the Eleventh Census at that date.

The total cost of the Eleventh Census up to the date named has been as follows:

Expenses Eleventh Census .....	\$8, 598, 419. 93
Farms, Homes, and Mortgages .....	1, 328, 567. 89
Printing, engraving, and binding.....	604, 153. 69
Total .....	10, 531, 141. 51

By an act making appropriations to supply deficiencies in the appropriations for the fiscal year ending June 30, 1895, and for other purposes, approved March 2, 1895, the office of the Eleventh Census, as a bureau, was abolished, and it was provided that the unfinished work of the Eleventh Census should be completed in the office of the Secretary of the Interior. In accordance with this act, a census division took the place of the Census Office. Mr. George S. Donnell, chief clerk of the Census Office, was made chief of the division, and is still occupying that position. The act abolishing the Census Office authorized the Secretary of the Interior to continue my services in accordance with the provisions of an act approved October 3, 1893.

It was not contemplated by the act abolishing the Census Office and providing for a division that any change in the status of the employees of the Census Office relative to the civil service would take place. But as the Census Office was abolished, and provision made for the establishment of a census division in the Secretary's Office, the Civil Service Commission very properly decided that the new division must be subject to all the rules and regulations governing other divisions of the Secretary's Office. As the act abolishing the Census Office took effect on the 4th day of March, 1895, and the Census Division was brought into service on that day, it was decided by the Civil Service Commission that the employees in the Census Division should be considered as within the classified service and subject to transfer, the same as

employees in offices over which the civil-service law has been extended by executive order. By this decision of the Civil Service Commission, some of the most experienced clerks in the census service have been transferred to permanent positions, and their skill and experience can be brought into requisition in the future. Others will be so transferred when their services are no longer needed in this division.

At the close of the fiscal year ending June 30, 1894, the total force receiving compensation was 672. At the present writing the total force on the pay-roll of the Census Division is 70. Some of this number have made arrangements for transfer to other offices; in this way the force will be reduced by the 1st or 15th of August to about 50, and thereafter constantly reduced as the work of the division draws to a close.

During June just passed the housing of the Census Division was changed from the Inter-Ocean Building, on Ninth street, to Marini's Hall, on E street. All the storage, for which accommodations were found in various places, has been brought to the same building, so that the vast amount of material collected at the Eleventh Census and the small clerical force are now housed under one roof. The change reduced the total annual expense for rent, fuel, etc., for the Census Division, from nearly \$12,000 to \$2,220, a saving by the change of \$9,684 per annum, or \$807 per month.

I am happy to inform you that the appropriations now available are, in my opinion, sufficient for all purposes of the Census Division, except, it may be, for printing and binding final results. I regret to say, however, that the anticipations expressed in my annual report for the year ending June 30, 1894, as to the early completion of the various reports, have not been fully realized, but the causes for this are legitimate and reasonable. The delay, which was but a few months, resulted, in the first place, from the interruption of the work of the office on account of the smallpox last autumn, and again through the removal of the office in June. These delays put off the completion of the work probably six weeks, but the chief cause of delay relates to Part II of the Report on Population, which comprises the statistics relating to age, school attendance, illiteracy, ability to speak English, occupations, citizenship, and soldiers and widows of soldiers, and, in addition to these matters, a Monograph on Education, compiled from the reports of schools in the United States as returned at the Eleventh Census. The most difficult feature of the census of population is that of the occupation statistics. The possibilities of error, moreover, in the prosecution of a work of such magnitude as the detailed tabulation of the occupations of upward of 22,000,000 people, subdivided according to sex, general nativity, color, age, conjugal condition, months unemployed, place of birth, birthplace of mother, and ability to read and write, and to speak the English language, can best be comprehended by the statement that there are at least a third of a million chances of error in the work of

transcription from original schedules and the tabulation of occupation returns. The tabulation concerning occupations, therefore, has been subjected to a most careful revision, and every doubtful point investigated, going back in all cases to the original return on the population schedule. This work of revision has, of course, been the chief cause of delay in the completion of the volume, but has been absolutely essential to accurate results and the integrity of the census. All copy for Part II has been made and verified, with the exception of a small part of that relating to occupations. The intermediate sheets for occupations, which constitute practically the "office copy" from which the printer's copy is made, have all been prepared subject to such corrections as may be revealed by the work of revision now in hand. This correction work is now nearing completion, and when the changes arising therefrom have been made on the intermediate sheets, the work of preparing the copy for the printer will be comparatively simple and can be rapidly completed. As the matter stands to-day, probably more than eight-tenths of all the work necessary to produce the copy for Part II of the Report on Population has been completed.

The Report on Vital Statistics, still incomplete, can not, of course, be finished until the work on Population is ready; the Report on Vital Statistics consists of four parts, two of which are already plated, one completely in the hands of the Printing Office, and nine-tenths of the fourth part finished. The only remaining matter for the office is Part III of the Compendium, being the last of the three parts, the second edition of the Abstract, as authorized by Congress, and the Statistical Atlas. Neither of these three works can be entirely completed until the tabulation of occupations is wholly out of the way, but the copy for the remaining volume of the Compendium can be put in shape in two weeks' time. The Abstract is practically ready except the insertion of a chapter on occupations, and the Statistical Atlas is nineteen-twentieths completed. It is contrary to law for the Printing Office to make the contract for the Atlas until all the copy is in hand. Neither of these three matters, however, need delay the office more than a month after the completion of Part II of the Report on Population. The only remaining service then to be performed by the Census Division will be proof reading.

As stated in my annual report for June 30, 1894, the number of pages comprehended in the 25 volumes of reports, is, in round numbers, 22,000. At that time 6,298 of this total number had been plated. The work of the Census Office during the past year is well shown by the statement that there are now 16,522 pages of the final reports in plate. The total number of plated pages in regular and extra bulletins, Compendium, and final reports on the 30th of June, 1894, was 17,547. The total number of pages now in plate, including the various features of the census, is 26,930. These facts alone demonstrate the industry of the Census Office during the past fiscal year.

## STATUS OF CENSUS REPORTS JUNE 30, 1895.

Briefly stated, the condition of the final reports is as follows: There are to be in all 25 volumes of final reports, comprehending, in round numbers, 22,000 pages. Of these final reports, 17 are out of the hands of the census force. They are as follows:

Population, Part I.  
Vital Statistics, Part III.  
Vital Statistics, Part IV.  
Crime, Pauperism, and Benevolence, Part II.  
Churches.  
Manufactures, Part II.  
Manufactures, Part III.  
Wealth, Debt, and Taxation, Part I.  
Wealth, Debt, and Taxation, Part II.  
Insurance, Part I.  
Insurance, Part II.  
Agriculture, Irrigation, and Fisheries.  
Transportation, Part I.  
Transportation, Part II.  
Mineral Industries.  
Indians.  
Alaska.

In addition to the above, Parts I and II of the Compendium and the first edition of the Abstract have been sent to the public.

Of the foregoing final reports, 9 have been issued and distributed, namely:

Population, Part I.  
Vital Statistics, Part III.  
Churches.  
Wealth, Debt, and Taxation, Part I.  
Insurance, Part I.  
Transportation, Part II.  
Mineral Industries.  
Indians.  
Alaska.

The number of volumes completed, that is, completed in every sense, so far as this office is concerned, but not yet distributed, in addition to the foregoing, is 8, as follows:

Vital Statistics, Part IV.  
Crime, Pauperism, and Benevolence, Part II.  
Manufactures, Part II.  
Manufactures, Part III.  
Wealth, Debt, and Taxation, Part II.  
Insurance, Part II.  
Agriculture, Irrigation, and Fisheries.  
Transportation, Part I.

These eight volumes will be distributed to the public at once. The Census Division is reading the final pages of the proof of four volumes, namely: Real Estate Mortgages; Manufactures, Part I; Insane, Feeble-

Minded, Deaf and Dumb, and Blind; Crime Pauperism, and Benevolence, Part I. Two volumes are at the Printing Office, namely: Vital Statistics, Part II, and the Report on Farms and Homes: Proprietorship and Indebtedness, for which proof is still to be read. The only copy to be forwarded to the Printing Office is the Report on Population, Part II, and Vital Statistics, Part I, as already stated, and the copy for Part III of the Compendium, Abstract, and Statistical Atlas.

#### PROVISIONS OF LAW AS TO PUBLICATIONS.

There is some misapprehension as to the scope of the Eleventh Census and the volume of final results. In the act of March 1, 1889, providing for taking the Eleventh and subsequent censuses, it is provided that, "the only volumes that shall be prepared and published in connection with said census shall relate to population and social statistics relating thereto, the products of manufactures, mining, and agriculture, mortality and vital statistics, valuation and public indebtedness, recorded indebtedness, and to statistics relating to railroad corporations, incorporated express, telegraph, and insurance companies, a list of the names, organizations, and length of service of surviving soldiers, sailors, and marines, and the widows of soldiers, sailors, and marines." The work of the Eleventh Census has been confined strictly to the topics just enumerated, as stated in the census law. It was probably the intention of Congress to restrict the number of volumes as well as to designate the topics which should be treated, but a subsequent act entitled "An act to provide for the publication of the Eleventh Census," approved February 23, 1893, provided as follows:

That the reports of the Eleventh Census of the United States be printed and bound at the Government Printing Office, to consist of the following: A digest of the leading statistics, not to exceed 200 octavo pages; a compendium; a report on population; a report on manufactures; a report on agriculture; a report on wealth, debt, and taxation; a report on farms, homes, and mortgages; a report on mineral resources; a report on transportation; a report on insurance; a report on vital statistics; a report on statistics of special classes; a report on fish and fisheries; a report on educational and church statistics; a report on social statistics; a report on Alaska; a report on Indians, and a statistical atlas, together with such special reports and monographs as may be found necessary.

By this act there were to be 15 reports, but by the second section of the act it was provided that any or all of the reports might, for convenience of publication, be divided into parts and each part published separately. This was left to the discretion of the Superintendent of Census, with the approval of the Secretary of the Interior. These 15 reports provided for in the act of February 23, 1893, were specific reports, and did not include the Compendium, Abstract, and Statistical Atlas. It is, therefore, the subdivision into parts that makes the final reports of the Eleventh Census number 25. The number of topics is strictly according to law. As planned under the law of March 1, 1889, and of February 23, 1893, the total number of volumes, including the

names of veterans, was 32, and had no change been made there would have been brought out 32 quarto volumes instead of the 25 volumes that now comprehend the entire results of the census that will be published. The decrease of 7 volumes in number was the result of a recommendation which I had the honor to make, and which you readily approved, that the provisions of the act to provide for taking the Eleventh Census, approved March 1, 1889, relating to the publication of names, organizations, and length of service of those who served in the Army, Navy, or Marine Corps of the United States in the war of the rebellion, and who were survivors at the time of the Eleventh Census, and of the widows of soldiers, sailors, or marines at that time, be repealed, and that the special schedules containing such names, organizations, and length of service be transferred to the Commissioner of Pensions for use in the Army and Navy survivors' division of the Pension Office. This recommendation was acted upon favorably by Congress, and the schedules turned over to the Commissioner of Pensions as provided by an act approved April 21, 1894. By this action I was able to reduce the number of volumes from 32 to 25, as stated, and to save to the Treasury about \$250,000, while the Government and the public secured all the material advantages of the enumeration of the veterans and widows contemplated by the act of March 1, 1889, for the results have been tabulated and will appear in Part II of the Report on Population, thus giving to Congress the number of veterans living at that time and widows of deceased soldiers, while the Pension Office is in possession of the data as to names, organizations, and length of service of veterans.

There is another matter concerning which there is some misapprehension; this relates to the completion of the final reports of the Eleventh Census. It is often stated that the public is being deprived of the results of the Eleventh Census by the length of time taken for the final compilation. When it is understood that this compilation contains the details as to minor divisions, and in every respect of the whole work of the census, and that the material facts have long since been given out, such misapprehension seems to have little weight. Yet it is readily admitted that the final results of the enumeration and the collection of various facts should be completed at a much earlier date. The bulletin feature of the census is most valuable, and under it there have been sent out nearly 7,000 quarto pages of printed matter, covering the most important and useful facts comprehended by the census law. Still, the desire for final results at an early date is reasonable, although the time in which they are expected is often unreasonable, and comparisons are made with the time of foreign countries after each enumeration. Such comparison, however, instead of being unfavorable to the Federal census is entirely favorable to it. Without discussing the value of the vast amount of material under the Federal censuses, in the Tenth 22 large quartos and in the Eleventh 25,

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it is certain that the bulk alone can not be compared with foreign results. Most European countries take their decennial census a year later than our own, but their censuses consist of but few inquiries and relate to the population only, the results being comprehended in from one to three volumes. With this minimum of work, however, foreign census volumes are not published, as a rule, inside of three years from the time of the enumeration. The comparison, therefore, is creditable to the Federal census. Yet the whole system should be changed, for the long time taken to complete a Federal census is the result of the system under which it is taken and the results compiled. It is my opinion, which I state after most careful consideration and examination of conditions, that with a more scientifically arranged system, and the employment of a force drawn from the civil service lists, at least \$2,000,000 might have been saved in the Eleventh Census, and at least one year in the completion of final reports.

In my last annual report I called attention to the permanent binding of the schedules of the Eleventh Census in conformity with past custom. In discussing this matter with the proper committees of Congress, it was decided that it was better to put these schedules in order for binding and leave the matter of a permanent form for later consideration. In accordance with this idea, a small appropriation was made to enable this office to put the schedules in proper shape for permanent binding. This work is going on, and it is so systematized that it does not interfere with the completion of the clerical work.

You may confidently look for the rapid reduction of the force of this office after the 1st of October, and the entire cessation of clerical work during the present calendar year. I am assured by the Public Printer that he will do all in his power to bring out the final reports rapidly, and, if possible, during the present calendar year. The condition of the work of the Census Division and the condition of the final reports show clearly that the work of the Eleventh Census will be completed at least two years earlier than was the work of the Tenth Census. This result is very gratifying. Of course there must be a force of proof readers as long as material remains in the Printing Office, and it will probably be necessary to retain a Census Division even after the last volume is sent out, as the inquiries coming from the public are constant and need special answers. I am in hopes, however, to ask to be relieved of the charge of the census work early in the coming autumn.

Thanking you for your considerate assistance and co-operation at all times, I am,

Very respectfully, your obedient servant,

CARROLL D. WRIGHT,  
*Commissioner of Labor in Charge.*

The SECRETARY OF THE INTERIOR.