

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, 1897,

TOGETHER WITH

REPORT OF THE CENSUS CLERK.



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DEPARTMENT OF THE INTERIOR, CENSUS DIVISION,  
*Washington, D. C., October 5, 1897.*

SIR: I have the honor to submit herewith my annual report as Commissioner of Labor in charge of the Eleventh Census, which report comprehends the operations of the Census Division for the fiscal year ending June 30, 1897, and of the condition of the office at the present time.

There is practically no force now employed in this division on clerical work. Mr. William A. King, the census clerk, has charge under the law of the preservation of the records of the Eleventh Census, and attends to such other matters as may be referred to the Census Division. There is a messenger and charwoman assigned to the care of the building and the assistance of Mr. King. Practically, therefore, the work of the Census Division, so far as the Eleventh Census itself is concerned, has been closed. All the reports were completed on the 31st of July last, when the last plate proof received from the Printing Office was sent back. So far as the public is concerned, the preliminary results, including the important features of the Eleventh Census, were published, subject to final revision, when Extra Census Bulletin No. 99 was issued May 18, 1895, and that date can with reason be considered as the date of sending the final general results of the Eleventh Census to the public. That fact is most gratifying, and when the magnitude of the Eleventh Census is considered, the date named was much earlier than could have been expected; and when compared with censuses of foreign countries in relation to the amount of material published, it signifies the very rapid completion of the reports. Since that date, May, 1895, the principal duties of the clerical force have been to put into final shape the quarto volumes not then published containing the revised results in detail. It should be remembered that the Superintendent of the Census began issuing bulletins of preliminary results in August, 1890, and that this method was kept up until May, 1895, the result being that as fast as results were obtained they were sent to the

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public. In this way over 6,000 pages of matter were published. The large quarto volumes containing the elaborate details of the census are not the works generally used. They are for permanent historical use.

The final reports of the Eleventh Census consist of 25 volumes, with the following titles:

- Agriculture, including Agriculture by Irrigation and Statistics of Fisheries.
- Alaska, Population and Resources.
- Churches.
- Crime, Pauperism, and Benevolence, Parts I and II.
- Farms and Homes: Proprietorship and Indebtedness.
- Indians, taxed and not taxed, in the United States (except Alaska).
- Insane, Feeble-minded, Deaf and Dumb, and Blind.
- Insurance, Part I (fire).
- Insurance, Part II (life).
- Manufacturing Industries, Part I (totals for States and Territories and industries).
- Manufacturing Industries, Part II (totals for cities).
- Manufacturing Industries, Part III (selected industries).
- Mineral industries.
- Population, Part I (progress of the nation from 1790 to 1890, and tables of the general population).
- Population, Part II (progress of the nation—continued, age distribution; school attendance; illiteracy; citizenship; occupations; country of birth; soldiers and widows; also monograph on education).
- Real Estate Mortgages.
- Transportation, Part I (by land, embracing reports on steam railroads, street railways, including horse railways, cable railways, electric railways, and steam railways engaged exclusively in city passenger traffic).
- Transportation, Part II (by water, embracing reports on the Atlantic Coast and Gulf of Mexico, Pacific Coast (exclusive of Alaska), Great Lakes, Lake Champlain, rivers of the Mississippi Valley, canals and canalized rivers, and express companies).
- Vital and Social Statistics, Part I (analysis and ratio tables).
- Vital and Social Statistics, Part II (cities of 100,000 population and upward).
- Vital and Social Statistics, Parts III and IV (statistics of deaths).
- Wealth, Debt, and Taxation, Part I (public debt).
- Wealth, Debt, and Taxation, Part II (valuation and taxation).

In addition to the final reports already named, the following miscellaneous volumes have been prepared and published:

- Compendium of the Eleventh Census, Parts I, II, and III.
- Abstract of the Eleventh Census, first and second editions.

Monographs not included in any final reports have been issued as follows:

- Vital Statistics of the District of Columbia and Baltimore.
- Vital Statistics of New York and Brooklyn.
- Vital Statistics of Boston and Philadelphia.
- Social Statistics of Cities.

Monographs published, and which have been incorporated in final reports, are as follows:

- Marble Quarrying.
- Moqui Pueblo Indians.
- Eastern Band of Cherokee Indians.

"Six Nations" Indians.  
 "Five Civilized Tribes" Indians.  
 Indians taxed and not taxed (except Alaska).  
 Electrical Industries in the State of New York.  
 Education.  
 Street Railways.  
 Transportation on the Pacific Coast.  
 Transportation on the Rivers of the Mississippi Valley.  
 Transportation on the Great Lakes.  
 Textiles.  
 Irrigation.  
 Glue.  
 Special Report relating to Occupations.

After providing for the final volumes listed above, Congress authorized the publication of a Statistical Atlas. At the close of the Ninth Census a Statistical Atlas was prepared and published by the Government, but for the Tenth Census the Atlas was published by Charles Scribner's Sons as a private enterprise, but Congress thought it wise to make the Statistical Atlas for the Eleventh Census an official document. This atlas is an extra feature and not one of the regular census volumes. It is now the only work of the Eleventh Census not out of the hands of the Census Office. The copy for the illustrations has long been in the hands of the contractors for reproduction, while all the proof of the text of the Atlas is in hand and revised. The only thing remaining to be done, therefore, pertains to the "care and preservation of the records of the Eleventh and previous censuses," and consists in going through the accumulated material, sorting out that which is necessary to be preserved under the law and the present practice of the Department (original schedules, files, and records relating to the organization and administration of the Census Office), and that material which it is desirable to keep for future use, such as intermediate sheets containing details which have not been published, from that which has been fully utilized and may be disposed of without loss or inconvenience.

In this connection I desire to call your attention to the recommendations contained in Mr. King's official communication of August 25, 1897 (Appendix B), which pertains to matters which have come more particularly under his observation than my own, but from my knowledge of the condition of the records and the best methods of preserving them, I have no hesitancy in approving his recommendations.

The total cost of the Eleventh Census is best measured by the total amounts appropriated from time to time. These aggregate \$11,553,462.50. The cost of printing, engraving, and binding the final results may be a little less than the amount appropriated for that particular feature of the Eleventh Census, but in all probability the amount given is as near the exact cost of the Eleventh Census as it can be stated at present. I see no necessity for any further appropriations on account of the census work, although it may be necessary to provide

for the further care and preservation of the material, as recommended by Mr. King.

In my report for the fiscal year ending June 30, 1896, I called attention to the joint resolution relating to the Federal census, approved March 19, 1896, under which I was directed to correspond and confer with census officers of other governments, for the purpose of securing uniformity in the inquiries relating to the people, to be used in the census of 1900 and future censuses. I have attended to the duties imposed by that resolution, and have made written report to a committee of the International Statistical Institute, consisting of census officers of different governments, and which was raised to consider the whole matter of a decennial census for the year 1900. The deliberations of this committee have not as yet been made public; but they show that there is no possibility of establishing a uniform date for different national censuses.

By the same joint resolution I was also directed to report to Congress for its consideration a plan for a permanent census service. In accordance with this provision I submitted a report to Congress December 7, 1896, which was printed as Senate Doc. No. 5, Fifty-fourth Congress, second session, and the plan submitted was in the form of a tentative bill, as the most comprehensive and concrete manner of carrying out the instructions of Congress. The census committee of the Senate considered his report and plan, giving a hearing thereon and reporting substantially the bill which I had recommended. No legislative action was taken during the Fifty-fourth Congress, but at the extra session of the Fifty-fifth Congress the bill was again reported by the census committee and is now on the Senate calendar. Should that bill, or one substantially like it, be passed during the early period of the coming session of Congress, detailed plans for the Twelfth Census can be perfected and submitted to Congress in time for complete preparation for that enumeration. It would have been much better had legislation taken place last winter, and thus secured more time for the details of preparation for the Twelfth Census; but if a census bill becomes law early the coming winter, whoever has charge of the Twelfth Census will have a year's advantage of his predecessors, but none too much time for careful preparation. I trust, therefore, you will urge speedy action in securing the proper legislation for the Twelfth Census.

I desire to call your attention to a practice in the past which ought not to be continued, and that is, of allowing officers in the service of the Government to take charge of special features of the census without extra compensation. Both in the Tenth and the Eleventh censuses the Census Office was able to secure the invaluable services of gentlemen connected with the Government, but was unable under the law to make any allowance for the services rendered. In both the Tenth and the Eleventh censuses such services were freely given by Dr. John S. Billings, of the United States Army, in charge of vital statistics, and Prof. Henry

Gannett, of the Geological Survey, geographer; while in the Eleventh Census Dr. David T. Day, of the Geological Survey, had charge of the statistics of mineral industries, and Prof. Henry C. Adams, statistician of the Interstate Commerce Commission, had charge of the statistics of transportation. None of these gentlemen received any extra compensation, either direct or indirect, for their services in the Census Office. They are each deserving of especial mention at this time, the close of the Eleventh Census. I sincerely hope that in the future provision will be made for the reasonable compensation of any officer whose services may be secured. Of course, such compensation should not be equal to that given to a person not connected with the Government, but as such officers as I have named are obliged to attend to their census duties out of office hours very largely, it seems but fair and just that they should be compensated for their extra labors.

As Commissioner of Labor I was designated by the President to perform the duties of Superintendent of Census, under the direction of the Secretary of the Interior, until the closing of the work of the Eleventh Census, in accordance with the provisions of an act approved October 3, 1893. (Appendix A.) By the deficiency act of March 2, 1895, the office of the Eleventh Census was abolished and the unfinished work transferred to the office of the Secretary of the Interior, but by the same act the Secretary was authorized to continue the services of the Commissioner of Labor in charge of the completion of the Eleventh Census. By the force of events, therefore, my service in connection with the Eleventh Census comes to an end, and I respectfully request that I be relieved from all further responsibility under the acts named, in connection with the Eleventh Census.

In making this request I wish to thank you and your two immediate predecessors for the many courtesies they have extended to me in the difficult work of completing the census. Taking it at a time when the reduction of the force was going on, my duties were particularly arduous, especially with the pressure for appointment coexisting with the absolute necessity for the reduction of force. This experience taught me that had the office been under civil-service rules the great cost of the Eleventh Census could have been materially reduced, and the time of the publication of the results brought to a much earlier date. There is much that can be reformed in the conduct of the Census Office, but the reforms must begin with proper legislation. The experience of the Tenth and Eleventh censuses ought to be ample to enable the proper officers and the proper committees to adopt such measures as will reduce the cost and increase the value of future enumerations.

I am, very respectfully, your obedient servant,

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

Hon. C. N. BLISS,  
*Secretary of the Interior.*

## APPENDIX A.

[PUBLIC—No. 4.]

AN ACT to extend the time for completing the work of the Eleventh Census, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the time provided in the act making appropriations to supply deficiencies in the appropriations for the fiscal year eighteen hundred and ninety-three, and for prior years, and for other purposes, approved March third, eighteen hundred and ninety-three, for closing the work of the Eleventh Census, under the provisions of the act of March first, eighteen hundred and eighty-nine, entitled "An act to provide for taking the Eleventh and subsequent Censuses," and of any subsequent act relating to the Eleventh Census, be, and the same is hereby, extended from the thirty-first day of December, eighteen hundred and ninety-three, to and including the thirtieth day of June, eighteen hundred and ninety-four.

That the President of the United States may, in his discretion, authorize and direct the Commissioner of Labor to perform the duties of Superintendent of Census under the direction of the Secretary of the Interior until the work of closing the Eleventh Census is completed, at such additional compensation, payable from the appropriations for compiling the results of the Eleventh Census, as the Secretary of the Interior may determine, not exceeding one-half of the compensation now fixed by law for the Superintendent of Census.

Approved, October 3, 1893.

## APPENDIX B.

DEPARTMENT OF THE INTERIOR, CENSUS DIVISION,

*Washington, August 25, 1897.*

SIR: I have the honor to report that the work upon the regular reports of the Eleventh Census was completed July 31, leaving a balance of \$122 of the appropriations available on the 1st instant.

There remains only the Statistical Atlas, an extra feature, the preparation of which was authorized after the regular reports were under way. For this I have the typographical matter in galleys, and am revising the proofs of the illustrations as fast as submitted by the contractors. It will, however, be some months before it is finally completed, as it requires considerable time to print the colored illustrations after the last proofs are corrected and returned. I have personally performed all of the work upon the atlas since it was turned in for transmittal to the printer, and will personally complete it.

The next subject which demands consideration is the disposition of the vast amount of material accumulated in the preparation of the reports and the administration of the office, and as under the present appropriation "for the care and preservation of the records of the Eleventh and previous censuses the Department is charged with the responsibility for the same, I respectfully invite your attention to the following statements and recommendations relative thereto:

The material referred to may be divided into four classes, as follows:

- (1) The original returns, or schedules.
- (2) Intermediate work, tabulation sheets, etc., containing details which have not been published.
- (3) Result slips; punched cards; surplus blanks; preliminary bulletins, published in the early stages of the work; copy and proofs, and other matter which has entirely served its purpose.
- (4) Files and records pertaining to the organization and administration of the office.

All of the original schedules relating to mortality, crime, pauperism, and benevolence, special classes (deaf, dumb, blind, insane, etc.), and a portion of the transportation and insurance schedules were so badly damaged by the fire which occurred in this building in March, 1896, that, by authority of the Department, they were turned over to the waste-paper contractor.

Such of the original schedules as are complete, and so much of the intermediate work as contains unpublished details, also the files and records relating to the force actually employed in the work, should be preserved; the remainder may be disposed of without loss or inconvenience.

All surplus stationery, supplies, and blank paper has already been turned over to either the stationery division or the custodian of the Department.

The work of assorting the material on hand has been prosecuted in intervals of awaiting proofs for the atlas, and the assorting of the files and records relating to the office force will require the services of the three clerks left at the conclusion of the work, who were transferred from the Census roll to the appropriation "for the preservation of the records" for that purpose, for some little time. The arrangement and collating of the miscellaneous schedules will require an additional force.

The great bulk of the material to be provided for consists of the original population and manufacturing schedules returned by the enumerators and the special agents, and which are stored partly in the basement and first stories of this building and partly in room 216 of the Department, where the records of all previous censuses are also stored.

The population and certain other schedules of previous censuses, from 1790 to 1880, inclusive, have been bound by States and counties, and are arranged on shelves, the amount of shelving being equal to one row 1,400 feet long. The room in which they are stored (216) is in the attic over the F street entrance, and, while a very good place for storage, it is most inconvenient and entirely unsuited for housing an immense library, which is what the census records practically make, and to which reference is constantly being made.

The population schedules of the Eleventh Census remain in the portfolios as transmitted by the enumerators, being tied up with twine and grouped by supervisors' and enumeration districts numerically. They are piled flat in racks. The arrangement by districts conveys no idea of locality, and this, together with the arrangement in the racks, makes it practically impossible to refer to the returns from any particular place without going through the whole contents of a rack, untying and examining the sheets. It has actually been necessary to do this for 50 or 60 portfolios to find a certain address, whereas, if bound, the contents would be plainly seen from the back lettering.

Owing to the form of schedule adopted for enumerating the population at the Eleventh Census, the bulk is enormously greater than at any previous census. This fact may perhaps better be appreciated when it is stated that the population schedules of this census alone will make five times as much as all the schedules of all the censuses preceding, and will require (if bound in volumes of uniform thickness) an amount of shelving equal to one row over 7,000 feet long, or about 30,000 volumes. The returns for New York City alone make between 800 and 900 volumes 3 inches thick, and those for the "Greater New York" between 1,400 and 1,500 volumes. These population schedules have been collated, all accounted for, and tied up, and are now in excellent shape to divide into volumes of uniform size for binding. They will, however, remain in this condition only so long as they are not disturbed. Any disarrangement will necessitate the whole work being done over to make certain of the proper order and sequence.

There are also the schedules for manufactures, education, fisheries, mines and mining, and others, in whole or in part, to be arranged and preserved, requiring an approximate amount of shelving equal to one row 2,000 feet long. These miscellaneous schedules are simply piled up here and there, accumulating dirt, and can not possibly be consulted or referred to in their present shape.

Assuming that the intention in providing for the care and preservation of these records was to maintain them in such shape that they might be used, I, therefore, submit and earnestly urge that a sufficient appropriation be asked for to arrange, bind, and shelve them, in accordance with the practice in the past.

I also submit that whenever arrangements are made to remove the records of this census to any other place the place selected should afford space to accommodate the records of the previous censuses from room 216, in order to bring the whole together under one roof for convenience in reference and to maintain them in proper order.

If the suggestion that these schedules should be bound—and I can easily convince anyone that they are of no practical value unless this be done—is considered good, I would further submit that it would be unwise to accept any proposition involving their removal until that work is done. I have had considerable experience in moving census material, and it has always resulted in much confusion, and sometimes loss, even when we had plenty of people fully acquainted with the material to follow it up immediately. Now there are none.

Present legislation requires, I believe, that all binding be done by the Government Printing Office, but a special appropriation might permit it to be done by contract at probably less cost; but whether done by the Government Printing Office or by private parties, none of them would have space to handle so large an amount of matter, and would find it far more convenient, and better in every way, to place the force on the second floor of this building, where there is ample space, unused, and bind them here. This would save expense of hauling to and fro, and obviate the chance of confusion or loss. I could then personally oversee the work as it progressed.

In regard to moving, I do not consider this building at all suited for its present use. We have had one fire here which caused considerable delay in the work and did a lot of damage, and I constantly fear another. The matter is here, however, and the place offers exceptional advantages, under the existing conditions, for binding the schedules in such shape that they may safely be moved anywhere.

Without considering the question of weight, and assuming the material and records properly shelved, with sufficient space to afford convenient access to them, it would require not less than 5,000 square feet to accommodate the records to be taken care of.

In view of the foregoing, and for the reasons stated, I respectfully submit the following recommendations:

(1) That this building be retained for such time as may be necessary under the terms of the old lease (as now held) which permits the same at the monthly rental of \$166.67.

(2) That an appropriation be asked for sufficient to arrange, bind, and shelve the records of the Eleventh Census, said appropriation to authorize the work to be done by contract, in this building, and under supervision of the Department; also to provide shelving necessary to contain the records of previous censuses, now in room 216.

(3) That the subject of future quarters be kept under consideration with the view of securing a suitable location, as any estimate of the space and shelving necessary depends largely on the arrangement of windows, doors, heating apparatus, etc.

If these recommendations accord with your views I will proceed to determine the amount of the appropriation necessary and submit an estimate for the same. There should be no difficulty in getting the consent of the Census Committee to such an expenditure, as the matter of binding the schedules was left open for future consideration when the appropriation was made for arranging the population schedules above referred to.

I have the honor to be, very respectfully,

WILLIAM A. KING, *Census Clerk.*

The SECRETARY OF THE INTERIOR.