

Chapter III

ORGANIZING FOR THE FIELD WORK

The basic pattern or organization of the Bureau's field operation was governed by the legal provision that the enumeration be completed in two weeks in urban areas and in one month in rural areas. To meet these requirements, more than 2-1/4 million homes had to be visited each day that field work was in progress to obtain information on 7-1/2 million persons and more than 250,000 farms.

Most of the enumeration (92 percent of the population and 85 percent of the farms) was, in fact, completed within the first month. About two more months were required, however, to complete the field work. In addition to the job of finishing the regular enumeration, this "clean-up" operation involved such tasks as: getting information from persons who had not been at home on previous calls or who had refused to answer the questions; following up reports that people had not been enumerated; examining the enumerator's work and, on occasion, sending it back for re-enumeration; preparing the preliminary field counts of the population; shipping questionnaires to Washington or Philadelphia; completing the office records; and closing the offices.

The field organization, which expanded to undertake this gigantic operation and then contracted to its usual size, is described in the following pages.

The Field Structure

Plans for enumerating people, dwellings, and farms in the 1950 Censuses were made in the Washington Office of the Bureau. A network of field offices throughout the continental United States, the Territories, and the possessions carried out these plans. The Washington Office directed the operation through the Chief of the Field Division.

The field organization of the Bureau consisted, in 1947, of 8 Area Offices and 67 District Offices maintained for the conduct of current surveys. In 1948, 17 additional temporary offices were added to take the 1947 Census of Manufactures; and in 1949, 235 temporary offices were established to take the Census

of Business. When plans for field offices for the 1950 Censuses were completed in mid-1949, 153 offices were available. They included 8 Area Offices, the 67 "permanent" District Offices, and 78 temporary offices remaining open from the Census of Business. These were the nucleus for the expanded field organization.

For the 1950 Censuses, 6 additional Area Offices were opened, with each Area Office covering an average of 3 or 4 States or parts of States. Headquarters for the 14 administrative areas were located in Boston, New York, Philadelphia, Washington, Atlanta, Detroit, Chicago, St. Paul, Kansas City, Dallas, Seattle, Salt Lake City, Los Angeles, and Birmingham (see Fig. 2).

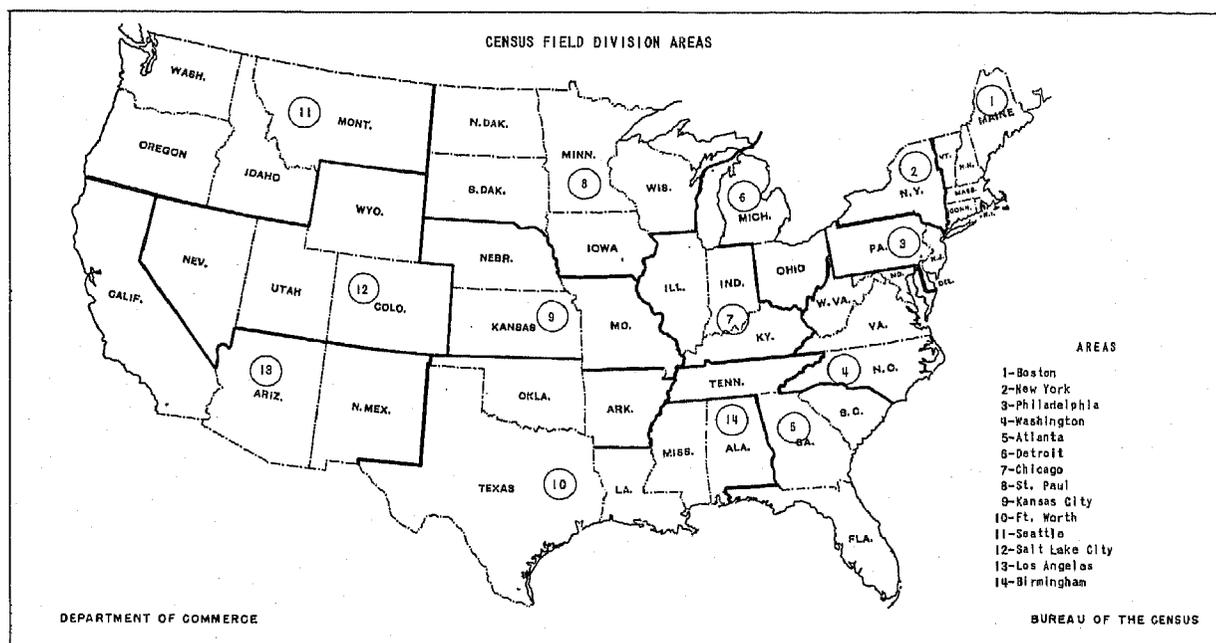
Each area was divided into districts, the number varying from 13 to 41. Of the 476 District Offices in the 1950 Census field organization, 458 were located in the continental United States, 4 in Alaska, 8 in Puerto Rico, 2 in Hawaii, and 1 each in Guam, the Virgin Islands, American Samoa, and the Canal Zone. As indicated above, 145 District Offices were open in the preceding year (1949), and the remaining 331 were newly opened for the 1950 Censuses.

Each District Office covered usually (but not invariably) one congressional district with an average population of about 350,000 and with an area including from 1 to 20 counties. The headquarters were selected so that all parts of the district could be conveniently reached from them. The structure and functions of the District Office are given in Figure 3.

The Field Staff

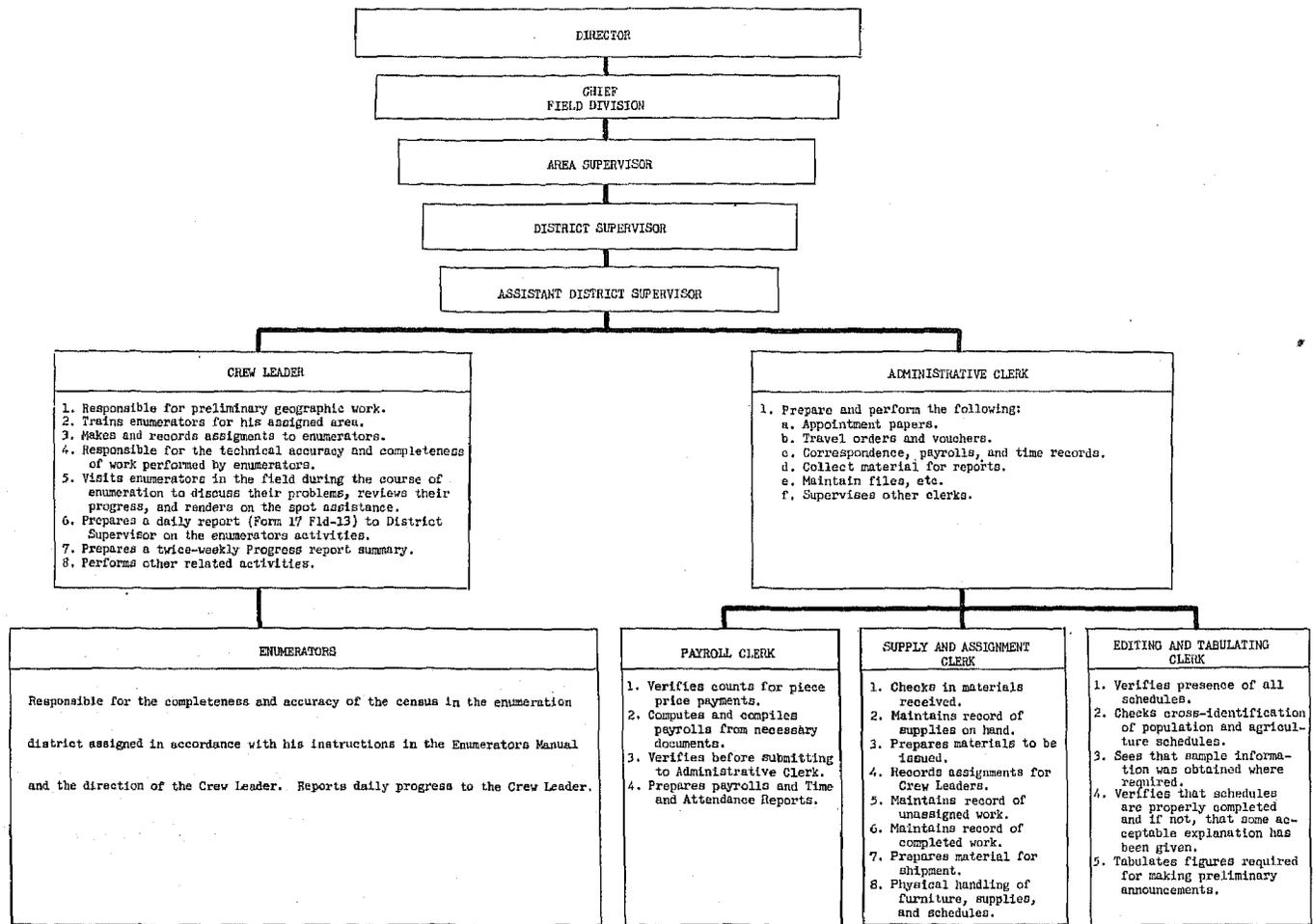
Of the approximately 162,000 positions on the field staff during the 1950 Censuses, 159,000 involved work in the continental United States and 3,000 were in the various Territories and possessions. The number and types of positions provided for field personnel are shown in Table C. Not all of these positions were filled. For example, only about 140,000 enumerators

Figure 2. -- Census Field Division Areas For the 1950 Censuses



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Figure 3. --Field Organization and District Office Functions



completed training and only about 136,000 (133,000 in the continental United States) were employed on March 31. Moreover, the total of the different positions involves some duplication of persons, because some persons held two different positions successively. For example, Crew Leaders and enumerators sometimes accepted clerical jobs after they completed their field assignments. Enumerators accounted for a large proportion of the total field staff.

The staff of an Area Office included an Area Supervisor, an Assistant Area Supervisor, and from 3 to 20 Area Field Assistants. Assignments to Area Field Assistants varied. In some offices they worked on a fixed assignment; in some they rotated assignments; and in some they had both fixed and rotating assignments. For example, in one office, one Assistant might procure office space and equipment, one might handle press relations, etc.; in another office, all Assistants might work on all tasks.

The positions of Area Supervisor, Assistant Area Supervisor, and Area Secretary were Civil Service positions, with appointments made from appropriate Civil Service registers. All Area Supervisors had worked in Area Offices on the Census of Business in the previous year. In fact, over 60 percent of the career staff in the Area Offices had been developed in other field programs. Area Field Assistant positions were not under the Civil Service system.

Each District Office was administered by a District Supervisor. His staff usually included an Assistant District Supervisor, an Administrative Clerk (who acted also as office secretary), a Payroll Clerk, a Supply and Assignment Clerk, and 2 to 14 Editing and Tabulating Clerks (the number fluctuating with the workload of schedules coming from the field). In addition to the office personnel, an average of 18 or 20 Crew Leaders aided the District Supervisor and his Assistant as first line supervisors on the enumeration.

The positions in the District Office were outside the Civil Service system. Qualification statements were prepared for

each position, and candidates were judged in terms of these qualifications. Following procedures used in previous censuses, the Bureau selected District Supervisors and Assistant District Supervisors from lists of qualified candidates recommended by Congressmen or by State and local organizations. Each of the candidates was interviewed by the Area Supervisor or the Assistant Area Supervisor, and his qualifications were evaluated before he was appointed.

Candidates for Crew Leader and enumerator positions took a special "selection aid" test devised by the Bureau. Crew Leaders were to be selected from the applicants who scored 20 or higher on this test. The minimum score for enumerators was 10.

Both Crew Leaders and enumerators were required to be citizens of the United States, to have at least a high school education or its equivalent, to be physically able to discharge the duties required (such as climbing stairs, walking or standing for long periods), to be able to write neatly and legibly, to be able to do simple arithmetic quickly and accurately, and to be able to talk easily with people and gain their cooperation. In rural areas, a knowledge of farming and farm operations was required, and enumerators were expected to have the use of an automobile. Preference was given to qualified veterans who applied.

In general, Editing and Tabulating Clerks in the field offices were chosen from enumerators who had satisfactorily completed their assignments.

Most of the enumerators selected had no previous experience in collecting data. Housewives made up the largest group. In rural areas, farmers and farmers' wives were numerous. Other enumerators were retired businessmen, retired businesswomen, and substitute teachers. Many enumerators had worked with clubs or associations in their communities. Tax and law-enforcement officials were not employed, because respondents might associate them with their previous jobs and hesitate to give information.

In Fort Worth, Texas, an attempt was made to have public-school teachers take the census during the spring vacation period, but, after the vacation period ended, the staff had to be augmented by a number of full-time enumerators. In Puerto Rico, where the schools were closed for one month, the census was taken almost entirely by public-school teachers.

Compensation of Field Personnel

Enumerators' rates of compensation for each enumeration district were fixed in advance, either on a piece-price basis or at a flat rate of \$1.00 per hour which was approximately the prevailing rate for this type of work at the time. In districts requiring use of a car, additional compensation at the rate of 5 cents per mile on official travel was authorized. However, Area Supervisors were authorized to convert from piece-price to the hourly rate when this appeared justified. This authority resulted in an additional 1.5 percent of the enumeration districts (3,499) being allowed additional mileage and the conversion of another 2,715 enumeration districts from a piece-price to an hourly basis.

Piece-price rates, which were designed to yield estimated average earnings of \$1.00 per hour, were 7 cents per person, 7 cents per sample line, 7 cents per dwelling unit, 10 cents per infant card, and 7 cents per A2 Special Agriculture Questionnaire in urban areas. Agriculture Questionnaires (A1) not filled beyond Section I were 10 cents and a completed Agriculture Questionnaire was 35 cents or more. The over-all average earnings turned out to be \$1.11 an hour, with urban enumerators averaging \$1.14 and rural enumerators \$1.07.

The hourly rate was used as a standard pattern only in the rural areas of 11 Rocky Mountain States, and in enumeration districts consisting of large institutions or areas in central business districts containing a small resident population.

Training fees were based on payments of \$1.00 per hour of planned classroom instruction. Such fees ranged from \$12 to \$28 per enumerator according to the type of training required.

Travel costs averaged 11 cents in urban enumeration districts, 39 cents in enumeration districts which covered institutions, and \$13.79 in rural enumeration districts.

Supervisors and other field personnel were paid according to the pay scale of the classified Civil Service which was used as a framework for the allocation of positions. The annual rate of pay for supervisors in most offices started at \$4,600. Higher salaries were paid in offices with larger workloads. Area Supervisors and their assistants were classified at a higher level. Most of the clerical positions started at a rate of \$2,650 per year. Crew Leaders were paid at a rate of \$3,100 per year.

Personnel working on irrigation and drainage required technical skills and were paid at higher rates. The Technical In-

structors included regular employees of the Bureau of the Census and the Department of Agriculture, detailed for this purpose and compensated at the salaries of their regular employment. The 220 Technical Instructors recruited for this purpose were paid at the average rate of \$1.86 per hour.

Training

The training program for the regular enumeration was divided into two parts: administrative and technical. It is summarized in Figure 4. Special training was given for the Post-Enumeration Survey and the Survey of Residential Financing.

Administrative Training

In November 1949, one or two persons from each Area Office took the administrative training in Washington. The area staffs then arranged training classes, usually in the Area Office, for other area staff members and for successive groups of District Supervisors and Administrative Clerks. The Administrative Clerks, in turn, instructed the Payroll Clerks and the Supply and Assignment Clerks. By January 1950, administrative training of District Supervisors and Administrative Clerks had been virtually completed.

The administrative training centered around the Field Administrative Manual. This Manual, which was completely revised for the 1950 Censuses, described the procedures required to run an office according to Federal Government regulations and practices.

Supervisors also received the District Supervisor's Program Manual, which showed the time sequence of the operations for which the District Supervisor was responsible. Instructions for dealing with special problems, such as enumerating institutions and issuing preliminary population announcements, were also included in this Manual.

The Office Procedures Manual furnished to the District Offices was really a continuation of the District Supervisor's Program Manual. It contained the instructions for operations which were the responsibility of the Supply and Assignment Clerk, the Administrative Clerk, the Payroll Clerk, and the Editing Clerks. Major sections dealt with receipt and control of supplies, filing, application and appointment forms, processing of forms, reports and controls, transmittal of completed portfolios, the local housing authority advance tabulation program, and the sample for the Survey of Residential Financing.

All three of these manuals were issued in loose-leaf form. Revised instructions were then printed on new pages and sent to the field for substitution in the book. The manuals were thus kept up to date.

Table C.--Total Number of Field Positions During the 1950 Censuses

(Involves some duplication of persons because of successive assignments. Also includes positions filled by Washington employees temporarily assigned to field duties.)

Classification	Total	Continental United States	Territories and Possessions
Total.....	162,242	159,190	3,052
Area and Territorial Supervisors.....	16	14	2
Assistant Area Supervisors.....	18	14	4
Area Field Assistants.....	149	149	-
Area Secretaries and Office Clerks.....	60	59	1
District Supervisors.....	476	458	18
Assistant District Supervisors.....	545	528	17
Program Supervisors.....	66	66	-
Administrative Clerks.....	476	462	14
Payroll Clerks.....	609	607	2
Editing and Tabulating Clerks.....	6,996	6,888	108
Supply and Assignment Clerks.....	473	462	11
Other Clerks.....	57	57	-
Crew Leaders.....	8,834	8,761	73
Enumerators.....	142,962	140,160	2,802
Drainage Census Personnel.....	18	18	-
Irrigation Census Personnel ¹	157	157	-
Technical Instructors.....	330	330	-

¹ Excludes selected Crew Leaders retained (approximately 300).

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Figure 4. -- Training Program Timetable.

EMPLOYEE	TECHNICAL			ADMINISTRATIVE		
	BY WHOM	WHEN	WHERE	BY WHOM	WHEN	WHERE
DISTRICT SUPERVISOR	Technical Instructor	3-8-50 to 3-14-50 Inclusive or 3-16-50 to 3-22-50 Inclusive	District Office City	Administrative Trainer from Area Office	At Class Scheduled by Area Supervisor	At Location Determined by Area Supervisor
ASSISTANT DISTRICT SUPERVISOR	Technical Instructor	3-8-50 to 3-14-50 Inclusive or 3-16-50 to 3-22-50 Inclusive	District Office City	Administrative Trainer from Area Office	At Class Scheduled by Area Supervisor	At Location Determined by Area Supervisor
CREW LEADERS	Technical Instructor	3-8-50 to 3-14-50 Inclusive 3-16-50 to 3-22-50 Inclusive Together with District and Asst. Dist. Supervisor	District Office City	Informal Training by District Supervisor	On the Job	During Times Crewleaders Report * to District Office
ENUMERATORS	Crew Leader	Rural begin March 27 Urban begin March 28	Training Locations Selected by District Supervisors			
ADMINISTRATIVE CLERK				Administrative Trainer from Area Office	At Class Scheduled by Area Supervisor	At Location Determined by Area Supervisor
PAYROLL CLERK				Informal Training by Administrative Clerk	As soon as Payroll Clerk Enters on Duty	In District Office
SUPPLY AND ASSIGNMENT CLERK				Informal Training by District Supervisor, Assistant District Supervisor and Administrative Clerk	As soon as S and A Clerk Enters on Duty	In District Office
EDITING, TABULATING, AND IRRIGATION CLERKS	Informal Training by District Supervisor or Assistant and sometimes Technical Instructor	On the Job	In District Office			

Several series of memoranda supplemented the instructions in the manuals and covered modifications and interpretations which were made necessary as problems arose during the enumeration. The series also covered special instructions (administrative and technical) for the Area Offices and those instructions for both the Area and District Offices. The memoranda were issued in the following series.

Area Administration Memoranda--Seventy-two, containing administrative instructions for Area Supervisors or their staffs, were issued.

Area Technical Memoranda--Twenty-five, relating to technical matters in the Area Offices, were sent to them.

Transmittal Memoranda--One was sent whenever publicity releases or supplies were shipped. In all, 40 were issued.

Administrative Memoranda--These were applicable to District, as well as to Area Offices; 93 were released.

Technical Memoranda--These were also applicable to both District and Area Offices; 46 were issued.

Special Technical Memoranda--The 68 memoranda in this series covered technical points applicable to selected offices only.

A few memoranda were also issued on special subjects like mapping, drainage, and irrigation. Each of these subjects constituted a separate series.

Crew Leaders were recruited early in March and were oriented to their duties by the District Supervisor. A special instruction book--the Crew Leader's Manual (17Fld-107)--outlined the Crew Leader's responsibility for the conduct, completion and quality of the census in the enumeration districts assigned to him. It indicated his pre-enumeration functions--checking boundaries of his districts, assisting in recruiting enumerators, securing enumerator training space, training enumerators, and getting publicity. His most important function, supervising enumerators, was described in detail. The manual also explained such jobs as handling refusals and enumerating transients and other persons living in special types of dwelling places. It listed the reports the Crew Leader was to make and

the steps he was to take in reviewing the forms for a completed enumeration district.

Technical Training

The objective of the technical training was to prepare the 8,800 Crew Leaders and 140,000 enumerators to discharge their duties in a manner that would result in complete and accurate census data. Direct instruction of small groups (about 20), the use of filmstrips and other audio-visual aids, and extensive use of practice exercises were basic to the plan. The training followed the program and the "prepackaged" material prepared in Washington. It was passed along through 26 Chief Instructors to 330 Technical Instructors to 8,800 Crew Leaders to 140,000 enumerators. Enumerators were paid for training periods, which were in half-day sessions to avoid the loss of learning efficiency which results from long periods of instruction. Periods of practice enumeration were part of the enumerator's training.

Instructors were carefully selected and trained for this program. In December 1949, a faculty of 26 Chief Instructors was organized in Washington and then divided into 5 teams of 4 members each, the other 6 being specialists in certain subjects. Between January 9 and March 3, 1950, the 5 teams conducted 16 classes in 3 cities and trained 370 persons, of whom 330 were selected to be Technical Instructors. Two teams worked in Washington, two in St. Louis, and one in San Francisco. Technical Instructors were selected from several sources, including the professional staff and field organization of the Bureau of the Census, the U. S. Department of Agriculture, State agricultural colleges, and other groups. Training for Technical Instructors lasted 10 days and included 1 day of practice training. These mock training sessions gave a preview of the Technical Instructor's teaching performance.

The Technical Instructors trained the Crew Leaders at the District Offices in the methods of instructing and supervising enumerators, and then most of them remained in the field office to assist the District Supervisor on technical problems. The

Technical Instructor usually conducted two training classes; so some Crew Leaders were trained immediately after entering on duty, while others were trained just before they trained the enumerators.

The Crew Leaders trained the enumerators at 5,000 locations during the latter part of March. They followed the plan of instruction in the Crew Leader's Guide (17Fld-102). Each enumerator used the Enumerator's Workbook (17Fld-101) in the training sessions and was encouraged to review his work at home. This Workbook covered the main points which the enumerator had to know. Different versions of the Crew Leader's Guide and the Enumerator's Workbook were used for urban and rural enumerators and for areas where Landlord-Tenant Operations and Irrigation Questionnaires were filled.

The Enumerator's Reference Manual (17Fld-100) contained detailed instructions for enumerators. It gave the solution for almost any problem the enumerator was likely to encounter and the answer to almost any question he was likely to ask. The enumerator was expected to carry this during enumeration and to refer to it when an unusual situation arose. Accordingly, the Manual was so arranged that he could readily find the answers to his questions. The book was divided into four parts--General, Population, Housing, and Agriculture--and much of the material was arranged according to the grouping of items on the questionnaires and schedules. A detailed index further helped the enumerator to find detailed information.

In addition to the guides, workbooks, and manuals, audio-visual aids were used in training. The audio-visual aid kit, available at each training center, contained a projector, record player, folding screen, filmstrips, and recordings. Twelve filmstrips were prepared especially for this training program. They are described in Figure 5.

In addition to the recordings used with the filmstrips, recordings were also used for practice in filling the questionnaires and other forms. A recording of a mock interview was played, and the trainees filled the forms which were used in the interview.

The training classes were organized according to the ultimate assignment of the enumerators. The following variations of the training were used:

"U" training was given by Crew Leaders who supervised urban enumeration districts only. They gave the enumerators 16 hours of training in 4 days.

"A" training was given by Crew Leaders who supervised both urban and rural enumeration districts. This training generally lasted 24 hours and was spread over 5 days. Enumerators who were to work only in urban enumeration districts joined the class after the agriculture instructions had been presented.

"B" training was given by Crew Leaders who supervised both urban and rural enumeration districts and who were in areas where the Landlord-Tenant Operations Questionnaire was filled. This training also lasted 24 hours and was spread over 5 days.

"C" training was given by Crew Leaders who supervised both urban and rural enumeration districts and who were in areas where the Irrigation Questionnaire was filled. They gave the enumerator 28 hours of training in 5 days.

"D" training was given by Crew Leaders who supervised both urban and rural enumeration districts and who were in areas where both the Landlord-Tenant Operations Questionnaire and the Irrigation Questionnaire were filled. This training also lasted 28 hours and was given in 5 days.

The training was further specialized to fit the 41 versions of the Agriculture (A1) Questionnaire. Enumerators thus received instructions only on the forms they would use.

Setting Up the Field Offices

The operation of the 14 Area and 476 District Offices involved various administrative problems, some of which were particularly acute where new offices had to be opened. All offices had to be organized and functioning before March 1. Moreover, the offices had to be operated so that all work could be completed by June 30, the target date for closing the last field offices.

Space

Obtaining office space was a major task in setting up the field network. Every effort was made to obtain the use of free space. The first source explored was space in Federally-owned or controlled buildings, such as Post Office buildings. Local governments and civic organizations were asked for free space in public buildings such as court houses, city halls, and schools. Free space was obtained for 90 offices. For 66 other offices,

space was secured rent-free, but the Bureau had to pay for janitor service and utilities.

In cities where free space was not available, space had to be leased. Area Offices arranged these leases by direct contacts in the field. They subleased space for 102 offices from Public Buildings Service or other Government agencies, paying rent on a pro-rata basis. Space for the other offices was leased directly from the owners.

The average District Office covered about 1,500 square feet. These offices were located in Federal buildings, city halls, schools, business buildings, and even in lofts and warehouses.

Furniture, Supplies, and Equipment

Several methods were used to obtain furniture, equipment, and supplies for the field offices.

Large quantities of office furniture were obtained free from various War Assets Administration offices, which were closing about the time the Census offices were opening. Furniture was borrowed from Post Offices, other Government agencies, and local organizations. When free furniture was not obtainable, the Bureau purchased standard items of reconditioned furniture from regional supply centers of Federal Supply Service (then called the Bureau of Federal Supply).

Reconditioned adding machines and typewriters were also purchased from Federal Supply Service regional supply centers. Some reconditioned office machines from Department of Commerce excess stock were shipped to field offices. In other cases, adding machines and typewriters were rented locally by the District Supervisors.

Specialized equipment, such as the 5,000 record players and the 5,000 projectors needed for the enumerator training program were obtained by advertising for formal bids. The National Bureau of Standards cooperated in testing the machines proposed for purchase. The records and filmstrips used with this equipment were also obtained through the usual Government purchasing procedure.

In the second half of 1949, the Bureau purchased large quantities of office supplies, mostly from Federal Supply Service or through firms holding Federal Supply Service contracts. These supplies were purchased and distributed by two different methods. Under the first method, regional supply centers of the Federal Supply Service prepared "packages" of standard

Figure 5. --Filmstrips Used in Training Enumerators in the 1950 Censuses

Title of filmstrip	Contents	Running time
<u>General</u>		
The Big Count	Orientation to the Census Bureau: historical background; kinds of information to be gathered; how information is used; a little on processing census data	10 min.
How's Your Interviewing Technique	Tips on interviewing for the Census Bureau: good technique; approaching the respondent; gaining cooperation; handling problem situations	12 min.
<u>Use of Maps</u>		
Your Map is Your Guide	Kinds of maps in census work, urban and rural, and how to use them	20 min.
Use of Aerial Photographs	How to use aerial photos in census work; identifying features on the photo	13 min.
<u>Population</u>		
Where and How Many?	Coverage in the census; tips on locating dwelling places and finding people; how to list respondents under various circumstances	9 min.
Occupation, Industry, and Class of Worker	How to record occupational information; importance of being specific; examples of proper and improper entries	14 min.
Income	Why the Bureau collects income information; definitions of three kinds of income collected; examples of what is not considered income by the Bureau	15 min.
<u>Housing</u>		
Dwelling Unit and Type of Structure	Census definition of a "dwelling unit" and "structure" with typical examples	13 min.
Condition of a Dwelling Unit	Census criteria for evaluating the condition of a dwelling unit; examples shown	14 min.
<u>Agriculture</u>		
Getting an Agriculture Questionnaire	When an Agriculture Questionnaire is required; in whose name to fill it; what to do with a farm located in more than one enumeration district	14 min.
Acres in This Place	Determining what acres are to be reported by the person in charge	9 min.
Land Use in 1949	Census definitions of cropland, pasture, wasteland, etc.	13 min.

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Table D. --Portfolio Types

Portfolio type	Number ¹	Urban or rural	Expected number of people	Expected number of farms	Landlord-tenant operations	Irrigation operations
1	120,000	urban	over 500	-	-	-
2	16,000	urban	under 500	-	-	-
3	13,163	rural	over 500	large	no	no
4	6,584	rural	over 500	small	no	no
5	9,541	rural	under 500	small	no	no
6	12,147	rural	over 500	large	yes	no
7	487	rural	over 500	small	yes	no
8	2,158	rural	under 500	small	yes	no
9	5,402	rural	over 500	large	no	yes
10	2,079	rural	over 500	small	no	yes
11	15,754	rural	under 500	small	no	yes
12	2,659	rural	over 500	large	yes	yes
13	1,008	rural	over 500	small	yes	yes
14	839	rural	under 500	small	yes	yes
15	- Institution -					

¹Excluding experimental areas and institutions.

office items (pencils, papers, clips, etc.) for the Census offices scheduled to open in their regions. When the field office was ready to open, the Bureau notified the supply centers to ship the supplies. Usually, they arrived the day the field office opened. Under the second method, the Bureau purchased supplies in bulk for delivery in Washington. These bulk supplies were shipped to the field offices as they were needed.

Most of the supplies used by the enumerator, including the questionnaires, were assembled in Washington and placed in the enumerator's portfolio or "folio." A reserve supply of these items was sent to each field office.

Preparing the 230,000 portfolios in the Washington office was an assembly line operation. A separate portfolio was prepared for each enumeration district. The portfolio was made of two pieces of heavy black cardboard, 13 inches wide and 20 inches long, joined together by a canvas back. The label on the outside of the portfolio indicated all the steps through which the forms would pass and provided space for the identification of each person who worked on them. A postal section was also included on the label to identify the District Office and provide for mailing where necessary. An elastic band attached to the portfolio kept it securely closed when not in use.

The inside cover of the portfolio had a map of the enumeration district and a description of the boundaries of the area for which the enumerator was responsible. Each district was given a type code, which was stamped on the Portfolio Control Label. This code indicated whether the district was urban, rural, or institution, whether the estimated population and number of farms were large or small, and whether it was in an area where Landlord-Tenant Operations and Irrigation Questionnaires were to be used (see Table D).

The exact contents of the portfolio varied according to the location and expected size of the district and the type of enumeration involved. In general, supplies of the following items were included:

- Population and Housing Schedules, P1
- Heading strip for P1
- Individual Census Reports, P2
- Infant Cards, P3
- Agriculture Questionnaires, A1
- Special Agriculture Questionnaires, A2
- Landlord-Tenant Operations Questionnaires, A3
- Irrigation Questionnaires, I-1
- Callback Record, 17Fld-3
- Record of Production Form, 17Fld-4
- Daily Report, 17Fld-5 (Enumerator's Daily Progress Report)
- Daily Report 17Fld-14 (Rural Enumerator's Daily Progress Report)
- Request for Appointment Card, 17Fld-2
- New Occupant Card, 17Fld-6
- Scratch pad, paper clips, string, etc.

The forms and supplies were "stuffed" in the portfolios by about 150 employees, working in two shifts, in about 3 months. This operation required about 43,000 square feet of floor space. Supplies were received in bulk and placed on "skids" which could be moved from one location to another. When small numbers (5 or 10) of a form were needed for each portfolio, they were counted and fastened together with rubber bands or clips. When large numbers were needed, they were measured with "spoons." The measuring spoon could be set for a certain number; when it was pushed into a stack of forms, it would separate approximately that number. A special collating machine arranged the different parts of the Agriculture (A1) Questionnaire in order. This machine assembled 7,600,000 sheets at an average rate of 14,600 sheets per hour. Three assembly lines brought the schedules and forms together so they could be put into the portfolios.

After the portfolios were stuffed, they were packed in heavy wooden boxes and shipped to the District Offices. These boxes could be stacked and used as shelves when their covers were removed. After the enumeration had been completed, the portfolios were repacked in the same boxes and shipped to Washington or Philadelphia. About 35,000 wooden boxes were built especially for this operation.

Payroll and Accounting

In order to expedite payment to the large field staff and to simplify operations, the payroll procedures were decentralized from April 17, 1949, to September 16, 1950. The field employees appointed on a per-annum, per-diem, or hourly basis were paid from the Regional Disbursing Office of the Treasury Department upon submission of payrolls certified by the Census field offices. Enumerators worked, for the most part, on a piece-price basis. Payrolls were prepared for them after they finished their training period and satisfactorily completed an enumeration district.

Except for payroll, the accounting operations were centralized. All payments for services, other than personal services, were made in Washington. The field offices prepared travel orders, travel vouchers, and public vouchers for purchases and services (other than personal services). Each document and voucher they submitted for payment in Washington was supported by a cost distribution statement. This statement identified the District Office incurring the expense and the project and appropriation to be charged. The official cost and operating reports were prepared in Washington, but each District Office prepared certain accounting reports on an unofficial basis.

Administrative personnel from Washington visited each field office during the field operation. They reported on payroll, accounting, procurement and other administrative activities in the field offices and assisted field personnel in performing their administrative functions.