

## CHAPTER 8. Outlying Areas

### Historical Background

The 1974 Census of Agriculture was the eighth such enumeration on Guam and the Virgin Islands.

The first census of agriculture on Guam was taken in 1920 in conjunction with the decennial population census. Thereafter, agricultural censuses were taken every 10 years until 1964, when the first quinquennial census was conducted as a result of a change in the Census Act requiring inclusion of the Virgin Islands and Guam in each census of agriculture of the United States.

The first agricultural census was conducted in the Virgin Islands by special authorization of the Secretary of Commerce in 1917, shortly after the acquisition of the islands from Denmark. The second census was conducted in 1930, in conjunction with the population census, and censuses of agriculture were taken once every 10 years thereafter until 1964, when the Virgin Islands' enumeration, like that of Guam, became part of the quinquennial census of agriculture of the United States.

Two other outlying areas, American Samoa and the Trust Territory of the Pacific Islands, were enumerated in the 1969 census, but were omitted in 1974 because they are covered for agricultural purposes only during the decennial censuses.

Legal authorization for the conduct of these censuses is contained in Title 13, United States Code—Census, as outlined in chapter 1.

### Special Arrangements

Contracts were made in January 1975 with the Governor of Guam, and in June 1975 with the Governor of the Virgin Islands, to conduct the 1974 Census of Agriculture in their jurisdictions. The report forms, maps, training materials, instructions, and other necessary census materials were provided by the Bureau of the Census. An official of the government of Guam was trained at the Bureau of the Census as project manager for that island's census, while Census Bureau personnel from the office established in San Juan for the Puerto Rican enumeration supervised the census in the Virgin Islands. The recruiting and training of the local census staff, the supervision of appointments and payrolls, and other local administrative matters were the responsibility of the respective territorial governments.

### Farm Definition and Reporting Periods

For the 1974 Census of Agriculture in the Virgin Islands, a farm or "place" was any tract of land of 3 acres or more used for agricultural purposes. Land was considered to be in use for agricultural purposes if any field crops, fruits or nuts, or

vegetables were harvested for sale between July 1, 1974 and June 30, 1975, or if any livestock, or 10 or more poultry were kept on the place during that period. Tracts of less than 3 acres were considered to be farms if the value of sales of agricultural products was \$100 or more. There was no size requirement for a place to qualify as a farm in Guam. Any place on which any field crops, fruits or nuts, or vegetables were harvested for sale or 15 or more poultry were kept was considered a farm. Any place involved in agricultural operations in either of the outlying areas might be operated by an owner, a member of an owner's household, a hired manager, a tenant, a renter, or a share-cropper.

The reference period varied somewhat between areas. Data on inventory items (livestock, equipment, number of fruit and nut trees, amount of land, etc.) were collected as of the date of the enumeration in each area. Data on production items, such as value of crops harvested and sold, farm expenditures, and labor, were collected for calendar 1974 in Guam and for the 12-month period ending June 30, 1975, in the Virgin Islands.

### Planning and Preparatory Operations

#### Census Schedule

Census Bureau personnel contacted representatives of the governments of Guam and the Virgin Islands in 1973 to begin planning the 1974 Census of Agriculture. Tentative schedules were drawn up for the enumeration in the outlying areas as shown below. (Actual dates are given in parentheses.)

Operation	Guam	Virgin Islands
1. Planning	10/73-12/73 (same)	10/73-5/74 (same)
2. Preparation and printing of forms	7/74-9/74 (same)	4/74-12/74 (same)
3. Assembly of materials at Jeffersonville and dispatch to the outlying areas	10/74-11/75 (same)	1/75-3/75 (1/75-6/75)
4. Organization of the census offices in the outlying areas	12/74-1/75 (same)	5/75-7/75 (6/75-7/75)
5. Enumeration	1/75-2/75 (1/75-3/75)	6/75-7/75 (7/75-9/75)
6. Processing	4/75-6/75 (4/75-7/75)	9/75 (10/75-12/75)
7. Preparation of tables	6/75-8/75 (2/76-9/76)	10/75 (1/76)
8. Publication	9/75-11/75 (4/77)	11/75-12/75 (5/77)

## Map Preparation

Maps used by the central census offices, the crew leaders, and enumerators of each of the outlying areas were prepared at the Bureau's Jeffersonville, Ind., facility.

The preliminary versions of these maps were prepared using the 1969 census maps as the primary reference. The Virgin Islands maps did not need extensive updating for the 1974 enumeration; however, the Guam maps required considerable updating because of the extensive military reservations on the island. Data from the Defense Mapping Agency were used to make these revisions.

## Tabulation Plans

Tables for the publication of data from the outlying areas were drawn up by the Census Bureau in Suitland to provide the maximum amount of usable information to local officials while maintaining as much uniformity in the tabulation programs for the two areas as possible. The resulting tables differed considerably from those used in Puerto Rico and the United States.

## Training and Reference Materials

The primary guide for the recruiting and hiring of census staffs and the conduct of the enumeration in the outlying areas was the **Procedures Manual**, form A25 ((G) for Guam and (V) for the Virgin Islands); it described the duties of each member of the staff as well as enumeration and processing procedures for the census.

Project managers and their assistants were provided with the **Supervisor's Reference Manual**, form A20, for their own use, and the form A15, **Training Guide**, for the training courses they were to give the enumerators.

The enumerators were furnished with form A10, **Enumerator's Reference Manual**, detailing the duties of the enumerators and the procedures for filling out the report forms and other documents.

All materials were prepared and printed or reproduced by the Census Bureau in English.

## The Enumeration

### Staffs and Training

The organization of the census staffs on Guam and in the Virgin Islands was essentially the same, except for the number of people involved. The composition of the two staffs was as follows:

	Guam	Virgin Islands
Total staff	20	10
Project managers	1	1
Assistant project managers (crew leaders)	1	1
Office clerical staff	5	3
Enumerators	13	5

The two project managers had overall responsibility for the conduct of the census in their territories. Their specific responsibilities included most of the administrative arrangements, the securing of office space and equipment, and the following:

1. Recruiting, testing, and selecting competent office personnel, crew leaders, and enumerators
2. Releasing publicity to inform the public of the census
3. Training crew leaders and enumerators
4. Supervising the preenumeration activities of the crew leaders
5. Supervising the enumeration
6. Supervising all clerical operations in the census office
7. Reporting enumeration process and other pertinent information to the Census Bureau
8. Taking necessary action to keep the enumeration on schedule
9. Performing other duties as necessary for the accomplishment of the above-mentioned responsibilities.

Project managers were also responsible for training their assistants. Training courses were carried out in January on Guam and in June in the Virgin Islands. The assistants, who were also crew leaders, then held training classes for their enumerators. These classes were between 12 and 16 hours long and were conducted January 23 and 24, 1975, on Guam; in the Virgin Islands, training was carried out August 15 and 18, 1975, by a Census Bureau employee attached to the San Juan office for the census in Puerto Rico.

The project manager for the Virgin Islands also served as the crew leader and immediate supervisor for the enumeration on St. Croix Island. The assistant project manager was primarily responsible for the supervision of the enumeration on St. Thomas and St. John Islands.

### Taking the Census

Guam was divided into 29 enumeration districts (ED's), some of which were grouped together so that 13 enumeration assignments (EA's) were formed. Each EA contained approximately 120 farms. The Virgin Islands were divided into five ED's—one ED was on St. Thomas, another on St. John, and three were on St. Croix—and an enumerator was assigned to each.

Each enumerator conducted a personal interview of each head of household in his ED, asking several questions to determine whether the household was engaged in an agricultural operation that met the census definition of a farm.

On Guam, the method of enumeration used in each ED was determined by the characteristics of the ED. In rural districts

with neither military bases nor significantly developed areas, a door-to-door canvass was made of every household. In ED's with military installations there was a door-to-door canvass of every household outside of the reservations. In the more developed areas, the enumeration was conducted using lists drawn from the 1969 Census of Agriculture and information supplied by the Guam Department of Agriculture.

In the Virgin Islands, enumeration of all the ED's was conducted using lists of agricultural operations compiled from 1969 census data and information supplied by the Virgin Islands Department of Agriculture.

To ensure complete coverage of each ED and reduce duplication, rules were established for enumerating farms on, or overlapping, the ED boundaries, and for farms operated by persons not living in the same ED. If a farm overlapped an ED boundary, the enumerator in whose ED the household operating the farm was located was responsible for its enumeration. If a farm was completely within an ED and was operated by someone who did not live there, the case was referred to the crew leader for the ED in which the operator lived, who assigned the case to the appropriate enumerator for completion or made other arrangements to ensure enumeration of the farm.

If any enumerators were unable to perform their duties satisfactorily or if an enumerator resigned, crew leaders suspended census operations in the ED involved until another enumerator could be shifted to complete the work.

### Callbacks

If for any reason the enumerators were unable to complete the census form on their first visit to a household, they were to make callbacks to complete the necessary material. Whenever possible these return visits were made by appointment, but the enumerators were encouraged to complete each one within 3 days of the initial visit.

### Field Review

Two reviews of each enumerator's work were made by the crew leader. The first was made during the first week of the enumeration, primarily to ensure that proper procedures were followed and that each ED was covered completely. When errors were made, the crew leader pointed them out and suggested corrective action.

The second review was made when each enumerator completed his assignment. The crew leader checked every third questionnaire (if fewer than 10 questionnaires were involved, all were checked) for consistency, accuracy, and completeness. If more than two were unsatisfactory, all were reviewed. Rejected forms were returned to the enumerator for additional callbacks and work.

### Data Processing

Upon completion of the enumeration, all the report forms were sent to Suitland, Md., where Bureau employees edited and coded them for tabulation. Forms that did not represent farms, according to the census definition, were withdrawn from further processing. The remaining reports were then checked for completeness and consistency. Errors in calculations or units of measure, inconsistencies, and misplaced entries were corrected and incomplete reports were adjusted on the basis of information available from the same report or from reports from nearby operations of the same type. When necessary, respondents were contacted by mail to complete or confirm certain entries on their reports.

In the coding process, numerical codes were entered on all forms to classify each farm by size (in terms of total area on the place) and by tenure of the operator. The Virgin Islands forms were also coded to show economic class, type of farm, and age of operator.

After the Guam forms had been edited, they were tabulated by hand. Subject-matter specialists examined the tabulations for reasonableness and consistency, and corrections were made (on the basis of further reappraisals of the original reports) where necessary before approving the data for publication.

The Virgin Islands data were tabulated by computer at Bureau headquarters.

### Publication Program

Data on farms, farm characteristics, and farm products were published in the reports of the 1974 Census of Agriculture **Volume I, Area Reports, Part 51, Guam, and Part 53, Virgin Islands.** (No preliminary reports were issued.)

Volume I presents data for farms, land in farms, land use, size of farm, tenure, characteristics of farm operators, farm income and sales, farm expenses, machinery and equipment, livestock and poultry, and crops harvested.