

REPORT

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OF THE

DIRECTOR OF THE CENSUS

TO THE

SECRETARY OF THE INTERIOR.

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1902.

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CENSUS OFFICE,  
*Washington, D. C., November 1, 1902.*

SIR: I have the honor to submit the following report concerning the operation of the Census Office for the year ending November 1, 1902:

The law establishing a permanent Census Office became effective July 1, 1902, and therefore the period covered by this report includes eight months of operation as a temporary office, and four months of operation as a permanent office.

The force of the temporary office was employed in tabulating and publishing the data collected by the enumerators for the Twelfth Census. This work was practically completed on July 1, and the results were presented to the public in ten quarto volumes comprising the reports on population, vital statistics, agriculture, and manufactures. At the time of writing over 70,000 copies of these reports have been distributed. The speedy completion of so great a task is especially noteworthy, as the period elapsing between enumeration and the publication of all the reports of the Twelfth Census is shorter than the like period required for any census since the Seventh, that of 1840, for which about the same length of time was required. The returns for the Seventh Census were comprised in 840 pages, those for the Twelfth Census in more than 10,000 pages.

Two factors have made it possible to complete the work within the limits prescribed by the law—the liberal provisions of the act of Congress which gave the Director wide discretion in the organization and conduct of the office, and the skill, perseverance, and enthusiasm of those immediately in charge of the work. It is likely, however, that the achievement of the Census Office in thus reducing the time between enumeration and publication can be carried still further in the future. A large number of experts have been retained in the permanent office, and with their services available, and the proper advance preparation, it is possible that the period between enumeration and the publication of the results of the Thirteenth Census can be reduced to eighteen months.

FIELD WORK, OFFICE AND CLERICAL WORK.

The United States was divided into 52,872 enumeration districts and 300 supervisors' districts. There were received at the Census Office

slightly in excess of 900,000 schedules for population; 500,000 schedules for vital statistics; 5,738,524 schedules for agriculture; and 608,401 schedules for manufactures.

The maximum number of persons employed in connection with the work of the Twelfth Census was 59,373, composed of 3,554 persons in the Census Office at Washington, 2,648 special agents in the field, 300 supervisors, and 52,871 enumerators.

#### MECHANICAL TABULATION.

Of cards for the electric tabulators, approximately 215,000,000 were used. A maximum of 1,642 punches, 311 electric tabulating machines, and 74 adding machines were required in the work. The number of percentages worked is estimated to have exceeded 2,000,000.

#### CENSUS PUBLICATIONS.

The total number of different bulletins issued by the Census Office was 250, representing in all 3,910,000 bulletins. One monograph on population, consisting of 15,000 copies, and ten volumes of census reports, aggregating 104,000 copies, were issued. These volumes were divided as follows:

Population, 2 volumes, Volume I being devoted to population by States and Territories, counties, minor civil divisions, cities, towns and villages, sex, color, etc.; Volume II being devoted to school attendance, conjugal condition, illiteracy, occupations, dwellings and families, proprietorship of homes, etc.

Volumes III and IV were devoted to vital statistics, Volume III presenting analysis and ratio tables, and Volume IV presenting statistics of deaths.

Volumes V and VI included agriculture, Volume V being devoted to farms, live stock, etc., and Volume VI to crops and irrigation.

Volumes VII, VIII, IX, and X related to manufactures, Volume VII presenting the United States by industries, Volume VIII, States and Territories, Volumes IX and X, special reports on selected industries.

The principal difficulty which has attended the enumeration of the people, and the collection of the additional data which the enumerator is required to obtain, has been the inability of the Census Office to employ in all cases satisfactory enumerators. It is impossible to secure the most efficient service when only a brief period of employment can be offered. The work of the supervisors of the different districts was much hampered in consequence of this, and many of the schedules after reaching the Census Office required careful examination in advance of tabulation. This involved much additional expense.

I shall submit to you later for the consideration of Congress, should it meet with your approval, a more effective plan for securing the original information upon which rests the whole structure of statistical work at each census. In the supervision of the field work, relating both to enumerators and to special agents, there is also opportunity for improvement. Before the task of taking the Thirteenth Census begins, a thorough investigation will be made into this branch of census work in order to improve upon the present plan.

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## THE PERMANENT CENSUS OFFICE.

On the 1st of July of the present year the permanent Census Office was organized in accordance with the Act approved March 6, 1902, and the following employees were appointed by me and approved by the Secretary of the Interior:

Chief clerk, Edward McCauley.  
 Chief statistician for population, William C. Hunt.  
 Chief statistician for manufactures, S. N. D. North.  
 Chief statistician for agriculture, L. G. Powers.  
 Chief statistician for vital statistics, William A. King.  
 Disbursing clerk, John W. Langley.

Expert chiefs of division.....	4	Skilled laborers.....	12
Clerks, class 3.....	6	Watchmen.....	10
Stenographer.....	1	Messengers.....	6
Clerks, class 2.....	10	Assistant messengers.....	15
Clerks, class 1.....	272	Unskilled laborers.....	16
Clerks, \$1,000.....	235	Charwomen.....	45
Clerks, \$900.....	260		

As soon as practicable after the organization of the permanent Census Office, the work of collecting the statistics for the special reports authorized by section 7 of the Act of March 6, was apportioned among the four chief statisticians, to be taken up from time to time as circumstances will permit. These reports include the following subjects:

\* \* \* statistics relating to special classes, including the insane, feeble-minded, deaf, dumb, and blind; to crime, pauperism, and benevolence, including prisoners, paupers, juvenile delinquents, and inmates of benevolent and reformatory institutions; to social statistics of cities, to public indebtedness, valuation, taxation, and expenditures; to religious bodies; to electric light and power, telephone and telegraph business; to transportation by water, express business and street railways; to mines, mining, quarries and minerals, and the production and value thereof, including gold in divisions of placer and vein, and silver mines, and the number of men employed, the average daily wage, average working time, and aggregate earnings in the various branches and aforesaid divisions of the mining and quarrying industries.

The office has already begun the collection of the data required for the reports on the deaf, dumb, and blind; on wealth, debt, and taxation; on mines and mining; on transportation by water and express business, and on social statistics of cities. Some of this information will be obtained by schedules and letters of inquiry sent out through the post office, but much of it requires a certain amount of field work.

In connection with social statistics an inquiry relative to the number of "children, and children living," will be taken up with a view to ascertaining the relative fecundity of different nationalities. The office will also during the coming year collect statistics of births and deaths in registration areas as required by section 8 of the Act just cited, and data on irrigation for the crop year 1902, as called for by the joint resolution of Congress approved June 30, 1902.

## COTTON GINNING INQUIRY.

Section 9 of the Act of March 6 provides that the Director of the Census shall annually collect the statistics of the cotton production of the country as returned by the ginners; and bulletins giving the results of the same shall be issued weekly, beginning September 1 of each year, and continuing until February 1 following.

After careful investigation it was not found practicable to organize the cotton-ginning inquiry in such a way as to give the amount of

cotton ginned as frequently as the law contemplated, as many of the ginneries are so remote from railroads, and in some instances from the post offices, that the chief statistician for manufactures, in charge of this work, decided to perfect an organization that would result at the outset in giving at least three, and possibly four, reports from September until February, with a view to increasing the number of reports as often as circumstances would allow. In the prosecution of this work 624 special agents, practically one to each cotton-growing county, were appointed to visit 28,974 ginneries, which handle nine hundred and ninety-four one-thousandths of the entire cotton crop. There are 217 additional ginneries scattered in outlying counties, which are covered by correspondence direct from the Census Office. The appointment of the special agents above mentioned entails an expenditure of \$49,754—practically \$50,000—this representing the sum required to make three reports of the cotton crop for 1902. If, as is hoped, the number of reports is increased to four during the next year, the expense would amount to about \$75,000.

The large number of special agents necessary to secure this information, as well as the agents required in connection with other special inquiries, will considerably increase the work of the disbursing office, because of the large number of accounts involved, many of which are complicated, requiring careful scrutiny before payment.

Below is given the number of agents for each State:

Alabama.....	64	Oklahoma.....	7
Arkansas.....	67	South Carolina.....	40
Florida.....	11	Tennessee.....	22
Georgia.....	116	Texas.....	121
Louisiana.....	39	Virginia.....	5
Mississippi.....	70	Missouri.....	1
North Carolina.....	57	Indian Territory.....	4

When the work of collecting the cotton statistics is thoroughly organized, and those in charge properly instructed in their duties, it is believed that very satisfactory results will be obtained.

#### PROSECUTIONS.

In my report for the fiscal year ending June 30, 1901, mention was made of the various prosecutions of supervisors, enumerators, special agents and others, for offenses committed against the law. I give below a statement showing the present condition of those cases.

#### MARYLAND.

*St. Mary's County.*—Stephen A. Abell, enumerator, and Joseph H. Ching, attorney at law.

The United States attorney at Baltimore reports that all cases in this county have been disposed of, except those against Joseph H. Ching and Stephen A. Abell. The Ching case was argued at the February term of the court of appeals, but was not decided. In the Abell case the jury disagreed, and the United States attorney is awaiting the decision in the Ching case before trying the Abell case again.

In all the other census cases in this State, the United States district attorney makes the report that they have been closed.

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## PENNSYLVANIA.

*D. Smith Talbot, supervisor of second district.*—In this case proceedings were begun against Talbot, but upon the payment by him of all his interpreters in full, and upon agreement with the Attorney-General's Office, the case was discontinued.

## NEW MEXICO.

*Pedro Sanchez, supervisor of the district of New Mexico, and Mariano F. Sena, his clerk.*—The United States attorney for the district of New Mexico reports that the case against Sena was tried at the last term of the United States court, September, 1902, and after lasting eight days, resulted in the conviction of Sena. Motion for a new trial, and in arrest of judgment, was made and argued on September 16 and 17, and was overruled. The defendant was thereupon given sentence aggregating four years and four days in the United States penitentiary at Santa Fe. The defendant gave notice of appeal to the Supreme Court and was released in \$5,000 bail.

The case against Pedro Sanchez, the supervisor, was not tried at this term. The members of the jury had become so well acquainted with the facts at the trial of Sena, that they would have been disqualified to try the case against Sanchez, and it was impracticable to continue the term of court and issue a special venire.

## TENNESSEE.

*Selmer, McNairy County.*—Henry C. Gooch, enumerator for the eighth enumeration district of the eighth supervisor's district.

Henry C. Gooch, indicted for making false returns, was placed on trial at the November term of the district court at Jackson, Tenn., plead guilty, was sentenced to twelve months in jail, and fined the sum of \$200 and costs, \$200, both of which amounts were paid.

After the conviction of Gooch, the office received information which indicated that the supervisor in that district (Eighth Tennessee), D. A. McDougal, in conjunction with one John W. Robinson, had conspired with Gooch in the making of these fictitious returns. Complaint was, therefore, made against them, and they were indicted, but upon being brought to trial were acquitted.

## MISSISSIPPI.

*Third supervisor's district.*—Samuel W. Glidden, Paul W. Davidson, William Knight, Scott E. J. Watson, Abraham L. Stringer, and William H. Toler, enumerators in various enumeration districts in the above-mentioned supervisor's district. All these enumerators were indicted on July 3, 1901. Owing to the indisposition of the judge, the cases were continued until the January term. Before they were brought to trial, the United States attorney for that district, A. M. Lea, died, and it was not deemed expedient to try the cases, as he had had special charge of them. It has not been practicable to have them tried since then, but a recent report from the present attorney for the southern district of Mississippi states that the cases are now ready, and will be tried at the term of the United States district court, commencing October 20, proximo.

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## ARIZONA.

*Charles W. Pugh, special agent for the division of agriculture of the Census Office, Phoenix.*—The case against Charles W. Pugh, indicted for making out fraudulent vouchers, and for swearing to false expense accounts, came up on a new trial at the spring term of the United States court for the second judicial district of Arizona, and resulted in his conviction and sentence to hard labor for two years in the penitentiary at Yuma, Arizona.

## CLERICAL FORCE.

The Census Office dispensed with the services of a large number of clerks on June 30. It was unavoidable, however, that some clerks not to be permanently retained should be carried into the reorganization of the office following June 30, as the final verification, handling of hundreds of pages of proof, and shipments of tons of bound reports, as well as the great amount of detail incident to the close of such an enormous undertaking, made impossible an abrupt transition from temporary to permanent organization. With the completion of most of the work of this character a reduction of the clerical force was made on September 30. As the work of the various divisions of the Census Office in connection with the remaining inquiries takes shape it is likely that economical organization will permit reductions of the clerical force below the estimate upon which the permanent organization of July 1 was based.

## COST OF THE TWELFTH CENSUS.

The cost of the temporary work of the Twelfth Census, as shown by the attached statement, was \$11,854,817.91, or an average cost per capita of the population of the United States of 15.5 cents. The total cost of field work in connection with the work of the Twelfth Census was \$4,358,670.04, or an average cost per capita of 5.7 cents.

Accompanying this report is an estimate of the appropriations for census purposes for the fiscal year ending June 30, 1903; also a statement from the disbursing clerk, showing the cost of producing the four principal reports of the Twelfth Census.

Respectfully submitted.

W. R. MERRIAM, *Director.*

The SECRETARY OF THE INTERIOR.

## APPENDIX A.

*Estimated expenditures of the Census Office for the fiscal year commencing July 1, 1903, and ending June 30, 1904, in accordance with the Act approved March 6, 1902.*

1 Director .....	\$6,000	
4 chief statisticians, at \$2,500 each.....	10,000	
1 chief clerk.....	2,500	
1 disbursing clerk.....	2,500	
1 stenographer.....	1,500	
4 expert chiefs of division, at \$1,800 each.....	7,200	
6 clerks, class 3.....	9,600	
10 clerks, class 2.....	14,000	
		\$53,300
250 clerks, class 1.....	300,000	
205 clerks, \$1,000 each.....	205,000	
90 copyists, \$900 each.....	81,000	
1 clerk.....	720	
4 skilled laborers, at \$1,000 each.....	4,000	
1 skilled laborer.....	900	
1 skilled laborer.....	840	
1 skilled laborer.....	780	
1 skilled laborer.....	720	
10 watchmen, at \$720 each.....	7,200	
6 messengers, at \$840 each.....	5,040	
13 assistant messengers, at \$720 each.....	9,360	
15 unskilled laborers, at \$720 each.....	10,800	
35 charwomen, at \$240 each.....	8,400	
		634,760
Special agents to secure information for special reports and expenses of the same.....	160,000	
Rental of quarters.....	26,600	
Stationery.....	10,000	
Furniture, carpets, ice, lumber, hardware, dry goods, advertising, telegraphing, expressage, horses and wagons, feed for and shoeing of horses, diagrams, awnings, shelving, file cases, file holders, office furniture, fuel, light, and other absolutely necessary expenses.....	15,000	
For the purchase of law books, books of reference, periodicals, manuscript, investigation of census work in other countries, etc., to be made a specific item in appropriation bill.....	5,000	
Printing and binding of census reports and miscellaneous printing and binding.....	250,000	
Transcripts of registration records.....	14,000	
Rent of tabulating machines.....	10,000	
Total.....		1,178,660

NOTE.—It is estimated that there will be left unexpended on June 30, 1903, out of the sum which by the provision in the sundry civil act approved March 6, 1902, was made available for the expenses of the permanent Census Office, about \$350,000.

## APPENDIX B.

*Statement prepared by Jno. W. Langley, disbursing clerk of the Census Office, showing cost of the Twelfth Census from March 3, 1899, to June 30, 1902, inclusive.*

Appropriations:	
Act of March 3, 1899.....	\$1,000,000.00
Provision under the sundry civil bill for fiscal year ending June 30, 1901.....	9,000,000.00
Provision under the sundry civil bill for fiscal year ending June 30, 1902.....	3,516,210.00
Total appropriations.....	13,516,210.00
Receipts under section 30, Act of March 3, 1899 (sale of statistics).....	1,414.56
	13,517,624.56



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Disbursements to June 30, 1902:			
By special disbursing agents for Alaska .....		\$69,251.05	
Disbursing clerk (to June 30, 1902, inclusive) .....	\$11,571,171.66		
Disbursing clerk (disbursed since June 30, 1902, on liabilities incurred prior to July 1, 1902) ..	123,978.79		
	<u>11,695,150.45</u>		
Less credits on same (disallowances refunded and stationery returned to Interior Department) .....	6,874.30		
	<u>11,688,276.15</u>		
			<u>\$11,757,527.20</u>
			1,760,097.36
Railroad accounts settled by Auditor for the Interior Department .....	6,606.87		
Telegraphic accounts settled by Auditor for the Interior Department .....	6,155.74		
	<u>12,762.61</u>		
			<u>1,747,334.75</u>
Estimated outstanding liabilities incurred prior to July 1, 1902 .....			84,528.10
			<u>1,662,806.65</u>
Balance to credit of the appropriation .....			