A Centenary of the State Statistical Office

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Abstract

In the Austrian part of the Habsburg monarchy, official statistics were controlled by the Vienna central authorities (the Central Statistical Commission, Ministry of Commerce and other ministries) and statistical offices of local authorities in the individual countries (Bohemia, Moravia, Silesia and others), whose competences were very limited. Insufficient cooperation and coordination of activities of these statistical offices had been subject to criticism as well as the lack of general reporting obligations.

The Czechoslovakian Act regulating the state statistics approved by the Revolutionary National Assembly, three months after the establishment of a new state centralized statistical service to the Statistical State Council as a Deputy Authority and the State Statistical Office as an executive body, and also enacted general reporting obligations and guarantees of consistent protection of individual data. The current statute of the state statistical service in the Czech Republic is actually based on the same principles as the Act approved a century ago. The paper describes the emergence of Act No. 49/1919 and a long and complicated path leading to its fulfilment. The protracted problem was also the post of the chairman of both statistical authorities and the provision of a suitable object for activity of the State Statistical Office.

Keywords	JEL code
Statistical State Council, State Statistical Office, Dobroslav Krejčí, Karel Engliš, František Weyr	B16, B23, B31

INTRODUCTION

During the celebration of 100th anniversary of the birth of an independent Czechoslovak state and its most important bodies held on 28th January 2019 also statisticians remembered 100 years since the adoption of the Act on Czechoslovak State Statistics, which established the State Statistical Office, a predecessor of current Czech Statistical Office.

The founding of the Czechoslovak state statistical service over the past century has been dealt with by a number of authors in specialized statistical literature, often at the occasion of various anniversaries. For example, Podzimek (1974 and 1989), 70 let (1989), Závodský (1999) etc., some of which were partly uncritical to the information and opinions received from the "father of Czechoslovakian statistics" D. Krejčí. In our contribution, based on original sources, we try to bring a somewhat new look at the events a hundred years ago.

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1 IN THE REVOLUTIONARY NATIONAL ASSEMBLY

On 14th November 1918, after the birth of the Czechoslovak Republic, the Revolutionary National Assembly (RNA), the non-elected state's supreme representative body, started its activity. It operated until the spring 1920, when the constitution was adopted, and the first parliamentary elections were held (when choosing its name, the representative body was inspired by the legislative assembly that came to light during the Great French Revolution – l'Assemblée nationale.) The mandates were distributed among the individual Czech political parties based on the results of the last (relatively democratic) elections to the House of Deputies of the Vienna Imperial Council in the year 1911. Politicians from Slovakia, who had not yet recognized democratic elections, delegated their representatives by themselves. Minority nationalities were not represented in the RNA.



Figure 1 Conference Hall of the Revolutionary National Assembly at Thun Palace in 1919

Source: Národní shromáždění (1919)

The Revolutionary National Assembly met in the building of the former Landtag in Bohemia in Sněmovní Street, in today's the seat of the Chamber of Deputies of the Parliament of the Czech Republic. Already the 22nd meeting of RNA took place on 28th January 1919. Roughly at 17 o'clock the chairman of RNA F. Tomášek interrupted the discussion about the issue of municipal elections and invited Karel Engliš, Member of the Parliament, to present a report of the social-political committee on its draft law on the organization of the statistical service in the new state. Professor of national economy at the Czech Technical University in Brno and Member of Parliament for the Czech Constitutionalist Party, K. Engliš, in his speech explained briefly and concisely the principles of the proposed law and the need for its rapid adoption. He also recommended that the Statistical State Council (SSC) should be established as an advisory and quaint body, State Statistical Office (SSO) as an executive body. The above mentioned authorities should centralize all the statistical service in the Republic and directly report to the Prime Minister. A more detailed organization cannot be enacted at present but will be defined by government regulation later. More details were available to the Members of Parliament in the report of the social-political Committee of 10th January (print 323).

Present participants (more than two hundred from 256 Members of Parliament) listened to Englis's speech. No comments have been made, so it immediately passed to the vote. The Members of Parliament that agreed, stood up at the call of the chairman of RNA and he then proclaimed that it is the majority

Figure 2 Karel Englis as the first rector of Masarvk University (1919-1920)



Note: The law on the establishment of Masaryk University in Brno was approved by RNA also on 28th January 1919. Source: Čs. statistický věstník, 1930, Vol. XI, p. 494a (F. Hlavica portrait)

(it was voted four times, always on several successive paragraphs). Immediately thereafter, the chairmen asked "gentlemen" (actually 8 women were members of RNA), to rise, if they agree with the text of the law also in the second (last) reading. He again declared the majority and thus the adoption of the law.3

The law was signed by the president T. G. Masaryk (it is not the first law signed by him, (as sometimes indicated) and also by the Prime Minister Kramář on behalf of the interior minister Švehla. The law was published within the stated eight-day period on 5th February 1919 in the Collection of Laws and Regulations (figure XI/1919) as Law No. 49 of 28th January 1919 Coll., about the Organization of Statistical Service, which became effective.

2 STATE AND LAND STATISTICS IN AUSTRIA-HUNGARY

The organizational structure of official statistics in the Habsburg monarchy was rather complicated. Both Austria and Hungary had their own, entirely independent statistical service, organized differently in many ways. In the Austrian part of the monarchy, the representative of the state statistics was the I. r. Central Statistical Commission (K. k. statistische Zentralkommission), that was incorporated

under the Ministry of Religious Affairs and Education. State statistics was, however, decentralized to a large extent. Majority of Austrian ministries founded their own statistical offices or bureaus. The most important was the Department of Commerce, with the competences covering statistics of foreign trade and trade with Hungarian part of monarchy, social statistics and partly also the statistics of industry and transport.

The individual countries of Cisleithania had some limited autonomy. First, various civil servants dealt with statistics of various provincial affairs (provincial elections, health and charity institutes, public buildings, etc.), later, specialized Land Statistical Offices were established (Bohemia 1897, Moravia 1899,4 Silesia 1907). They overtook also the agricultural statistics under their competences in their countries.5

Společná česko-slovenská digitální parlamentní knihovna – Národní shromáždění československé – stenoprotokoly.

Sometimes stated year 1893 is a mistake.

Closer see: Závodský and Šimpach (2018).

The Land Statistical Offices operated independently of the Vienna Central Statistical Commission and were jealously guarding their small competencies. Their activity was partly coordinated by the Conference on Land Statistics (Konferenz für Landesstatistik). Its sessions took place alternately in various countries of Cisleithania and published statistical yearbooks of provincial governments.

In the Hungarian part of the monarchy the statistical service was centralized into the Royal Central Statistical Office of Hungary (Magyar Királyi Központi Statisztikai Hivatal) based in Budapest. It was subordinate to the Hungarian Ministry of Commerce. The only territory in Hungary with a certain autonomy – the Croatian-Slavonic Kingdom⁶ – had its own statistical office in Zagreb. Save for some exceptions (e.g. foreign trade statistics), this autonomous authority conducted all statistical surveys

on the territory of Croatia-Slavonia exclusively by itself. In case of events related to Hungarian territory it was directed by the instructions from statistical office in Budapest.

Work conditions of the Hungarian Statistical Office were codified in 1897 by a special law.⁷ The detailed plan of statistical surveys was submitted to the Hungarian Parliament for approval by the Minister of Trade. Persons and legal entities were also required to provide proper information for such investigations. The penalty for noncompliance could be the search for necessary data at the expense of the culprit or fine. Interesting was the enforced obligation of village teachers to work as census commissioners in censuses and surveys on education. The law also provided the protection of individual data.

Let's return to the territory of today's Czech Republic. In the framework of its limited competencies and resources, the Land Statistical Office of the Bohemian Kingdom had developed extensive activities. It consisted of the Land Statistical Committee as the expert body of the advisory and quieter and the Land Statistical Bureau as an executive body. Since 1905 Dobroslav Krejčí⁸

Figure 3 Dobroslav Krejčí



Source: Wikipedia (open encyclopedia), Dobroslav Krejčí [cit. 15.1.2019]

had been the head of the office. He had been employed there since its foundation and managed the office for whole 14 years only as Deputy Chief. The post of the Chief of Staff was not occupied to avoid a dispute with representatives of the German minority in Bohemia who demanded German office management. Even so, no consensus was found, many German districts and municipalities in Bohemia refused to provide required data.

In no area of activity of the Land Statistical Offices, a reporting duty was enacted, which meant permanent problems for these authorities. Reporting duty was imposed in the monarchy in only four cases by special legal norms. These included the census, the census of agricultural and trade businesses, foreign

⁶ It is part of the territory of today's Croatia. Podzimek (1974, p. 109) replaced Slavonia for Slovenia, which was not part of Hungary.

Here we take the information from publication of former director of the Hungarian Statistical Office – Buday (1915).

B Dobroslav Krejčí (1869–1936) graduated at the Faculty of Law of the Czech University in Prague (doctorate in 1891), then worked as a trainee lawyer.

trade statistics and "inter-trade" (trade between the Austrian and Hungarian parts of the monarchy). The Central Statistical Commission (not having any branches outside the capital) and other Viennese offices could, however, carry out their investigations in individual countries with the help of governorship and district governors, whose extensive powers ensured that respondents would not refuse to provide the required data. The authority of the Landtag in Bohemia and its executive body – the Land Committee, which the land statisticians could turn to, was, on the other hand, small. The Landtag was, in fact, blocked by the obstructions of German deputies from 1908, and, finally, in the sum-mer of 1913, it was together with the Land Committee dissolved by the imperial patents. It did not restore its activities until the demise of Austria-Hungary.

3 THE PATH TO THE CZECHOSLOVAK STATISTICAL LAW

The Land Statistical Office performed less activity in Moravia. Besides the finances and deeper interest of the provincial politicians, it lacked a qualified and statistically enlightened personality, as was in Prague D. Krejčí with his co-workers.

The hope for change for the better appeared in June 1913 when Karel Engliš, extraordinary professor of national economy and statistics at the Czech Technical University in Brno, was elected to the Moravian Landtag. On 3rd February 1914, Engliš submitted a proposal of statistical law for Moravia, that would impose on municipalities and district road committees the obligation to provide the Land Statistical Office with the information for investigation approved by the Land Committee. As a penalty for non-provision of statistical data, it was determined that he necessary data were obtained at the cost of the offending institution (§ 3). This proposal signed another 41 Members of the Parliament.

Englis's proposal was approved with minor change by two committees of Landtag. On 28th February, it easily passed also its final reading in Moravian Landtag and after having been signed by the emperor and competent Austrian ministers it was promulgated on 18th December 1914 as Law No. 92/1914 in the Moravian Land Code of Law. For the first time, a general (abstract) reporting duty was enacted in our territory.

By the irony of fate, the law came into force only at the time when the Land Statistical Office in Brno actually shut down its activities – after many of its staff was called to the army in relation with the outbreak of War. Englis's detailed proposal of the new Statute of the Land Statistical Office, which should have ensured its extension and improvement of its work, had failed to be discussed by the Landtag, because it was closed due to the declaration of war and its activity were not restored.

The Land Statistical Office in Bohemian continued to a limited extent its work also during the First World War. It focused mainly on statistics of agriculture and food production, in which it was supported by the Vienna Ministry of Agriculture and the Prague governorship. Publishing activity was limited due to the lack of finance and confidentiality of survey results. Problems of war economy and especially rapid worsening supplies of the army and the population had increased the interest in economic statistics throughout the monarchy. The situation had evoked a discussion in professional circles about the need to reorganize the statistical service in the Austrian part of the monarchy. Vienna Professor of National Economics and senior representative of the Central Statistical Commission, Karl Přibram, 11 published in monthly Statistische Monatschrift an article

⁹ Karel Engliš (1880–1961) was concerned mainly by statistics since his graduation at law faculty (1904) – at the Land Statistical Office in Prague (1904–1908) and at ministry of trade in Vienna (1908–1911).

Unlike Bohemia, there were no self-government authorities at the district level in Moravia; there were only district road committees, which were responsible only for the construction and management of district roads.

¹¹ Karl Přibram (1877–1973) was born in an educated Jewish family in Prague and graduated here at the Law Faculty of the German University (1900).

Die amtliche Statistik Österreichs am Scheidewege (Austrian official statistics at the crossroads), in which he criticized unsatisfactory state of the statistical service in Cisleithania (Přibram, 1915). He proposed, according to the organization of the Hungarian official statistics, also in the Austrian part of the monarchy to merge the statistical services of individual ministries with the Central Statistical Commission into one office superior to all land and municipal statistical offices.

Figure 4 Moravian statistical law

Ročník 1914.

Zákony a Nařízení zemská

Markrabství Moravské.

Částka LIX. - Vydána a rozeslána dne 18. prosince 1914.

Obsahr: (Čis. 92.—93.) 92. Zákos, platný pro markrabství Moravakô a moravské obvody ve Slezsku, o povinném podávání zpráv zemskému statistickému čradu samosprávnými svazky. — 93. Vyhlášku, jej se týth Nějvýším rozbohozitmi senávležecho vypitním dávek a poplatku v njekolika obeleh.

92.

Zákon

ze dne 12. listopadu 1914,

platný pro markrabství Moravské a moravské obvody ve Slezsku, o povinném podávání zpráv zemskému statistickému úřadu samosprávnými svazky.

K návrhu zemského sněmu Mého markrabství Moravského vidí se Mi naříditi toto:

§ 1.

Obce a okresní silniční výbory neb samosprávní svazky okresní, jež by nastoupily na místo okresních silničních výborů, jsou povinny dodávati zemskému statistickému úřadu markrabství Moravského správné zpřávy, jichž od nich žádati bude zemský slatistický úřad u provádění statistických šetření na základě zvlášíního zmocnění zemského výboru, v němž vyslovena byla povinnost dotyčných svazků šetření tomu se podrobiti.

8 2

Žádaje za zprávy takové, musí se zemský statistický úrad vždy odvolatí na tento zákon a na výnos zemského výboru, jímž byla povinnost zmíněná v § 1. vyslovena.

§ 3.

Nepodá-li obec neb okres správných zpráv anebo žádaných jich oprav ani ve lhůtě stanovené, ani v nové lhůte, již může zemský statistický úrad povoliti, může zemský výbor dáti provéstí setření na náklad nedochvilného svazku, býlo-li při ohnovení lhůty tím pohroženo.

8 4.

Provedení tohoto zákona ukládá se Mému ministru vnitra v dohodé s ministrem kultu a vyučování a ministrem veřejných prací.

Vídeň, dne 12. listopadu 1914.

František Josef v. r.

Heinold v. r.

Hussarek v. r.

Trnka v. r.

Source: Zákony a Nařízení zemská pro Markrabství Moravské (Laws and Land Regulations for Margrave Moravia), Vol. 1914, Iss. LIX, pp. 421

At the invitation of the discussion in the conclusion of Přibram's article, D. Krejčí responded by a Czech article (Krejčí, 1916b) and later by its extended version published in *Statistische Monatschrift* under the same name as Přibram's contribution (Krejčí, 1916a). Krejčí agreed with the opinion of Přibram about the need to enact a general reporting obligation. He also published his own concrete draft solution – experts should prepare as soon as possible a concise and clear "statistical law" that could be issued urgently during the time of Parliament's closure in form of imperial regulation.

Figure 5 Title sheet of Krejčí's article in Statistische Monatschrift

Abhandlungen.

Die amtliche Statistik Österreichs am Scheidewege.

Ein Beitrag zur Diskussion.

Von Doz. Dr. Dobroslav Krejčí.

T

Seinen geistreichen Aufsatz gleichen Titels (im Septemberhefte d. Bl.) schließt Prof. Přibram mit der Aufforderung zur Diskussion. Ich melde mich um so lieber zu derselben, als es nach dem Grundsatze "audiatur et altera pars" im eigentlichsten Interesse der guten Sache höchst wünschenswert erscheint, vor der etwaigen Neuordnung unserer amtlichen Statistik auch die Stimmen unserer Selbstverwaltungsstatistiker — zu denen auch ich (als leitender Beamter des Statistischen Landesbüros des Königreiches Böhmen) zähle — nicht ungehört zu lassen.

Selbstverständlich habe auch ich, wie gewiß ein jeder ernste Statistiker, schon vor geraumer Zeit über den Einfluß des Weltkrieges auf unsere jetzige sowie auf die künftige Verwaltungsstatistik nachgedacht. Meine Gedanken, insbesondere darüber, welche Vorkehrungen schon während des Krieges nötig erscheinen, damit unsere Verwaltungsstatistik nach Rückkehr des Friedens den an sie mit Naturnotwendigkeit herantretenden großen Anforderungen entsprechen könne, habe ich auch schon vor Monaten niedergeschrieben. Allerdings bin ich hiebei nur teilweise zu den gleichen, größtenteils aber zu ganz entgegengesetzten Endergebnissen gelangt als Dr. Přibram. Nachdem dann in der "Neuen Freien Presse" vom 2. Dezember 1915 ein leider nur kurzes Referat über den diesbezüglichen Vortrag Přibrams erschienen war, habe ich meinen Aufsatz durch Stellungnahme zu seiner Forderung einer strengen Zentralisierung unserer Statistik ergünzt, in der nächsten Sitzung der tschechischen volkswirtschaftlichen Gesellschaft ("Česká národohospodářská společnost") vor-

Statistische Monatschrift 1916.

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¹) "Naše statistika po valce" (Unsere Statistik nach dem Kriege) im "Obzor Narodohospodářsky", 1916, Seite 31 ff.

However, Krejčí argued with Přibram's proposal on centralization of all statistical services in Austrian part of the monarchy. He suggested to solve the current unsatisfactory state by the coordination of the work of state and self-governing statistical authorities according to a single plan of all statistical actions. That would be gain for the land (or newly established) statistical authorities, which better know the specifics of their countries, are closer to the data sources and, therefore, have better prospects for successful data collection and control.

Polemics of Přibram and Krejčí continued in the spring 1916 in Vienna during their common visit of the President of Central Statistical Committee Viktor Mataja who took a neutral position in the dispute and called for further discussion with wider participation of experts (Krejčí, 1919, p. 2). Polemics, however, did not continue anymore. It was clear that the future reorganization of statistical service in the monarchy will necessarily depend on the reform of the entire state administration.

Already before 28th October 1918, D. Krejčí prepared the first version of the outline of the law on the organization of state statistics in the new state, which he presented after the putsch (2nd November) at economic-statistical committee of the National Committee. However, this commission soon ceased its activities. The National Committee was extended to the Revolutionary National Assembly. A constitutional constitution was adopted and a leading government Karel Kramář was appointed as PM of the government. Krejčí submitted to him his draft law together with an explanatory report on 22nd November (Krejčí, 1919, pp. 4–5).

In spite of dramatic international and internal political situation of the new state, Krejčí pushed through the relentlessly rapid adoption of the law on state statistics. Four days later, he found a member of the RNA Engliš and passed his suggestions to him. Engliš (after the agreement with the Prime Minister Kramář) submitted a draft law as his own deputy proposal. However, Engliš made Krejčís proposal briefer and simpler to increase the chances for rapid adoption of the law. At that time, the law could contain only the main principles of the organization of state statistics, as there has not yet been a decision on the system of central offices of the republic nor on its division into territorial units. Engliš's law proposal signed also by other 22 members of parliament¹² was with a brief explanation printed as a parliamentary print number 147 dated 1st December 1918. Presidency of RNA passed the draft law for discussion to social-political committee (10th December).

During December and the beginning of January in a number of places Engliš slightly amended the text of the concise statistical law, partly also according to the comments of D. Krejčí and his colleagues (J. Auerhan, J. Mráz). Social-political committee of RNA discussed the draft law on 9th January. Engliš, as the committee's reviewer, explained in detail and justified the principles of the new law. Czechoslovak state statistics must be centralized into the Statistical State Council (SSC) as an advisory and decision-making body and the State Statistical Office (SSO) as an executive body. Chairman of SSC will be jointly a chairman of SSO and both bodies will be directly subordinated to the Prime Minister. Organization and method of work of SSC and SSO will be stated later by government regulations, as well as the structure of possible regional statistical authorities.

However, the law already requires a clear reporting obligation for all the investigations decided by SSC. Now, it was possible to be inspired by statistical laws in Moravia, Hungary and some foreign states. The law must also include possible sanctions for non-compliance (fine, investigating the charges of guilty, possibly imprisonment), but also sufficient guarantees of protection of the provided individual data, which cannot be disclosed or given to another office (namely the tax office). Land Statistical Bureau in Prague with its staff and inventory will become the basis for building a much larger SSO. The law does not mention the future fate of the Land Statistical Offices in Brno and Opava(see Figure 6).

¹² Minimum established by the rules of procedure of RNA was 20.

¹³ Společná česko-slovenská digitální parlamentní knihovna – Národní shromáždění československé – stenoprotokoly.

Ročnik 1919.

Shírka zákonů a nařízení státu československého.

Částka XI.

Vydána dne 5. února 1919.

40sah: (Čis. 49.—56.) 49. Zákon o organisaci statistické služby. — 50. Zákon, kterým se zříruje druhá česká univernita. — 51. Zákon o upotřeboní části správních přebytků hromadných sirotčích pokladen. — 52. Zákon, jímě se poskytují drahodní přidavky sktivním a pensionovaným učitelům veřejuých, obcených a měšnankých ikol, jázob i rdovám a sirotkím po těchot učitelích na dôbu od 1. lelna 1919 do konce čevrna 1919. — 58. Nařízení, jímř se zrožuje cisávšel nařízení se dse 9. srpna 1915. z. 8. 2934, o zcizování hospodářských, a lesních pozemků. — 54. Nařízení o prodlonách hlbýt ka dodsteňema sapočiání súzžební doby, kterou kancelářští oficianti před svým ustavovením ztřátil jako kancelářští pomocofici nebo ve vojenské službě presenční. — 55. Nařízení o přísaze státních úředníků, úředníků odniků a zřízenců již ustavovených. — 56. Nařízení o obsazování miať radů a projeduávání osobních a disciplinárních záložitostí u vrchního zemškého soudu v Prase a obsazování míst u soudůřa zlážních zastupitelstev.

Čís. 49

Zákon ze dne 28. ledna 1919

o organisaci statistické služby.

Na základě usnesení Národního shromáždění se nafizule:

Službu státní statistiky organisovati, říditl i prováděti bude pro obvod celé Českosiovenské republiky

a) Statistická Rada Státní, jakožto orgán poradní a usnášející.

 Státní Úřad Statistický, jakožto orgán výkonný.

Statistická Rada Slátní a Státní Úřad Statistický jsou bezprostředně podřízeny předsedovi mějsterstva. V čele Statistické Rady Státní a zároveň Státního Statistického Úřadu stojí odborový přednosta jako předseda.

Složení, kompetence a způsob jednání Statistické Rady Státní upraví se nařízením celého mi-nisterstva. Nařízením ministerského předsedy sta-noví se též složeňí a působnost Státního Úřadu Sta-tistického, jakož i nižších orgánů statistických.

\$ 4.

Všechny statistické a jiné úřady ve státě, státní, samosprávné, vojenské, církevní atd. jsou povinny podporovati Státní Úřad Statistický při plnění jeho úkolů a dbáti jeho pokynů v mezich usnesení Statistické Rady Státní.

Každý obyvatel státu, vyjimaje osoby požíva-jící exteritoriality, jest povinen podávatí správně, pravdivě a včasně všechny údale a zprávy, jež bude po něm požadovatí Státu Úřad Statistický přímo nebo acyřímo linými orgány neb úřady po-dle usnesení Statistické Rady Státu.

Porušení těto povinnosti se bude trestati politickými úřady první stolice pokutou do 1000 K a při opětování nebo za přitěžujících okolností vězením do šesti měsíců a pokutou bez omezení. Státní Statistický Úřad může mimo to pro-

vésti šetření přímo nebo nepřímo na útraty provinilého.

Ustanovení § 5. platí těž pro všechny veřejné místní i zámové svazky ve státě, jakož i pro spolky, družstva, a výdělečné společnosti všeho druhu. Za splnění jejich statistické povinnosti zod-povědní jsou osobně ti, kdož po zákom jsou oprávnění zastupovatí příslušný svazek, spolek atd. na venek.

Uveřejňováním statistických dat nesmí býti Overejnováním statistických dat lessin byt odhalovány individuální soukromé poměry. Uve-řejnění individuálních statistických dat Státním Statistickým Úřadem předpokládá schválení Statistické Rady Státní.

Neuveřejněné individuální statistické výkazy nesmi býti ani k nahlédnútí přenechány žádnému jinému úřadu, zvláště ne úřadům berním. Indivi-duálních statistických výkazů nesmi býti použito

dualnich statistických vyaza hasini vaza z základ pro ukládání daní. Soukromé zpracování úředního statistického materiálu za podmínek § 8. smí připustití předseda Státní Rady Statistické.

§ 8.

Všichni, jichž prostřednictvím se statistická data sbírají, zpracovávalí neb uveřejňují, jsou povímní zachovávatí o všech věcech při statistickém
šeřímí zjíštěných, pokud se dotýkalí poměrá soukrůmých, přísnou mičenlivost váči každému, také vůči jiným nežli statistickým úřadům, zvláště bernim.

bernim.
Porušení této povinnosti, jakož i každé zne-nžití zpráv a údajú, získaných pro účely stati-stické, se trestá bez újmy případné soukromé ná-hrady škody řádnými trestními soudy pokutou do 10.000 K nebo vězením do dvou let, po prvé jako přestupek, při opětování rebo za přítěžujících okolností jako přečin.

"Zemská statistická kancelář král. Českého v Praze" běře se se vším personálem i zařízením a se všemi svými právy i závazky do služeb státních a pověřuje se úkoly Státního Uřadu Stati-stického. "Zemská Statistická komise král. Českého" se zrušuje.

\$ 10.

Zákon tento nabývá účinnosti dnem vyhlášky. Provedení jeho se ukládá předsedovi ministerstva.

T. G. Masaryk v. r.

Svehla v. r., v zast. min. předsedy.

Source: Shírka zákonů a nařízení státu československého XI/1919 (pp. 59–60)

The social-political committee of the Revolutionary National Assembly unanimously approved the law submitted (in other words print 147 with minor changes done and justified by Engliš) and recommended the plenary of RNA to approve it. The final draft of the law, with its extensive Engliš's justification, was printed with the date 10th January 1919. It was handed out to the Members of Parliament as a print 323. The discussion of the law was listed as forth point of the program of 21st meeting of RNA held on 24th January. However, it was submitted at the next meeting on 28th January, when the law was accepted unmodified without objections (see above).

4 THE FIRST STEPS OF THE STATE STATISTICAL OFFICE

The approved Act on the state statistical service envisaged the issue of statutes of the Statistical State Council and the State Statistical Office in form of a government regulation and the appointment of the joint chairman of the two institutions (by the President of the Republic at the proposal of the Prime Minister). In this sense, the law had not been carried out for 10 months.

D. Krejčí with K. Engliš prepared a draft statute of the SSC and the SSO at the beginning

of February, but the Prime Minister's office decided to postpone the establishment of the two institutions in the approval of the forthcoming amendment to Act No. 49. The draft amendments to the law, prepared by the Ministry of the Interior, envisaged the limitation of SSO's independence, its subordination to the Ministry f the Interior, and some other changes. The draft amendment was finally withdrawn, and Act No. 49/1919 Coll. was then applied throughout the First Republic. There has been no progress in organizing state statistics.

Inpatient Krejčí constantly presented and urged his proposals. The long-term presence of the Prime Minister at peace talks in Paris, riots at the border, conflicts with Hungary, and the economic and social problems of the new state had led to the permanent postponement of the organization's statistical service.

Paragraph § 9 of the Act No. 49 was the only legal basis for action of SSO: "Land Statistical Bureau of the Kingdom of Bohemia in Prague ... is delegated by the tasks of the State Statistical Office" ... Despite that, the "father of Czechoslovakian statistics" Krejčí and his collaborators managed to develop to certain extent the activity of SSO. Gradually, new workers



Figure 7 The oldest seat of SSO in Šeříková street

Source: Photo V. Puci (2019)

were recruited (during year 1919 increased the number of employees from 34 on 220). Among the most important we can mention Robert Kollar, Jan Náhlovský and Antonín Boháč. The biggest problem was the lack of space equipment. SSO worked only in several modified rooms of the apartment building in Šeříková street at Malá Strana (Figure 7) that were "inherited" by the Land Statistical Bureau.

The solution to the government's failure to apply the statistical law has not improved even after the appointment of the new govern-ment of Vlastimil Tusar. Disappointed Krejčí announced him the resignation to the managing post of SSO on 14th July 1919 (he has not been officially nominated yet to the leading position). Resignation was not accepted. Krejčí received a decree appointing him

as chairman of the SSO on 13th August. Since he was not nominated as the head of the SSC and as chief of a subdivision (sub-department) (both assumed the law No. 49), Krejčí perceived it as *difficult*, *unjustified humiliation of his person*. ¹⁴ He refused the nomination and insisted on his resignation. The resignation was not decided during many months. The SSO leadership was actually taken over by Jan Auerhan. ¹⁵

Figure 8 Statute of the Statistical State Council in the Collection of Laws and Regulations (1st page)

Ročník 1919.

977

Sbírka zákonů a nařízení státu československého.

Částka CXXXIV.

Vydána dne 12. prosince 1919.

Obwah: (Čís. 631.—638.) 634. Nařízení o složení, kompetenci s způsobu jednání Statistické rady státní. (Statut Statistické rady státní). — 636. Nařízení o složení s způsobu jednání Státního úřada statistického (Statut Státního úřada statistického). — 633. Nařízení, kterým se méní a doplůuje nařízení presidonta zem kš správy politické v Praze ze dna 5. srpna 1919, č. 465 Sb. z. a. n., o všeobcené úpravě spotřeby oblit a mlýnských výrobká v Čechách. — 637. Zákon, kterým se vláda zmocňuje, aby zatímně upravila obchodní styky s cízinou. — 638. Nařízení o zvýšení některých poplatků vybíraných Poštovním úřadem šekovým v Praze.

Čís. 634.

Nařízení vlády republiky Československé ze dne 28. listopadu 1919

o složení, kompetenci a způsobu jednání Statistické rady státní (Statut Statistické rady státní).

Ku provedení zákona ze dne 28. ledna 1919, č. 49 Sb. z. a n., nařizuje se toto:

I. Složení rady.

§ 1.

Řádnými členy Statistické rady státní jsou: a) Předseda, jenž je zároveň předsedou Stát-

ního úřadu statistického.

 Po jednom stálém zástupci ministerstev, Nejvyššího účetního kontrolního úřadu a Pozemkového úřadu.

 c) Deset zástupců samosprávy, a to čtyři z Čech, tři ze Slovenska, dva z Moravy a jeden ze Slezska.

d) Po jednom zástupci každé university a vy-

soké školy technické.

e) Tři zástupcí hlavních zemškých zemědělských korporací, tři zástupcí obchodních a živnostenských komor, tři zástupcí komor inženýrských, dva zástupcí lékařských komor a čívří zástupcí ústavů peněžních;

f) Zástupei odborových dělnických organisací. Zastoupení přísluší dělnickým odborovým organisacím čítajícím nejméně 50,000 členů. Jsou-li tyto organisace členy vyššího, po připadě ústředního odborového svazu pro celý obvod republiky Československé, přechází právo zastoupení ve Statistické radě státní na nejvyšší z těchto organisací. Každá dělnická organisace podle těchto zásad k zastoupení oprávněná vysílá po jednom zástupcí, čítá-li však více než 150,000 členů, po 2 zástupcích.

Pro první období Statistické rady státní rozhoduje počet člení zjištěný posledním (jich) sčitáním, pokud toto sčítání byl posledním (jich) sčitáním, pokud toto sčítání byl pro další období rozhoduje sčítání podle stavu z 31, prosince roku předcházejícího poslední rok šestiletého období. Pro první období mohou nabýti řádného členství vo Státní radě statistické dodatečně také zástupci těch dělnických organisaci, které se snad ještě běnem roku 1919 utvoří, budou-li tyto organisace čítatí nejděle do 30. dubna 1920 alespoň 50.000 člení. Nedosáhne-li počet zástupců dělnietva šesti, bude doplněm na tento počet ostatními již zvolenými zástupci dělnietva

- g) Náměstek předsedy Státního úřadu statistického, jmenovaný ministerským předsedou po návrhu předsedy Státního úřadu statistického, jakož i stejným způsobem jmenovaní dva dajší úředníci úřadu toho jakožto hlavní zpravodajové.
- Pět odborníků imenovaných ministerským předsedou po návrhu předsedy Státního úřadu statistického.
- ch) Nejvýše pět odborníků, které může Statistická rada státní zvoliti svými členy prostou většinou hlasů sama.

§ 2.

Zástupce samosprávy volí:

Za Čechy zemský správní výbor, za Slovensko shromáždění županů, za Moravu zemský výbor a za Slezsko zemská správní komise, po případě právní nástupci těchto orgánů. Zanikne-lí některý z nich bez právního nástupce, určí se nařízením vlády, kdo je povolán voliti zástupce nijsto něho.

Zástupce universit volí akademický senát, zástupce vysokých škol technických volí jejich sbor profesorský.

146

Source: Sbírka zákonů a nařízení státu československého. CXXXIV/1919 (p. 977)

¹⁴ Krejčí (1919, p. 16). Krejčí actually managed the Land Statistical Bureau already since 1905 without being appointed its head.

Jan Auerhan (1880–1942) studied law at the Czech University in Prague (graduation 1904) and worked in the Land Statistical Bureau in Prague since year 1906. He served in army in years 1914–1918.

According to Act No. 49 the SSC was competent to determine the program and methods of statistical surveys. Until it was established, a special law had to be adopted in urgent cases. When the RNA discussed the government draft law on foreign trade statistics on 18th September 1919, it approved on the recommendation of its Financial Committee (the rapporteur was K. Engliš) besides the government draft law also two resolutions. They challenged the government to "with the fastest acceleration finally put into the life both authorities of state statistical service (SSC and SSO) established by the Act from 28th January 1919, No. 49 Coll.", appoint their chairman, issue their statutes and to "immediately provide adequate room and sufficient staff" for SSO. At the same time, RNA demanded the necessary autonomy for SSB in its activities. ¹⁶ Government inaction in the matter of enforcement of Act No. 49 was also a subject of interpellation of a Member of RNA Rudolf Beran (and 21 others) on 14th November. ¹⁷

Figure 9 Statute of the State Statistical Office in the Collection of Laws and Regulations (1st page)



Source: Sbírka zákonů a nařízení státu československého. CXXXIV/1919 (p. 980)

¹⁶ Společná česko-slovenská digitální parlamentní knihovna – Národní shromáždění československé – stenoprotokoly.

¹⁷ Ibidem, print 1884; answer V. Tusar, print 2043.

On 28th November 1919 the statute of SSC and SSO was finally approved, both government regulations came into force by publishing in the Collection of Laws and Regulations on 12th December under No. 634 and 635. The deputies of ministries, other central authorities, representatives of universities and technicians, local authorities, trade unions and statisticians including senior SSO were appointed as members of SSC. Tenure was six years. Members worked in committees for various statistical branches. The SSC Plenary Meeting approved the SSO's annual work plan. It was binding also for natural and legal persons that were the subjects of reporting obligations. Resolution of SSC could be cancelled only by the government.

Statute of the SSO laid down the work conditions of the office according to the resolutions of the SSC, the relation of the SSO to the Office of the Prime Minister, to ministries etc. At the beginning, the SSO consisted of the presidium and 6 departments, which gradually started their activities, most often in the autumn of 1919.

At the end of 1919 a critical lack of space for an action of SSO was addressed. To the benefit of the SSO a large object of the Deaf Institute in Smíchov (former Karlova, present Holečkova street No. 4/104) was confiscated on 26th October. However, it was vacated and partially adapted for the purposes of statistical office gradually over the next two years. However, the eviction of a charitable institution from its own building did not contribute to the popularity of the statistical office in the public. In addition, an object with large halls, but lack of small workrooms, was not very suitable for the SSO.



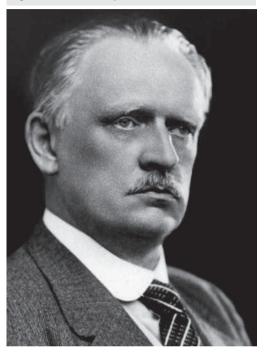
Figure 10 Seat of State Statistical Office of in years 1920–1929 (contemporary postcard)

Source: The collection of postcards of P. Závodský

In February 1920, the issue of management of the two central statistical authorities was finally resolved. On 3rd February resignation of D. Krejčí was accepted and on 19th February his successor, František Weyr, was installed to the office. He was at that time a professor of constitutional law at the Faculty

of Law in Brno and, at the same time, its first dean. ¹⁸ Since he could not simultaneously perform two posts in the state administration, he was appointed chairman of SSC and was only commissioned by the post of a chairman of SSO (he also received only a minor part of the salary on this position). Jan Auerhan was appointed vice-chairperson of SSO. Thanks to F. Weyr and K. Engliš a position of a professor of statistics at the Faculty of Law in Brno for D. Krejčí¹⁹ was created.

Figure 11 František Weyr



Source: Photo from Archive of Masaryk's University in Brno

Figure 12 Jan Auerhan



Source: Sekanina (1927, p. 154)

New head of SSO F. Weyr was entirely a different personality than F. Krejčí who was of tireless and of pedantic nature. As he mentioned in his memoirs (Weyr 2001, pp. 128–131) he led the SSO under the motto of the administrative of an antient Roma "*minima non curat praetor*". ²⁰ In practice, it meant that he commuted to the statistical office from Brno usually every other week for less than three days. He then chaired the meetings of some committees of the SSC, had appointments with the senior officials of the office, made decisions on personal and other important issues and negotiated at the office of the Prime Minister, eventually with some ministers. He delegated management of current office affairs to the heads of SSO departments and other conceptual staff.

¹⁸ Also, František Weyr (1879–1951) studied law at the Czech University in Prague (doctorate 1904). He also worked at the Central Statistical Commission in Vienna (1905–1908) and in Land Statistical Bureau in Prague (1909–1912). Since year 1912 he was professor of law sciences at Czech Technical University in Brno, and since the year 1919 a professor at Law Faculty of Masaryk's University. In years 1918–1920 sat in RNA (for the Czech Constitutionalist Party – like K. Engliš). He was as a member of the constitutional committee one of the authors of the new constitution of Czechoslovakia.

¹⁹ Weyr (2001, pp. 55-57). Krejčí had lectured before (since 1909) as honoured associate professor an agricultural statistics at Czech Technical University in Prague.

²⁰ Praetor (a high official in Rome) does not care about insignificant issues.

During the first months of the year 1920 the Czechoslovak state statistics began to fully operate. On 24 March the first (extraordinary) meeting of the SSC of 49 members delegated by central authorities and other institutions under the current statute of SSC was held, 5 other members from ranks of renowned statisticians chose the plenum of the SSC. According to the proposal of deputy chairman of SSO, J. Auerhan, the members of SSC approved a work plan of SSO for the year 1920 and appointed 14 committees of SSC for various sectoral statistics. In the coming weeks, SSC committees have already systematically started their work. Number of SSC members gradually increased. Further enlargement (up to 80 employees) happened after an amendment of the SSC statute by a government decree of 20 August 1920 (see References). Member of SSC were at that time almost all important representatives of statistics and related branches in Czechoslovakia.

Second (1st regular) plenary meeting of the SSC, held on 25th June 1920, discussed and approved the work plan of the SSO for the year 1921, when the first Czechoslovak census was planned (on 15th February).

According to the Statistics Act No. 49/1919 Coll., the Land Statistical Bureau became part of the SSO since 5th February 1919, but formally the employees were transferred already by the government decree on 21st May 1920. Number of employees of SSO was further increased. By the end of the year 1920 the office employed as many as 505 persons (from which were 295 of women, none of them in any important position).

Even under difficult conditions, the SSO managed to launch publishing activities in 1920. A statistical magazine Československý statistický věstník (Czechoslovakian Statistical Bulletin) was published in the first year. It was the predecessor of today's quarterly journal Statistika. In June 1920 Statistická příručka republiky Československé (Statistical handbook of Czechoslovak Republic) was published with 106 pages 235 tables providing pre and post-war data about the area of a new state. At the same time, individual sheets Zprávy Státního úřadu statistického (Reports of State Statistical Office) began to appear. They offered various, often preliminary, results of elaborated statistical surveys. By the end of the year 1920 a number of 22 issues of *Zprávy* (Reports) were published.²¹

CONCLUSION

In this article we focused on the establishment and initial development of the Statistical State Council and the State Statistical Office, especially in terms of legislation and organization. In the follow-up paper (in any of the next volumes of the Statistika journal) we will focus in detail on professional and scientific activities of both bodies of state statistics in Czechoslovakia. We will pay attention to the most important persons and publications of SSO to the roughly first half of 20s of the previous century.

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²¹ Statistická příručka (Statistical handbook) and Zprávy SSO (Reports of SSO) were issued also in French and German versions. In Čs. statistický věstník were bilingually - in Czech and French - published the full text of statistical laws and government regulations, the content of the magazines and some statistical tables.

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