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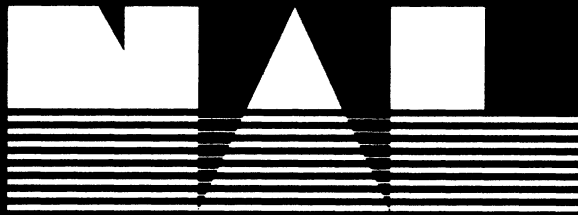
**AS WE RECALL:
The Growth of
Agricultural Estimates,
1933-1961**

E. M. Brooks



U.S. Department
of Agriculture
Washington, D.C.

**United States
Department of
Agriculture**

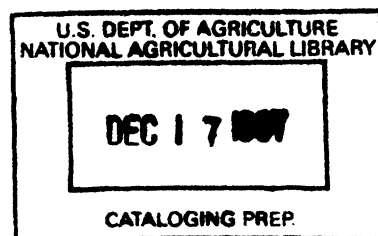


National Agricultural Library

As We Recall,

THE GROWTH OF AGRICULTURAL ESTIMATES,

1933-1961



E. M. Brooks, Statistical Reporting Service, U.S. Dept. of Agriculture

1977

FOREWORD

The Statistical Reporting Service, as with any organization, needs to know its past to understand the present and appraise the future. Accordingly, our technical procedures are periodically set forth in "Scope and Methods of the Statistical Reporting Service," and the agency's early development and program expansion were presented in "The Story of Agricultural Estimates." However, most important are the people who developed this complex and efficient statistical service for agriculture and those who maintain and expand it today.

Dr. Harry C. Trelogan, SRS Administrator, 1961-1975, arranged for Emerson M. Brooks to prepare this informal account of some of the people who steered SRS's course from 1933 to 1961. The series of biographical sketches selected by the author are representative of the people who helped develop the personality of SRS and provide the talent to meet challenges for accurate and timely agricultural information. This narrative touching the critical issues of that period and the way they were resolved adds to our understanding of the agency and helps maintain the *esprit de corps* that has strengthened our work since it started in 1862. Our history provides us some valuable lessons, for "those who cannot remember the past are condemned to repeat it."



W. E. KIBLER
Administrator

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This account is intended for the use of SRS personnel and not for general distribution.

PROLOGUE

Several times each month a taut little drama is re-enacted in Washington, D.C., that loses none of its tenseness by repetition, by the prosaic surroundings in which it unfolds, nor by the fact that it involves nothing more exotic than the release of a government report. The opening scene takes place in the Department of Agriculture building where, in the darkness of early dawn of a certain day, the Chairman of the U.S. Crop Reporting Board, an armed guard, a representative of the Secretary of Agriculture, and a few other officials meet around a large mail box secured by two padlocks. Solemnly, the Board Chairman unfastens one of the padlocks and the representative of the Secretary the other, using the only keys in existence that fit these locks. From the box are taken the State reports in envelopes marked with a large red letter which has assured special handling all along the line from the State offices. The group then proceeds to the "lock-up" -- a section of the building where venetian blinds are drawn and sealed shut to prevent signalling to outsiders, telephones are disconnected, and armed guards prevent anyone entering without a pass and allow no one, no one at all, to leave until the crop report has been officially released. For hours experts pore over the reports and make final estimates on crop conditions state by state. Noon arrives and so does food ordered the day before to prevent anyone sending out secret messages concerning the crop report, while it was under preparation. As the final work nears completion, tension mounts and the tempo increases as statisticians, tabulating clerks, typists, and memograph operators hurry to meet the three o'clock deadline. Shortly before release time the Secretary of Agriculture is admitted to the "lock-up," looks over the report, signs it, and joins the Chairman, accompanied by the ever present guard, in the march to the release room just outside the "lock-up." There, representatives of the press already have telephone lines open to their offices, and they stand six feet back of their instruments along a white line on the floor. The Chairman carefully places a copy of the report face down beside each telephone and telegraph instrument. An official "starter" then takes command and watches the minute and second hands on a Naval Observatory clock with concentrated attention. At ten seconds before the hour he says, "Get Set," and the newsmen put out their cigarettes and prepare to move forward to their telephones. At the precise hour, minute and second, the official starter calls, "Go," the newsmen step quickly to their telephones, flip over the report and start giving the information to the world. 1/

The tight security procedures surrounding the preparation and release of the Crop Report are to assure that everybody -- farmers, dealers in agricultural products, transportation agencies, commodity market operators, government

1/ Based on personal experience, for fuller accounts from professional pens see Ira Wolfert, "Drama of the Crop Reports," Readers Digest, (August 1955), p. 101-111. Also, "1956 Farm Crop: The Secret is Out," Business Week, (July 14, 1956). Also, James E. Roper, "Protecting the Nation's Crop Reports" Washington Star Pictorial Magazine, (April 17, 1958), p. 1, 2. Also "Estimating U.S. Crop is a Painstaking Job and an Important One," Wall Street Journal, (August 11, 1975).

officials, foreign and domestic, the general public, all have an equal opportunity of learning the figures to be released. Sometimes, prices of farm products react sharply to the Crop Reports. On such occasions, if one could obtain advance information, he could go into the speculative markets and make a killing. Actually, this occurred many years ago and triggered the elaborate security precautions in effect today. In 1905 an employee, E. S. Holmes, Jr., Associate Statistician, connived with a cotton speculator named Louis Van Riper to use advance information about the cotton crop for personal gain. With such knowledge aforehand, they manipulated their stock market operations in such a way that they reportedly netted several hundred thousand dollars. Holmes had been delegated a great deal of responsibility and authority, and this misplaced trust enabled him to utilize the reports, especially those on cotton, to suit his speculative needs. Although the room where the final estimates were prepared was locked, Holmes used a system of raising and lowering the window shade to signal to his accomplice outside whether the forecast of cotton production was up or down from the previous month. An investigation resulted in the dismissal of Holmes and a Court assessed the maximum fine, \$5,000, allowed by the rather tenuous laws of the time. President Theodore Roosevelt, thoroughly outraged, requested the first session of the 59th Congress for appropriate legislation. Over the years, stringent security regulations have helped account for the fact that there has been no similar incident in the decades that have since transpired. The cotton scandal of 1905 underscored the importance of having an independent, authoritative Crop Reporting Board free of politics, trade, or other outside influence and pressures. Its prestige has grown with the years.

The importance attached to the information released in such dramatic fashion can hardly be exaggerated, especially in times of critical needs. Indicative of this importance was a statement made by President Gerald R. Ford during a nationally televised press conference from Detroit, Michigan on October 10, 1975, within an hour after the release of the Crop Report at 3 o'clock. Extensive and prolonged negotiations had been carried on with officials of the Soviet Union and the Polish government on enormous sales of wheat to those needy and straitened countries. The President opened the Press Conference with the following statement:

The President: "Mr. Barnes, members of the Detroit Press Club, and guests.

A very short announcement at the outset:

As most of you know, the United States had requested last month that the Government of Poland refrain from additional purchases of U.S. grain until the October crop report. Because today's crop report contains, as we expected, an excellent crop forecast, I have today authorized that Poland be notified that it may now resume purchases.

We anticipate that their purchases will be spread over a period of time. With respect to future grain sales to the Soviet Union, both for this year's crop and for the long-term contract, negotiations are continuing, and we hope to conclude an agreement in the very near future.

Secretary Butz will be holding a briefing in Washington at 4:30 p.m., going over the crop report and the Polish grain sale."

When the President of the United States and the heads of other powerful nations have to await word from the Crop Reporting Board before completing critical negotiations, the importance of its work can not be in doubt.

INTRODUCTION

The years 1933-61 spanned a dramatic period, not only in the history of this country, but in the growth and development of the U.S. Crop Reporting Service. The Great Depression, the flamboyant New Deal, the dynamic Farm Programs, the ghastly droughts of 1934 and 1936, the devastating floods of 1937, the conquests of Hitler and Mussolini, the trauma of World War II, and the burgeoning Post-War Technological Revolution all combined to make the era one of violent actions and drastic changes for the Nation, and for the old, hand powered, provincial Crop Reporting Service. An ancient Chinese curse intones, "May you live in interesting times." The years 1933 to 1961 were "interesting times".

A narration of past events must, perforce, have a narrator, and, in this instance, the narrator is "we." By "we" is meant not merely the recollections of the principal narrator nor even those of selected individuals, but a composite "we" that includes the recollections of many as well as the witness and affirmation provided by correspondence, memos, articles, speeches, papers, miscellaneous notes, official records, books, diaries, and memoirs of old colleagues. Therefore, "we" represents a synthesized chronicling of past events, as recorded by many people, and supported by copious references to available documents and dependable sources. The principal narrator is named Brooks. The name is a happenstance -- it could as well have been Nordquist, Pallesen, Morgan, Palmer, Overton, Simpson, Straszheim or any one of the many who worked in Ag Estimates during this period, if they had chosen to prepare such an account. Their experiences were all similar, but, of course, in the nature of things, they would have emphasized some different aspects of the work in which they happened to be especially involved. All, however, were effected to a greater or lesser degree, by the main events covered in this narrative -- the New Deal Farm Programs; the Master Sample Project, Labor Surveys, and the QSA during World War II; the innumerable other exhausting special projects, the efforts to up-grade the staff's technical competence, the relationships with the Census Bureau, the Department, and the Budget Bureau; the inauguration and implementation of the Long Range Program, and the expansion in technical assistance programs abroad. But, in a very real sense this is their story, together with that of the agency, as assembled and recounted by one of their close associates.

Brooks interests were broad and centered more in people and events than in figures. Although familiar with the old Russian saying, "He who chases two hares catches neither," 1/ he ignored this proverbial truth and spent a long career chasing rabbits, in the form of varied assignments and special projects, all over the landscape. Transferred from the field into Washington in the fall of 1939, he promptly started taking courses in analysis of variance, mathematics, and related studies with the intention of becoming the best tobacco statistician in the land. However, after a year or two, events yanked him off this well charted course never to return. Henceforth he was engaged in a wide assortment

1/ "Nicholas and Alexandra," p. 309, by Robert K. Massie, Dell Publishing Co., Inc. N.Y., 1967.

of assignments and activities concerned with technical statistics primarily in a supporting role. Perhaps it was just as well as he was inclined to be word oriented rather than figure minded, and his interests ran more to plans and operations than to mathematical formulas and statistical models. Brooks worked for the Crop Reporting Service for 38 years and was intimately involved in the events of 1933-61 which changed the course and revamped the shape of the staid old organization of earlier years. Perhaps because of a strong historical bent, he kept a diary intermittantly, made detailed notes currently on many diverse experiences and wide ranging assignments, and clung to a vast number of letters, speeches, articles and reports relating to the critical problems of that generation. This mass of memorabilia was a nuisance to secretaries who had to keep it in meaningful order, but was invaluable in documenting this narrative, along with the limitless files of the Department, the National Agricultural Library, the National Records Center in St. Louis, Missouri, and the National Archives in Washington, D.C.; all this augmented and supported by personal interviews and discussions with dozens of participants in the events related. To all these helpful people, grateful thanks are given, in particular to Dr. Wayne Rasmussen and Dr. Gladys Baker, historians of the Department of Agriculture, Douglas Helms, National Archives, Mrs. Connie Bloyd, who prepared the final manuscript for reproduction, and to Mrs. Gloria A. Daly and Mrs. Shirley Spalding, who helped in many ways.

For many years Brooks was either in, or close to, the "front office," and had a unique opportunity to observe the people as well as the activities in which all were engaged. With allowance for mechanical error and human frailty, he would testify under oath that this narrative is the truth so far as he knew it. If an injustice, ever so slight, has been done to anyone, he deeply regrets and deplores it.

The technical developments of the 1933-61 period have been covered in numerous papers, speeches, journals and publications such as the recurring issues of Scope and Methods. What is intended here is to hold up a mirror to reflect not only the most significant and indicative developments during one of the agency's major periodic upheavals, but also to depict the people involved, and the nuances of the life of agricultural statisticians of that time. By 1961, a long-range plan had been evolved and accepted by the Department, the Budget Bureau, and the Congress; new operating procedures and technical methodology had been extensively tested and put into operation; a large and talented research group established; an effective nationwide data collection staff trained and in being; skilled analytical statisticians developed; and funds assured for a continuing expanded program. At long last conditions were ripe for the flowering of a modern and powerful "Statistical Reporting Service," but that, as Kipling would say, "is another story."

The Memorist

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PART I

STATE OFFICE ACTIVITY

1933-1939

THE NEW DEAL FARM PROGRAM OPENS VISTAS

Years ago, at the end of an era and the beginning of another, Brooks went to work in the Des Moines, Iowa, office of the Crop Reporting Service. It was a crisp, clear winter day, and he enjoyed the walk across the bridge spanning the frozen, snow encrusted river, on his way to the office in the U.S. Court House. Arriving at Room 305, he was surprised to find the door closed and a handmade sign attached stating that the office would be open the next morning, December 27 at 8 a.m. Later he was to learn that the office crew had worked late on December 24, supposedly a pre-Christmas holiday, to get a report on its way to Washington and, accordingly, had been compensated by being given the day off on December 26. It was an object lesson on Crop Reporting theology--holiday or not, the Report must go in on time.

Arrival at this destination was the fulfillment of a decision made in college, amidst hoots of derision from business oriented colleagues, that he wanted to work for the Federal Government. The Great Depression had made this accomplishment a slow process, like pushing a balky calf through a barn door, but finally one day a telegram came that led him to the office of W. F. Callander, Head of the Crop and Livestock Division in Washington, D.C. Mr. Callander's Administrative Assistant, W. M. Richardson, said he had been instructed to offer Brooks a six month appointment as a Jr. Statistician in the Iowa office of the Crop and Livestock Reporting Service. The salary would be \$2,000 a year, less the fifteen percent occasioned by President Roosevelt's campaign promised, and short lived, economy drive. Brooks promptly accepted, gladly relinquishing a prosaic, but full time job installing electrical equipment that held no career possibilities.

Earlier that year he had stood in front of the inaugural stands on the Capitol grounds in Washington on a bleak, over-cast day in March and heard the new President, Franklin D. Roosevelt, declare in ringing tones, "This Nation asks for action, and action now!" 1/ It got it. The next day, March 5, a special session of Congress was called and during the ensuing famous "Hundred Days" of the emergency session, a series of far reaching legislative acts was passed.

The new Secretary of Agriculture, Henry A. Wallace, 45 year-old son of Henry C. Wallace who had served as Secretary of Agriculture from 1921-24, moved swiftly to submit draft legislation to President Roosevelt who sent it on to Congress, March 16, with a recommendation for quick action. By May 16, both House and Senate had passed the Agricultural Adjustment Act, and it was signed the same day. George Peek, who had been a bell-wether in the ill-fated drive for the McNary-Haugen Bill, was named Administrator of the Agricultural Adjustment Administration (AAA), and hurriedly set up the Division of Production, and the Division of Processing and Marketing with each having sections for major commodities. 2/ These were action agencies as opposed to the old line, tradi-

1/ Congressional Record, March 4, 1933.

2/ Three Years of the Agricultural Adjustment Administration, p. 55, by E. G. Nourse, Joseph S. Davis and John D. Black, Brookings Institution, 1937.

tional, fact finding, research, educational bureaus that had dominated the Department since its founding some 75 years earlier.

With cotton at 8.2 cents per pound 3/ in May 1933 and threatening to go lower because of favorable crop prospects, the first AAA program was a cotton plow-up campaign which destroyed some 10 million acres of growing cotton, roughly 25 percent of that year's planted acreage. 4/ This project encountered resistance from an unexpected source. Mules that had been trained, sometimes with a "2 x 4", never, no never to step on a cotton plant, had trouble making the change to walking on the cotton row instead of between the rows as the tender plants were plowed under. Although it has been said that a mule is an animal without pride of ancestry or hope of posterity, mules, as compared to horses, are highly intelligent and their opinion of this destructive operation may have coincided with that of many outraged critics who thought it a sinful waste.

Wheat growers and corn producers were spared a similar plow-up program in 1933 by sharply deteriorating prospects for the current year's crops. However, a domestic allotment plan for the 1934 and 1935 winter wheat crop was proclaimed on June 20, 1933, under which participating growers received payments for reducing their acreage proportional to their share of the domestic, i.e., national, production, consumed within the country. 5/



Henry A. Wallace, Secretary of Agriculture (1933-1940), signs a CROP REPORT as Paul L. Koenig, looks on.

3/ Agricultural Situation, June 1933, p. 2.

4/ New Frontiers, p. 173, H. A. Wallace, Reynal & Hitchcock, N.Y. 1934.

5/ Century of Service, pp. 149-150, Gladys L. Baker, Wayne D. Rasmussen, Vivian Wiser, Jane M. Porter, U.S. Department of Agriculture, GPO, 1963.

A corn loan program was announced October 5, 1933, under which borrowers received 45 cents a bushel compared to the U.S. average local market price of 38.8 cents. 6/ To obtain the loan, producers had to agree to sign up for the 1934 Corn-Hog Reduction Program. 7/ Under this loan program 200,000 farmers in ten States borrowed 122 million dollars, all of which, plus interest, was repaid in full as a massive and severe drought in 1934 cut production drastically, and forced market prices above the loan rate. 8/

Tobacco growers had suffered through numerous frustrating attempts to control production through cooperative action, but all had failed primarily because non-cooperators "milked the cow through the fence." Such uncooperative activity, twenty-five years earlier, had brought on the vicious "Black Patch War," in the dark-fired tobacco areas of western Kentucky and Tennessee. 9/ During this fratricidal conflict, there were many fatalities when "Night Riders" sought to punish non-cooperators by burning their tobacco barns and destroying their crops in the fields. 10/ J. V. Morrow, Tobacco Division, USDA, a young farmer at the time of the strife in 1907-09, said he "buckled on his pistol with his pants every morning." 11/

With such a turbulent background, tobacco producers, hoping to insulate their program against non-participants, obtained passage of the Kerr-Smith Tobacco Control Act, June 28, 1934, which provided a mandatory tax on sales of practically all types of tobacco with tax payment warrants issued by the Department to contract signers. 12/

Corn-Hog Program Inaugurated

The corn and hog economies were so closely related and intertwined that separate production control programs would have been futile. Accordingly, at the urging of Secretary Wallace, a National Corn-Hog Producers' Committee of Twenty-five, was created on July 18, 1933, to recommend a program to meet the situation. 13/ A couple of days later they convened in Chicago, July 20-21, amidst the gathering gloom of prospective heavy fall marketings of pigs, and rushed forward a drastic emergency program for the relief of the critical over-supply situation. Adverse weather conditions had reduced corn prospects by mid-summer of 1933, but the large number of hogs expected to be marketed during the fall and winter of 1933-34 loomed ominous. A member of the National Corn-Hog Producers' Committee of Twenty-five from Ohio proposed that 4 million of

6/ Agricultural Situation, December 1933, p. 18.

7/ Century of Service, p. 153.

8/ Livestock Under the AAA, p. 217, D. A. Fitzgerald, The Brookings Institution, Washington, D.C., 1935.

9/ American Tobacco Types and Markets, C. E. Gage, USDA, June 1942, p. 18.

10/ "Kentucky," The American Guide Series, Harcourt, Brace & Co., p. 46.

11/ Personal Interview, also see the Black Patch War, Manuscript, SRS files.

12/ Century of Service, p. 151.

13/ Century of Service, p. 152.

these young pigs weighing less than 100 pounds, and a million pregnant sows, be destroyed immediately. 14/ This drastic action appealed to the pragmatic mind of Dr. Charles F. Sarle, a long-time member of the Crop Reporting Service, temporarily on loan to AAA. He supported it vigorously, and urged his old friend Secretary Wallace to "kill the little pigs." The idea was abhorrent to the Secretary and he wrote later:

"It was a foregone conclusion that the public would not like the idea of slaughtering baby pigs. Doubtless it is just as inhumane to kill a big hog as a little one, but few people would appreciate that. They contended that every little pig has the right to attain, before slaughter, the full pigginess of his pigginess. To hear them talk, you would have thought that pigs are raised for pets. Nor would they realize that the slaughter of little pigs might make more tolerable the lives of a good many human beings dependent on hog prices. We simply had to make up our minds to face an unfavorable public reaction, despite the diversion of 100,000,000 pounds of baby pork to relief channels. 15/ On another occasion, Wallace said in this connection: "to have to destroy a growing crop is a shocking commentary on our civilization. I could tolerate it only as a cleaning up of the wreckage from the old days of unbalanced production." 16/

Sarle had no such qualms, to him with hog prices already at ruinous levels and threatened with complete disaster, it did not make sense to allow a lot of little pigs to grow up and further depress the market. The solution seemed obvious, kill the pigs, and also a lot of "piggy sows," accordingly, 6.2 million pigs and some 220,000 sows were purchased and slaughtered with some of the edible meat salvaged for relief purposes, the rest going into grease and tankage. 17/ And so the deed was done, but it stirred up hornets of protest. A cartoonist, however, managed to see some humor in the situation. He depicted two pigs talking in a farmyard. On the side of one of the pigs were huge letters AAA, and he explained the birthmark to his friend: "My mother was frightened by an AAA man!"

SECRETARY WALLACE SETS UP A HEADQUARTERS STAFF

When Henry A. Wallace was named Secretary of Agriculture following the Roosevelt landslide in November 1932, he was well known in agricultural circles through his editorials in Wallaces Farmer, and his pioneer work in plant breed-

14/ Interview with Mrs. Charles F. Sarle, who said there had been other claimants, including reportedly, Robert Garst, the Iowa farmer who entertained Premier Krushchev in 1955. Only an eye and ear witness with infallible memory could certify as to the paternity of such an original proposal.

15/ New Frontiers, p. 180.

16/ Ibid, p. 175.

17/ Century of Service, p. 152.

ing. Dissatisfaction with the Republican attitude toward the problems of agriculture, and encouraged by Roosevelt's campaign farm speech in Topeka, Kansas, 18/ young Wallace swung his support to the candidate of the Democrats. Dr. Gladys L. Baker, Agricultural Historian, USDA, who knew Henry A. Wallace well over a long period of time, described him as "brilliant, shy, deeply religious, with a lively but dry sense of humor-- a man with a mission." 19/

Following his appointment as Secretary of Agriculture, Wallace surrounded himself with a group of brilliant, but sometimes contentious, and frequently controversial, aides. Included in his cadre of strong men were: Under Secretary Rexford G. Tugwell; Assistant Secretary M. L. Wilson; General Counsel Jerome Frank; Mordicai Ezekial; Louis Bean and perhaps most important of all, Paul H. Appleby. 20/ A former editorial writer for the Des Moines Register and Tribune, where he had become a friend of Wallace, the 41-year old Appleby owned two weeklies in Virginia; the Radford News Journal, and the Christiansburg News Messenger. Suddenly, he was ensconced outside the Secretary's door where he checked on every paper and person heading for Wallace, and listened in on all the Secretary's telephone conversations. 21/ Empowered "to act for the Secretary", Appleby proved to be an effective organizer and activist, thus shoring up a weakness in the Secretary's otherwise impressive arsenal of talents. Appleby worked diligently to integrate "policy, politics, and administration." Over the seven years, 1933-40, Appleby played a role in the performance of four Administrators of the Agricultural Adjustment Administration.

In simplistic terms, George Peek, who opposed production control and favored "marketing agreements and export dumping" as a means of solving farm surplus problems, left the Department primarily because of his insistence on having equal access with the Secretary to the President's ear. Dr. Baker describes a curious, almost ludicrous, scene in connection with a squabble between the Secretary and his pushy Administrator over the organization of the AAA.

"The problem of defining the relationship between the AAA and the Secretary was raised again in connection with a meeting at the White House on the farm relief bill, which was nearing enactment. In the afternoon before the meeting on 3 May, some newspapermen told Appleby that Peek was taking an organization chart which would show him reporting directly to the President. The Department had been working on an organization chart, but it was not yet ready. It was hurriedly completed before the meeting, showing the Administrator reporting to the Secretary of Agriculture and through him to the President. Appleby went to the meeting that evening with a roll of cardboard under his arm and immediately saw Peek with his own roll

18/ New Frontiers, p. 158.

19/ Personal Interview.

20/ And to Act for the Secretary: Paul H. Appleby and the Department of Agriculture, 1933-40, by Dr. Gladys L. Baker, Head of the History Research Section, USDA, pp. 240, 242.

21/ Ibid, p. 238.

of cardboard 22/.....

When Peek started up to the President's desk with his organization chart, Appleby handed the Department's chart to Wallace, who started up to the other side of the President's desk. Appleby reported that the President took Peek's chart, made 'a few marks on it that wouldn't be significant of anything' and handed it back. Then he took Wallace's chart and went through it the same way. Appleby considered the result a 'dead heat' with nothing decided, which was the most the Secretary could hope to attain. Peek had a different interpretation. According to his account, the President took the Wallace chart and transformed it into what amounted to Peek's 23/.....

On May 15 Wallace wrote to the President objecting to Peek's insistence on using the President as an umpire. Wallace emphasized the need for unified administration, a point stressed by Appleby. Roosevelt, concerned with keeping the political support of Peek and his friends, was unwilling to rule that Peek could not have direct access to him, but he did take the position that major emphasis should be given to production adjustment.....

Wallace, in a press conference on 6 December which Peek attended, suggested that the milk-marketing agreements were a total loss. Afterwards, in the hall, Peek exploded to the reporters who swarmed around him.....

When Peek began withdrawing documents from the Secretary's files, Appleby had the files closed to him, an action tantamount to a declaration of war.

Appleby rushed to discuss strategy with Wallace, suggesting that Wallace had better go as soon as possible to see the President and get an understanding that Peek would have to leave the Department. This was Appleby's first mention to Wallace that he felt it was necessary for Peek to go.

Wallace and Appleby went to the White House where Appleby stayed in the car. Wallace went into the White House, looking pugnacious for him, but returned about an hour and a half later looking somewhat deflated. The President had promised to offer Peek a post as minister to one of the small countries, but had not promised to remove him from the AAA.

On 12 December 1933, Wallace learned that Peek was leaving for a post as foreign trade advisor to the President 24/....."

Chester Davis, successor to Peek, strong with the Farm Bureau, departed to the Federal Reserve Board after three years, following a legal brawl over whether cotton producer's who signed contracts had to keep the same tenants or the same

22/ Baker, p. 239.

23/ Ibid, p. 240.

24/ Ibid, pp. 241, 242.

number of tenants. 25/ These excerpts from Dr. Baker's "President's Address to the Annual Meeting of the Agricultural History Society" in New Orleans in April 1971, gives some of the highlights of this bitter conflict.

"The tensions were building up to a major explosion which came early in 1935. The immediate issue was the fate of the cotton sharecropper, rather than the welfare of consumers.

By March 1934 a group including Norman Thomas, the Socialist party's perennial presidential candidate, William R. Amberson, a professor at the University of Tennessee Medical College, and others were pressing the Department on the plight of dispossessed cotton sharecroppers. Questions were raised concerning the Department's interpretation of Paragraph 7 of the 1934-35 contract. This paragraph stated that the producer would endeavor in good faith to bring about the reduction of acreage in such a manner as to cause the least possible amount of labor, economic, and social disturbance. To accomplish this end, the reduction in acreage among tenants would be as nearly as possible on an equal basis. Two clauses were added which were subject to different interpretations. The first stated that, insofar as possible, the landlord would maintain the normal number of tenants and other employees. The second stated that the landlord should permit all tenants to continue in the occupancy of their houses rent free for the years 1934 and 1935 unless any such tenant should conduct himself so as to become a nuisance or a menace to the welfare of the producer.....

Spokesmen for tenants and sharecroppers in the South contended that the requirement in Paragraph 7 that tenants be allowed to continue in the occupancy of their houses, coupled with the requirement that the producer cause the least possible social disturbance, meant that the landlord had to keep the same tenants rather than the same number of tenants. Cully Cobb, Chief of the Cotton Production Section, in answering one of the inquiries, said the language could not be made clearer. The landlord was required insofar as possible to keep not the same tenants, but the normal number of tenants 26/.....

Jerome Frank, General Counsel of the AAA stated that 'the Cotton Section's interpretation was diametrically opposed to the Legal Division's interpretation'. Administrator Davis did not agree with General Counsel Frank and took the matter to Wallace who felt he could not support Frank because, 'Farm spokesmen in the Congress, farm organization leaders and spokesmen for the cotton industry would be enraged'. Davis then: 'fired Howe and Gardiner Jackson of the Office of Consumers Counsel and Lee Pressman, Francis J. Shea, and Frank of the legal Division. Alger Hiss, who had been in charge of drafting the opinion, escaped with a reprimand because Davis had worked with him and liked him. Hiss

25/ Century of Service, p. 453.

26/ Baker, p. 247.

resigned in a few days, saying that he had worked with Davis and admired him but couldn't stay and keep his self-respect. Christgau, who had been demoted by Davis, also resigned'. 27/

But Davis had maneuvered Wallace into a mess, and after the purge Wallace began to suspect that Davis, like Peek, was ambitious to be Secretary of Agriculture. Moreover, Wallace, like Appleby, fundamentally envisioned the Department of Agriculture as reaching beyond the narrow interests of commercial agriculture.

After the Supreme Court declared the Agricultural Adjustment Act unconstitutional on 6 January, 1936, H. R. Tolley, who had resigned from the AAA to return to the Giannini Foundation, was called back to Washington to confer on a new program. Wallace decided that Tolley could handle the job of Administrator, and arranged for David to go on a trip to Europe while Tolley served as Acting Administrator. When Davis accepted a position on the Federal Reserve Board in June 1936, Tolley became the third Administrator. 28/

Although Howard Tolley as Administrator of the AAA shared the broader interests of the Secretary, he took the position that the AAA was the most important agency in the Department and tended at times to drag his feet when he received directives from the Secretary's office which differed from his position. Tolley found it difficult to get his views across to farmers and to state and county committeemen. He was unable to build up strong support for himself and the program changes he wanted to make with farmers or with congressional committees.

Wallace felt it was necessary to find another administrator for the AAA. Appleby told Wallace he could get by with pushing two administrators out of the Department, but that using the same tactics on the third would reflect on the Secretary's leadership. Tolley had important contributions to make to the development of policies and programs in the Department. It was agreed that he should be offered another position and persuaded to stay in the Department.

The decision was made to reconstitute the Bureau of Agricultural Economics as the general planning agency of the Department and to ask Tolley 29/ to head it. This would make it possible to appoint R. M. Evans, Assistant to the Secretary, to the position of Administrator of the AAA. Evans' background as a farmer and Chairman of the State Committee in Iowa made it possible for him to communicate with farmers and with the state and county organizations. His experience and his close personal ties to Wallace, Appleby; and others in the Secretary's office made him more responsive to policy positions and to directives from that office. Wallace's interest in the presidency may have influenced the choice of an administrator who could be considered a representative of

27/ Ibid, p. 250.

28/ Ibid, p. 252.

29/ Ibid, p. 256.

and spokesman for middlewestern farmers. 30/"

R. M. "Spike" Evans, taking office in 1938, lasted as AAA Administrator until the "Wickard Rebellion" in 1942 when the then Secretary of Agriculture, Claude R. Wickard, shook up the Department's hierarchy by appointing an eleven-man Agricultural War Board, made up of eight bureau chiefs and three other members. Dean Albertson in his book "Roosevelt's Farmer: Claude R. Wickard in the New Deal" 31/ tells what happened.

"The eight men reporting directly to Wickard were Spike Evans, now head of a more or less combined AAA and Soil Conservation Service; Beanie Baldwin, Farm Security Administrator; Roy Hendrickson, Chief of the newly created Agricultural Marketing Administration; Jack Hutson, raised to president of the Commodity Credit Corporation; Earl Clapp, Acting Chief of the Forest Service; Eugene Auchter, Chief of all the research agencies; Al Black, Governor of the Farm Credit Administration; and Harry Slatterly, Rural Electrification Administrator. The three additional men for the War Board were M. Clifford Townsend (who had been Lieutenant Governor of Indiana when Claude was state Senator), Director of the Office of Agricultural War Relations; Howard Tolley, Chief of the BAE; and Extension Director, M. L. Wilson. These were the men, with but two exceptions, whom Wickard named as his general staff in the fight for food.

One exception was Spike Evans. Wickard recognized that the AAA had been left in charge of the field forces, but that the Secretary had to supplant Evans' and the Farm Bureau's influence with his own command. In the reorganization, Evans was boosted to such an administrative height that the lines of authority, if necessary, could run directly from the Secretary's office to the War Board, thence to Wickard's hand-picked Triple-A Administrator, Fred Wallace (no relation to Henry), and straight out to the field forces. Evans would linger for another four months in his meaninglessly exalted position, then leave to become Governor on the Federal Reserve Board.

The other exception was Howard Tolley. As chief of the BAE, Tolley had made a brilliant record, particularly on his production goals work. But his relationship to the Secretary had never outgrown the teacher-student status of earlier years. It was a constant reminder to Wickard that he ought not be telling men so much older and wiser than himself what to do--nor did Tolley make any great effort to let Claude forget that this was the situation. As a result, BAE economist Oris V. Wells became liaison between Tolley and the front office, while Tolley moved on loan for several months to Leon Henderson's OPA.

30/ Ibid, p. 257.

31/ Roosevelt's Farmer: Claude R. Wickard in the New Deal, Dean Albertson, Columbia University Press, 1961, p. 251.

Insofar as he could safely do so, Wickard had now replaced all top-level Wallace appointees with men of his own choice. In Auchter, Hutson, Shields, and Wells he had found first-rank replacements. The seemingly unavoidable loss of Appleby, McCamy, Eisenhower 32/, Perkins, Evans and Tolley, however, had left the USDA with a serious lack of expert administrative talent. 33/"

Much of the cause of the struggles between top-level officials, intensified by personality quirks, was the old one of conservatives versus liberals with the latter pushing for a Department concerned with social welfare programs for low income farmers as well as programs for commercial agriculture. This intra-tribal welfare did not disturb Secretary Wallace unduly, it was his observation that "friction generates action and energy and that these were needed." 34/ Apparently, the Secretary believed in the old American Indian adage that: "It is the wolves in the wilderness that keep the elk healthy."

CREATION OF A GRASSROOTS FARMER ADMINISTRATION

In March 1933, there was, of course, no organization nor governmental machinery on tap for implementing the New Deal farm programs, and one had to be created fast. At the outset, consideration was given by Wallace and his staff, to having the Federal Extension Service, with its structure of State Directors, district supervisors and county agents already in being, made the administrative arm of the program, aided by advisory committees manned primarily by farmers. 35/ This plan was rejected because of protests, especially from the Secretary's home state of Iowa, that the Extension Service was "closely allied with the Republican party and dominated by the Iowa Farm Bureau." 36/ The alternative adopted was the creation in all states of a "farmer administration," consisting of county and community committees composed almost entirely of farmers elected by their neighbors, a State Advisory Board and a State Board of Review to administer the program, consisting of the State Ag Statistician, as Chairman, a farmer member and the director or his representative from the State Extension Service. 37/ The Extension Service was to make an all important, extramural contribution in explaining the goals of the program, and its economic background, educating inexperienced committeemen in the intricacies of contracts and operating procedures, and as catalytic agents in implementing the AAA projects. This building up and utilizing of farmer committees as grassroots administrators of the AAA program was, to Henry Wallace, a prime example of "Economic democracy in action". 38/

32/ Milton Eisenhower, brother of Dwight, served as Head, Office of Information, USDA, 1928-40. See Century of Service, p. 459.

33/ Albertson, p. 252.

34/ Ibid, p. 247.

35/ Baker, p. 243.

36/ Baker, p. 243.

37/ Baker, p. 245.

38/ New Frontiers, p. 264-266, H. A. Wallace, Reynal and Hitchcock, N.Y., 1934.

Thousands of meetings were held in rural areas attended by hundreds of thousands of farm people. In Kansas, Minnesota, Missouri and South Dakota alone, 4,500 educational-explanatory meetings were held attended by over 400,000 people. 39/ The economic sermon preached over and over at all these farm meetings was basically very simple.

The U.S. had changed from being a debtor to being a creditor nation. Either we must forget the debts owed us or import more goods from overseas.

There are only three ways these increased imports could be paid for--with gold, goods or services. Since this country did not have that much gold, nor could provide services to foreign nations of such high value, we must export more goods abroad, especially farm products.

Until exports of farm products were greatly increased, production must be controlled, and since the individual farmer, unlike the automobile manufacturer, could not by himself, bring about the required reduced production, the government must accomplish it and compensate the farmer for his contribution to a joint effort that benefitted the producer and consumer alike.

Urgent Demands for Additional Agricultural Statistics

The New Deal's vast, complex, varied, and ubiquitous farm programs required statistics at the state, county, community and even farm level, never dreamed of before. The Division of Crop and Livestock Estimates was looked to for this mass of basic data. W. F. Callander, Head, Division of Crop and Livestock Estimates in Washington, had anticipated this development and on March 24, 1933 sent a Crop Estimates Memoranda (CEM #55), marked "Strictly Confidential" to all Statisticians in Charge of a State office, alerting them to the impending demands that they provide county estimates for commodities in surplus supply.

This was followed on April 27 by CEM # 64 confirming the role of the Crop Reporting Service as the primary source of statistics needed to formulate plans and to establish quotas essential for operating the production adjustment programs. Writing three years later about this aspect of the problems of production control, three renowned economists stated:

"The records and expert knowledge of the Division of Crop and Livestock Estimates were indispensable in making decisions at almost every stage in the formulation of control programs." 40/

As plans and procedures developed in Washington, they were incorporated into CEM's (Crop Estimates Memoranda) which bombarded State offices for the

39/ Livestock Under the AAA, p. 330 footnote.

40/ Three Years of the AAA, Edwin G. Nourse, Joseph S. Davis, John D. Black, Brookings Institute, Washington, D.C., p. 53.

next several months. These memos were prepared primarily by Dr. Charles F. Sarle, aided by J. L. Orr and Oscar A. Day, all with very bright minds and a passion for detail. Trying to be helpful, they endeavored to give flexibility to their procedure, but with scant regard for the fact that flexibility and complexity are inseparable twins.

Corn-Hog Juniors

To provide state offices with assistance with these constantly expanding projects, the Civil Service rolls and other possible sources of recruits were canvassed and a quick hiring made of 92 junior statisticians who became labeled as "Corn-Hog Juniors" since so many of them worked on the Corn-Hog Reduction Program. Many of these short-term appointees, Brooks included, stayed on and became permanent members of the Crop Reporting Service. They were, for the most part, competent men who went on to become leaders of the organization. The list is too long to recite here, but a few names will establish the point: Glenn D. Simpson, Arnold Nordquist, Jap Pallesen, Ward Henderson, John Wilson, Clem Heltemes, Miles McPeck, Creighton Guellow, Archie Langley, and Coyle Whitworth.

Funds for the sharp escalation in professional and clerical staffs, travel, office space, equipment and related costs, and to restore a tentative cut in the regular appropriation, were provided by a special allotment of some \$750,000 from the President's emergency funds 41/ essentially doubling the money normally available to the agency. The augmented staff was the largest in the history of the Crop Reporting Service, but whether the increase in personnel matched the additional workload was hotly debated. However, there would be no turning back.

It was, therefore, as a newly hired Corn-Hog Junior that Brooks presented himself that December day in 1933 to that affable dynamo, Leslie M. Carl, Statistician in Charge of the Iowa office of the Crop and Livestock Reporting Service. He was not the only new recruit in the Iowa office; in fact, there was a total of nine -- one for each of the Crop Reporting Districts into which, for statistical purposes, the state had been divided on the basis of agricultural and geographical homogeneity. Within a short time one of the recruits -- an obvious misfit -- disappeared in compliance with an admonition in a memorandum (CEM #123) from the Big Chief in Washington dated November 14, 1933 that stated:

"If, after a week or 10 days any of these men should prove that they are incompetent to handle the work, the termination of their appointment should be recommended at once with the reasons therefore. It is essential that these men are the type who can work well with the farmers."

41/ Crop and Livestock Estimates "Appropriations and Allotments, Fiscal Years 1865-1944, prepared by Paul L. Koenig, 1944, SRS files. Also, see "The Story of Ag. Est.", p. 78.

The group of young men represented an assortment of backgrounds. The names of other Jr. Statisticians in the Iowa Office that come quickly to mind are Harry Henderson, Frank Lombard, Wally Hampton and Al Kendall. A training program was hastily improvised by the Statistician in Charge, Leslie Carl, and his Assistant, Julius Peters. Literature concerning the history, organization and procedures of the Crop Reporting Service was provided. A four-part "correspondence course on rudimentary statistical techniques" that had been prepared in Washington by S. R. Newell, was diligently pursued. A clerk taught the rookies to operate a comptometer and Peters initiated the neophytes into the inexact art of editing and matching Rural Carrier cards. These preliminaries out of the way, each man prepared a rather detailed analysis of data pertaining to his assigned district in the State.

Corn-Hog Conference in Des Moines, 1934

Early in January, 1934, an educational and explanatory conference was held in Des Moines to introduce the Corn-Hog Program to the State Corn-Hog Board, County Committee Chairmen, and Statisticians involved in the gargantuan task. Speakers covered the economic background of the corn-hog situation and secondly explained the details of the contract and related forms. ^{42/} A large contingent attended from Washington, including such stalwarts as W. F. Callander, Head of the Crop and Livestock Reporting Service and Chairman of the Crop Reporting Board; Dr. Charles F. Sarle, Principal Ag. Statistician on loan to AAA; J. A.



^{42/} Livestock Under the AAA, p. 329.

Becker, Statistical Research Consultant; C. L. Harlan, in Charge of the Live-stock Section; and John B. Shepard, in Charge of the Dairy Products Section. During a discussion of the program, frequent reference was made to "gilts." Finally, Harry Henderson, a town boy raised in Eldon, Iowa asked "What is a gilt?" He learned fast, however, and went on to become an Information Specialist in the Department.

MEET MR. CALLANDER

Seeing Mr. Callander in action at the Corn-Hog Conference was an eye opening experience. He was not an impressive speaker, and for the most part, left the podium to others, especially to the erudite C. F. Sarle. From a seat at the edge of the room near the door, Callander watched and listened, spoke softly to his bevy of aids, and wandered in and out of the room. To the knowledgeable, however, there was never any doubt as to who was in control of the proceedings. Callander had the attributes that John B. Canning, Counselor to the Secretary of Agriculture in the early 1940's, thought essential in a leader -- "the hard mind, the moral courage, and the soft heart, (required) to succeed in quasi-judicial matters involving human relations." 43/ When Mr. Callander died at the age of 88, bearers of his funeral represented all echelons of the agency from the Administrator to support services and retirees. 43A/

As was said about Roosevelt's crippled condition, the thing you noticed first about Callander, his complete baldness, was the thing you forgot first about him. This condition may have been associated with an incident that occurred in 1926 when Senator Thomas Heflin of Alabama, known as "Tom-Tom," because of his vehement tirades in the Senate, became incensed at one of the cotton forecasts. The irascible Senator called for an investigation and when he learned that Callander, Chairman of the U.S. Crop Reporting Board, had been born in Canada, he was outraged. "The idea," he bellowed, "of a Canadian coming down here telling our southern farmers how much cotton they've got!" Actually, Callander had been a citizen of the United States for many years, but he had been born in Canada where his father had been in the lumber business. A logging railroad was built, snaking its way through the timber, and the end of the line was named Callander for the boss whose son, William F. was born there in 1880. Callander, Ontario, became world famous many years later when the Dionne quintuplets were born there. Perhaps it was merely coincidence, but following the cotton squabble in 1926, Mr. Callander lost all his hair, even the eyebrows, and it never returned. 44/

43/ Canning to Secretary of Agriculture, November 25, 1942, National Archives.
43A/ They were (Representing): Administrator, R. P. Handy; Div. Directors, R. K. Smith; Branch Chiefs, Ralph Stauber; Section Heads, J. J. Morgan; State Offices, J. M. Koepper; Admin. Services, W. H. Evans; Retirees and former heads of CRS, P. L. Koenig; Friends of the Family, Al Miller. (Administrator and Deputy Administrator were out of town), E. M. Brooks, Reader File 12/6/68. Also see "That Reminds Me," by Allen Barkley, p. 129. Heflin, "Had a voice as penetrating as a steamboat whistle."

44/ Personal interviews with Callander's son Ronald.

Mr. Callander joined the Department in 1905 as a stenographer in the Bureau of Plant Industry and served as Private Secretary to the Secretary of Agriculture, David F. Houston, 1913-15, where he learned much about the functions and workings of the Department. Along the way he acquired an LLB and took courses in mathematics and statistics. He was appointed Field Agent for Wisconsin in 1915 and later for a time, was in charge of the Ohio office. In 1923, he was made Head of the Division of Crop and Livestock Estimates, a position he held until he retired in 1950 except for intermittent brief periods, when he was Assistant Administrator and Comptroller of the AAA (1935-37) and during World War II when he taught at the University of Florida and, for a time, directed the Agricultural Census. Callander had a restless mind that roamed over the problems of the day seeking solutions which, when found, were promptly implemented. He always had the interest of his men uppermost in his mind, bragging on their achievements and urging them to improve their technical knowledge and managerial skills. He moved men around "like checkers on a board", always with a view of improving the service and utilizing the man's abilities to best advantage, although they did not always agree with his thinking. An inveterate traveler, he roamed the state offices constantly. "One whiff of train smoke and he was gone," Harlan said. 45/

Although of a friendly nature, no one took liberties with him, and no one ever called him Bill despite the old doggeral:

My Mother calls me William; My Father calls me Will;
My sister calls me Willie; But the fellers call me Bill.

Callander like to talk about his plans, programs, projects and people. He was never in short supply in respect to new projects and exciting prospects, for which he was an eternal optimist. Knowles A. Ryerson, Dean of Agriculture, University of California at Berkeley, remarked to George Scott, State Statistician, that he "liked and admired Mr. Callander, but he wished Callander would just once come out to California and let them tell him about some of their plans, programs and problems." 46/

Many men when they retire take on the appearance of a shriveled, discarded, cicada shell, but not so with WFC. Long before he had his rendezvous with Retirement, he started studying calculus and advanced statistical techniques preparatory to teaching at the University of Florida.

PROBLEMS OF STATE CORN-HOG BOARDS

The task confronting the AAA officials in Iowa, as well as elsewhere, was formidable. All were engaged in a new, revolutionary and complex undertaking for which there was no background of experience, no precedence to use as guidelines, and no trained staff to implement the mammoth project. Everything had

45/ Omnibus Supplement, June 1942.

46/ Personal Interview with George Scott.

to be improvised, amidst great confusion and under the pressure of urgent deadlines and the wrath and anxieties of a people driven almost to distraction by the economic calamities that had befallen them. The planners and implementors of the New Deal farm programs were indeed, as Roosevelt put it in his bill to Congress, journeying along "a new and untrod road." 47/

Although the Crop Reporting Service had for years prepared state estimates of the acreage, yield and production of corn, and numbers of sows farrowed and pigs raised, these data were not considered fully adequate for use as State allotments, especially in respect to hogs. In any event an estimate of total production for a state did not represent that covered by contracts of something less than all farmers in the state.

Dr. D. A. Fitzgerald goes on to say--

"Consequently, unusually elaborate plans were laid to tap all possible sources of information, including the contracts themselves, in determining state and county corn-hog quotas. The task was delegated almost entirely to the Division of Crop and Livestock Estimates of the Bureau of Agricultural Economics through its central office in Washington and its branch offices in the 48 states. Most check data came directly or indirectly from three sources: (1) Department of Agriculture surveys of acreages, yields, hog litters, hogs saved, and hogs raised; (2) state census or tax assessment figures; and (3) the 1930 United States census. The compilation and summarization of material from these sources both in Washington and in the State offices of the division was done late in 1933 and in the early part of 1934." 48/

Despite the haste with which these state quotas had been prepared, and the shakiness of some of the source material used, they were to become almost non-violable standards.

The State Corn-Hog Advisory Committee, that provided overall guidance for the program in Iowa, had as its Chairman, R. M. "Spike" Evans of Laurens, Iowa, and, as members, Ralph Smith of Newton, Iowa; R. K. Bliss, Director, Extension Service of Iowa State College, Ames, Iowa; and State Senator William McArthur, Mason City, Iowa. 49/

The program's administrative arm, the State Board of Review for Iowa, consisted of L. M. Carl, Federal-State Agricultural Statistician, Chairman; J. L. Boatman, Iowa State Extension Service; and R. M. Evans, the Chairman of the

47/ Three Years of the Agricultural Adjustment Administration, p. 17, by E. G. Nourse, Joseph S. Davis, and John D. Black, Brookings Institution, 1937.

48/ Livestock Under the AAA, p. 104, 105.

49/ "Agricultural Adjustment" - A Report of Administration of the AAA, May 1933 to February 1934, U.S. GPO, Washington, D.C., 1934, p. 133.

Iowa Corn-Hog Advisory Committee. 49A/ The Board of Review was charged by the Corn-Hog Section in Washington with three primary functions: (1) examining and approving contracts and certifying them to the Corn-Hog Administration in Washington, (2) establishing county and township quotas, and (3) assisting county allotment committees in making whatever final adjustments would be necessary within the counties to conform with quotas established. 49B/

The Washington headquarters of the AAA gave the State Board of Review specific quotas on corn acreage and hog numbers which could not be exceeded without permission. The Board, using the talent and statistics of the Iowa office of the Crop and Livestock Reporting Service, 50/ in turn determined an allocation of these state quotas to the 100 counties in Iowa, with the same restrictive clause on exceeding them.

County agricultural agents supported by a five man county committee and a committee of three farmers in each community (township in Iowa), carried on an active program to get producers to sign contracts. Signers of a Corn-Hog contract agreed to reduce their 1934 corn acreage by not less than 20 percent 51/ and the number of hogs produced for market, at least 25 percent below their respective 1932-33 averages. Upon compliance with this production control program, participating farmers were to receive payment of 30 cents a bushel on the average yield of the corn acreage taken out of production, and \$5 per head on the number of hogs he was permitted to raise. 52/ Enthusiasm for this projected program was widespread as it seemed to hold out some hope for adjusting production sufficiently to bring about a rise in prices and, in any event, it would bring in some desperately needed cash.

County Corn-Hog Organization

The agricultural agent was the key man in implementing the AAA programs in most counties. Corn-hog farmers in the various communities elected a committee of three men, the Chairman becoming automatically a member of the County Corn-Hog Control Association. This body then elected, out of its membership, a County Allotment Committee consisting of a President (Chairman) and 2 to 4 members.

In most counties, the wheel-horses of the program were the AAA County

49A/ Richard H. Roberts, Masters Thesis, University of Iowa, 1934, Unpublished, p. 27.

49B/ Ibid, p. 60.

50/ The Crop Reporting Service has had many labels over the past hundred years, but in this narrative the term Crop Reporting Service will be used most frequently up to World War II and thereafter, "Ag Estimates."

51/ For 1935 a reduction on only 10 percent was required and the payment was increased from 30 to 35 cents per bushel. "Livestock Under the AAA," pp. 163-164.

52/ Livestock Under the AAA, p. 336, footnote 16.

Tabulators, one for each 300 to 500 contracts. 53/ These indispensable and crucially important Tabulator Clerks were selected, with the advice and consent of the county agent, from the top three people taking a specially designed arithmetic test 53A/ designed in Washington by S. R. Newell. It was a very effective device and was widely used later for sorting out applicants with aptitude for, and knowledge of how to handle the tabulation and computation of figures. In transmitting instructions to State stats who had responsibility for grading the tests, CEM #144, December 29, 1933, concluded:

"One word of caution. Be impartial in your ratings of the test, follow the rules rigidly. Be prepared to defend your position against all possible contest."

The Corn-Hog Juniors were busy throughout the winter and spring months working with county agents, county control committees, and the county tabulator clerks in details of the sign-up campaign.

Everybody involved in the program worked extremely hard with no regard for overtime, Saturdays, Sundays, and holidays. All were glad to have a paying job, especially one that promised to do so much good for so many deserving people.



Julius Peters, Allan Miller, c. 1937, (Note the circular sliderule or Omnimetre).

53/ See Appendix for Sample Test.

53A/ Livestock Under the AAA, p. 82.

The work of filling out contracts went well or so it seemed. However, Brooks had a personal problem of prime importance. In Des Moines, he had become re-acquainted with a girl he had known all her life and they wanted to get married, but he was deeply concerned about his murky job status. Perturbed beyond measure, he talked to Julius Peters, Asst. State Statistician for Iowa about the advisability of taking such a step. Julius gave a very solemn and eminently sensible discourse on the seriousness of the marriage state, the desirability of being well established in a job with funds to fall back on in case of emergency, etcetera, etcetera. It was sound advice, but not at all what Brooks wanted to hear. Shortly thereafter, Dr. Charles F. Sarle came by on one of his periodic visits to Iowa, and Brooks went to him with his problem, but took a different approach than he had with Julius. He did not ask Sarle about the advisability of getting married, but instead asked him, "What do you think my chances are of continuing in the Crop Reporting Service?" Sarle replied that with Brooks' background and education, he thought his prospects were excellent - that "these programs were here to stay." That did it! On June 10, 1934, Brooks went to the altar with a bride on his arm and a 30-day extension of his expired 6-month appointment in his pocket.

Trauma Over State and County Quotas

In the meantime, a storm was brewing that was to shake the Corn-Hog program from top to bottom. The exhilarating sign-up campaign had apparently been conducted well, hope was high and all seemed rosy when there came a shocker out of the Corn-Hog section of the AAA in Washington. In May and June State and county quotas on corn acreage and hog numbers were released in Washington, and every state and county had exceeded their quota. Nationally, on the 1,200,000 Corn-Hog contracts that had been signed, 54/ the corn acres claimed averaged 3.6 percent above the quota in major corn producing states, much higher elsewhere, yield per acre, 5-15 percent; and hog numbers a whopping 12 percent, ranging from less than 10 percent in some counties to over 100 percent in others. 55/

On the average, one hog in each eight that farmers had claimed on their contracts, had to be removed before payments could be made. Such a cut meant money out of the farmer's eagerly awaited contract checks; money he had confidently expected to receive soon.

A howl of anguish and pain went up across the nation, and beat upon the ears of every Corn-Hog committeeman, State Board member, Extension worker, statistician and any one else involved in any way in the program. The protests grew so fierce that on June 21, 1934, the American Farm Bureau Federation wired the Secretary of Agriculture to abandon county quotas. 56/

54/ Fitzgerald, p. 369 (Appendix).

55/ Fitzgerald, p. 107.

56/ Livestock in the AAA, p. 108, D. A. Fitzgerald, Brookings Institute, Washington, D. C., 1935.

Recount in Iowa

In Iowa a total of 173,565 Corn-Hog contracts had been signed involving 10,576,079 acres of corn of which 2,472,720 were to be taken out of production. 57/

After about 6 million dollars had been paid to Iowa contract signers, further payments were suspended when a hassle developed between the AAA in Washington and the Iowa Corn-Hog Board of Review. The Rental Benefit Audit Section discovered a "discrepancy, presumably due to a misunderstanding or error in calculation, existed between the aggregate of the county totals actually used as a basis for contract adjustment, and the State hog quota established by the Department of Agriculture." In the AAA press release #221-35, July 28, 1934, the Iowa Board of Review claimed that the AAA had authorized an increase in the State hog quota; this the AAA denied. 58/

The result was a re-check of contracts in most Iowa counties which reduced the difference between the original contract totals and original quotas by perhaps 10 percent - a very unpopular enterprise. Most farmers kept few records of their purchases and sales of products; hence the auditing of individual contracts became, very often, a matter of reasonable assumption.

According to D.A. Fitzgerald who presents a detailed study of the Corn-Hog Program in his book, Livestock Under the AAA, there were three principal causes of over-statement in claims of hogs raised during the base period 1932-33: 59/

1. Hogs farrowed before December 1, 1931 were included (although marketed in 1932-33) they were not eligible to be claimed; also some farrowed after December 1, 1933 were illegally claimed.
2. Feeder pigs were erroneously included that had not been farrowed by the signer, but bought by him.
3. False Claims - deliberate attempts to claim hogs that never existed.

A notorious attempt to defraud was made by an Iowa farmer who decided he would add 100 hogs at an average weight of 200 pounds to his sales receipt. In making the alterations, however, he very carelessly used a different color ink which was detected by a committeeman who gleefully deleted the phantom pigs. However, a Colorado farmer who tried a similar caper got past the local committee, but was caught at a higher level and sentenced September 29, 1934, to

57/ Ibid, p. 369.

58/ Livestock in the AAA, p. 114 footnote, D. A. Fitzgerald, Brookings Institute, Washington, D.C., 1935.

59/ Livestock in the AAA, p. 111, D. A. Fitzgerald, Brookings Institute, Washington, D.C., 1935.

18 months in the Federal Penitentiary at Leavenworth, Kansas. 60/

Travail in Michigan

Meanwhile, Michigan was having severe Corn-Hog problems of its own and the decision was made to delegate Don Wilson, Del de Haan and E. M. Brooks to assist in that State. Arriving in Lansing, the trouble shooters were told there was one county in particular, where farmers reportedly were in a dangerous frame of mind because of the mess they were in on their Corn-Hog contracts. A protest meeting was being held that night in a County Court House a few miles away and the three "foreigners" were dispatched to deal with the situation. The court room was crowded to the windows with unsmiling, grim-faced farmers, emanating a distinctly hostile attitude. The Chairman of the County Corn-Hog Committee, a farmer, opened the meeting with a terse review of the bizarre and painful history of the program in the county. In January, 1934, the then county agent, with more zeal than judgment, had hurriedly rounded up a relatively large number of Corn-Hog farmers, had the contracts typed, final signature applied, and the contracts sent to Washington in a week's time, with assurance to the signers that the benefit checks would be forthcoming within a few days. Upon investigation, it was found that the "completed" contracts contained 11% overstatement on hogs for market, and that the whole job had to be done over. This exasperating re-run had been accomplished in fair humor, but now once again they were informed that the claims of hogs raised still exceeded the county quota as dictated by the State Board. This meant that a messy, irritating, time consuming appraisal of each signed contract again would be necessary and a lot of hog claims would have to be disallowed. The whole county was in an uproar over this latest development and tonight's meeting had been arranged so that these three AAA "experts" could explain the new demands and find some way to alleviate the situation.

Don Wilson, on loan from the Maryland office, led off with a very calm and, what seemed to be, logical and meaningful explanation of the functioning of the Corn-Hog Section in Washington, D.C., the necessity for quotas, their impartial allocation to the states and subsequently to each county. No lessening of tension.

Brooks followed with more of the same, with the same result. No thawing of the chilly atmosphere.

The new county agricultural agent made some placid remarks. No response. The young county attorney, very pleasantly, touched on some legal aspects, and even tried to inject some humor into his comments. It fell flat. Nothing appeared to have had any conciliatory effect on the crowd that had frequently interrupted with harsh questions and uncomplimentary remarks about bureaucrats and Washington officials. The outlook was glum.

60/ Livestock in the AAA, p. 349 footnote, D. A. Fitzgerald, Brookings Institute, Washington, D.C., 1935.

Then Del de Haan began to talk. Tall, lean, weathered, with strong calloused hands, he leaned back easily against a desk and began very quietly, saying in essence:

"Gentlemen, I am not a bureaucrat, and I am not from Washington. In fact, I have never been in Washington. I am an Iowa farmer, my brother and I operate a 380 acre farm in Marion County, Iowa. We raise corn and hogs and other such things and manage a few other farms. My neighbors elected me a community Committeeman and I am a member of the Marion County Corn-Hog Reduction Board. I know what your problems are because I have had the same ones. We had a county quota too, and the hogs claimed exceeded it so much that we had to go back through the contracts twice in order to take out 21,000 hogs."

Now everybody in the court room was listening. Here was the voice of experience. They raised questions, but no longer in belligerence, but seeking to learn. Finally, at midnight the meeting closed, not with cheers, but not with jeers, either. 61/

Del de Haan continued his trouble shooting career for several years, working in Pennsylvania, the northeastern states from Maine to Virginia, and in Minnesota and Wisconsin, among others. After a stint in the D.C. office of the Triple A, and as its statistician for Iowa, he returned to farming and other activities in Pella, Iowa, where in 1976 he was Vice-President and Director of the National Bank when not loafing around his 2 1/2 acre urban-rural lot. 61A/

This was the worst encounter and visits thereafter, to other Michigan counties, were peaceful and usually quite pleasant. However, no one, farmer committeemen, county agents, nor statisticians, got any pleasure out of the wretched business of combing through each Corn-Hog contract for questionable claims of hogs that could be deleted because their existence could not be supported by sales slips or other documentary evidence. The farmer committeemen were in an exceedingly difficult situation. It had seemed quite an honor to be elected by your neighbors to the Community Committee, and then to the County Production Control Board. Your name looked impressive in the local newspaper, and the new deference and attention was ego massaging. But now, everything was different, the hateful, agonizing, task had to be faced of meeting the implacable county quotas rigidly upheld by the State Board, and beyond, by the AAA in Washington. Tough decisions had to be made with consequent lower benefit payments for old friends and good neighbors, already hard pressed by adversity -- decisions that often were difficult to defend on plausible grounds. The unsung heroes of the Corn-Hog Program of 1934 and 1935 were the county and local committeemen who manfully tramped over every farm

61/ Personal Narrative, and confirmed by Del de Haan in 1976 (see letter in SRS files).

61A/ Personal correspondence with Del de Haan, 1976.

checking corn acreages for compliance, appraising yields per acre and, despite the sniping and snarling all about them, somehow come to terms with their assigned quotas.

In discussing the tattoo of criticism stirred up by the AAA program, Fitzgerald stated:

"State extension supervisors, the Corn-Hog Section, and the Division of Crop and Livestock Estimates came in for a share of the blame. In fact, the State supervisors and junior statisticians frequently bore the brunt of the initial attack as they travelled from county to county in the field. Many of the extension supervisors, though by no means all, were inclined to side with the producer in the controversy. County agents were naturally even more prone to support the producers' claims. -- Indeed, State corn-hog committees, corn-hog fieldmen, and the farmer and extension service members of the State boards of review themselves by no means solidly supported the quotas." 62/

This array left the statisticians to bear the brunt of resentment of the hated quotas and associated grievances. The result was a decline in support of the regular crop reporting program, as evidenced by this statement by Dr. Fitzgerald:

"The controversy, at least for the time being, appreciably reduced the number of reports submitted to the Division of Crop and Livestock Estimates by its volunteer reporters. The number of pig survey reports in the fall of 1934 was 12 percent below the number of replies received in the fall of 1933 for the United States as a whole, and much less than this in some states, and the number of 'intentions to plant' reports in the spring of 1935 was about 5 percent less than usual. A new element of bias had likewise been injected into them." 63/

In Iowa there was a precipitous drop in the number of Rural Carrier Fa. Acreage cards tabulated in 1934 (8,371), as compared to 1933 (11,017). A decline of nearly one-fourth. In 1935 there was a further decrease in returns to 6,764 and in 1936, the low point, only 6,422 cards were tabulated. Not until 1938, five years after the bitter resentment over the quotas established by the Crop Reporting Service in 1934, did the returns for Iowa (11,622) again reach the 1933 level. 64/ No doubt other factors -- the severe droughts during that period and political considerations -- played a part in the lowered re-

62/ Livestock in the AAA, p. 108, D. A. Fitzgerald, Brookings Institute, Washington, D.C., 1935.

63/ Ibid, p. 108.

64/ Data provided by Duane Skow, SIC, Iowa, 1976, SRS files.

turns, but it seems probable that a major consideration was lingering resentment over the unfortunate quota fiasco.

In the end, for the 1.2 million contract signers in the United States, the corn acreage allowed above the quotas was less than one percent. The average yield per acre of corn was 14 percent above the quota. For hogs no comparable figures are available, but the number of hogs allowed undoubtedly exceeded the quotas by a significant amount. 65/

Verne H. Church, SIC, Michigan

Verne H. Church, SIC for Michigan, ran a smoothly functioning, highly regarded office with a firm, but benign hand. He had started his government career with the Weather Bureau in 1902 at a salary of \$840 per annum, but transferred to the Bureau of Statistics in 1914 as a traveling Field Agent when he ranked 8th nationally in a Civil Service examination. The title of Field Agent rankled with most of the 17 men engaged in this work around the country as it "smacked of insurance agents, bank agents, and all other types of agents, not too popular with the public. The title was changed to 'Agricultural Statistician' on July 1, 1920, and our dignity was appeased thereby." 66/ The Bureau's name was also changed in 1914 from "Statistics" to "Estimates", because it was believed that "the public took the term statistics to mean that the figures issued were definite and absolutely accurate, whereas the term 'Estimates' would lead to an interpretation more in accord with their actual character." 67/

In those early days, no clerical staff was provided and Church had to do the mailing, tabulating, analysis and report writing himself. He spent most of his time traveling around Michigan, on foot and by horse and buggy, train, interurban and, at Church's instigation, by hired car with a driver, since it had been ruled illegal to pay an employee for use of his personal automobile. Mr. Church was an innovator and introduced such practices as appraising crop acreages by counting fields and number of telephone poles across their front from train windows. 68/ Also, when use of personal automobiles was legalized in 1921, he attached to the instrument board a box with eight or so compartments labelled corn, wheat, etc., and dropped in a bean as a tally as he traversed a prescribed route through agricultural areas of the State. This system had its frailties as Virgil Childs, then SIC, Georgia, learned to his sorrow. After a long, hot day spent dropping beans in the box, his car went awry, upset, and scattered his precious tallies all over the road. 69/

To stimulate interest in crop reporting, Church regularly had exhibits at

65/ Fitzgerald, p. 369.

66/ Verne H. Church Memoirs, 1943, p. 8, Unpublished, SRS files.

67/ Ibid, p. 6.

68/ Ibid, p. 10. Also claimed for B. B. Hare, SIC, S.C.

69/ Personal Interview.

state and county fairs 70/ where, to attract attention, he conducted a guessing contest.

"A five-gallon glass jar was partly filled with white pea beans. The exact net weight of the beans was determined by the State Inspector of Weights and Measures and kept secret by him. He then officially sealed the jar. -- Prizes donated by firms having business relations with the Department, were given for the nearest guesses. --Our first effort, at the State Fair, resulted in obtaining 2,000 guesses which, when tabulated gave an average six percent above the actual weight. In transporting the jar from that fair, it was accidentally broken. Examination of pieces of the glass disclosed that it ranged in thickness from one-fourth to one-half inch, which gave it a slight magnifying effect which possibly accounted for the guessing average being too high. For the next fair, we obtained a globe-shaped container from the chemical laboratory made of very thin glass. Although the number of guesses obtained was much smaller, the error averaged only 26 hundredths of one percent." 71/

Another of his projects involved getting children in Vocational High Schools to fill out, tabulate, and analyze crop reports based on data for their father's or neighbor's farm. In 1930 when the project had to be abandoned because of the pressure of other work in his office, there were 125 schools participating and the class enrollment was 2,500 students.

Although Mr. Church never attended college, he taught a course in statistics for several years to Junior and Senior students at Michigan State University. He had a clear, methodical, analytical mind and a continuing interest in promoting work in agricultural statistics. He, and his very capable assistant, Irwin Holmes, taught their Corn-Hog Juniors a great deal during that summer and fall of 1934.

The 41 state offices were marvelous training centers as the Stats-in-Charge were, for the most part, competent craftsmen and had an interest in teaching younger men not only the techniques and procedures regularly used in the estimating program, but also management ploys and stratagems, production and marketing practices, pitfalls of cooperation with local, state, and federal agencies, and private industry. The SIC's were also innovative, and initiated many, if not most of the new methodology that became a standard part of the agency's accumulated storehouse of "know-how" used to push forward a multiplex and mushrooming program.

70/ Ibid, p. 19.

71/ Ibid, p. 29.

Regional C-H Conference, Indianapolis

A Regional Corn-Hog Meeting was held on December 18-19, 1934, in Indianapolis, Indiana, and Mr. Church took Brooks with him, traveling by bus to Detroit and thence to Indianapolis by train. As usual the "grapevine" was working overtime during the meeting and it was soon learned that a permanent P-1 position would be vacated in Kentucky when C. E. Burkhead was transferred to Oklahoma within a few months. This really set the adrenalin flowing as a secure position was Brooks' greatest concern and one in Kentucky, a favorite state, would be beyond all reasonable expectations. Mr. Church understood Brooks' concern but was reluctant to lose a person who had learned something in five months about his regular office operations, as well as AAA programs; however, he said to go ahead and talk to H. F. Bryant, SIC for Kentucky, who was attending the Indianapolis conference. This conversation seemed to go favorably although no commitments were made, and Brooks left Indianapolis a day ahead of Mr. Church, still uncertain, but excited. On the way through Detroit a policeman got on the bus "hawking" newspapers and Brooks gave him a dollar expecting ninety-five cents in change, but the cop kept the whole dollar! It was a fund raising deal under which, once a year, Detroit policemen sold newspapers for charity and they always "kept the change." It was not at all funny at the time as the dollar represented one-fourth of his travel expenses.

On January 10, 1935, Mr. Church received a wire that Brooks was to go to Kentucky and on January 25, 1935, he reported to H. F. Bryant, SIC, in Louisville for his third State Office assignment, still temporary, but with prospects. All of the ninety Corn-Hog Juniors were going through a similar process of finding a permanent location in the Crop Reporting Service, and eventually practically all, that so desired, stayed on and made a career in the Agency. The experiences of many of them are touched on in this narrative.

TRANSFER TO KENTUCKY

The Kentucky office staff was small, consisting of only three regular clerks, 72/ Mr. Bryant, and the Assistant position in which Brooks was not confirmed for more than six months, although he functioned in that capacity after Burkhead left. In addition, there was a part-time price clerk, 73/ about 40 temporary AAA clerks and four C-H Juniors -- Archie Sabin, Dave Morris, Robert C. Guthrie, and Harve Mobley. The latter was considerable of a character. Raised in eastern Kentucky, he had many of the characteristics of mountain people, including an exceedingly fast mind and native shrewdness. His potential was limited only by his philosophic attitude that he could handle any situation without effort. He explained his approach to life by telling a story about a lion-killing billy goat. It seems that a goat one day took refuge from a storm in a cave; and shortly a lion, out looking for a meal, wandered in. "Aha," said the lion, "now isn't that luck, here I am almost starved, and I

72/ Stella Doyle, Elsie Dawers, and Louise Frye.

73/ Emily Baird.

find a nice juicy goat to eat!" "Watch yourself fellow," replied the goat, "I guess you don't know who I am." "Well, who are you?" snarled the lion, "I" said the goat trying to look fierce, "am the famous lion-killing billy goat, and I am going to kill one right now!" Whereupon, he put down his head and lunged at the lion which turned tail and ran.

Harve was very helpful in getting the Corn-Hog contracts completed in the part of the State he knew best. One day when he was planning a trip to Clay County in the eastern part of the State, a piece appeared in the Louisville Courier-Journal that caused some concern for his safety. It read as follows:

CLAY RITES PREVENTED BY AMBUSH

Mourners for Slain Youth Fired on, Forced to Delay Burial

Manchester, Ky. -- June 20, 1935 -- AP...

Mourners escorting the body of a slain youth, James Cupp, to a family graveyard in a remote section of Clay County were fired upon from ambush yesterday, it was learned today.

Members of the funeral party said shots came from three different places in the underbrush. The party returned to the home of the youth's mother and planned to make another attempt to bury the body today.

Cupp was shot Tuesday in a section of the county where factional feeling has been reported running high. Reports received here said the man alleged to have slain Cupp is armed and accompanied by fifteen or twenty armed men.

Sheriff T. C. McDaniel, who recently was requested by Circuit Judge W. E. Begley to take steps toward getting State police to assist in restoring order in that section of the county said today he will employ enough men to execute all papers placed in his hands.

When Harve was shown this newspaper account he just laughed, "They weren't trying to hit anybody, those men up there are all good shots, they were just trying to scare those people."

Charles E. Burkhead did not depart for his new assignment in Oklahoma for several weeks after Brooks arrival in Kentucky, and took him on a get acquainted tour of county offices in the western part of the State. As they headed south out of Louisville, Burkhead asked if Brooks had a Kentucky drivers license, and when he replied in the negative, Burkhead decided to stop at the Court House in Elizabethtown so that his companion could get one. The clerk, a dark visioned young man, in filling out the form asked his occupation and when Brooks replied, "Agricultural Statistician," the young clerk gnawed the end of his pencil a moment, then wrote down "Laborer." When approaching one of the county offices, Burkhead warned, "There is a bunch of sharpies in this office." Brooks asked, "What do we do if they raise questions for which we don't know the answer?" Burkhead replied blandly, "We'll just cover them with confusion."

Like every other state there were a number of factors that made the AAA programs in Kentucky difficult to manage. The topography and shape of the State were not conducive to efficient operations as it stretched 700 miles from east to west, but averaged less than a third of that north and south. The road system radiated out from Louisville with few intersticing roads, making cross state travel a round-about, time consuming, jaunt. Secondary and tertiary roads were simply old buggy pikes that wound around ridges to avoid creeks and rivers and had been plastered over with macadam, or laid with a veneer of gravel. Very little grading had been done and the winding, hilly, high crowned, "hog-backed" roads were dangerous to drive, especially in wet weather, and made for slow travel at anytime. It was a rare Extension Service Supervisor who had escaped having an accident while hurrying to a meeting along the rude roads of that day.

A minor annoyance resulted from the fact that the time zone line separating Eastern and Central time bisected the eastern part of the State causing confusion as to the precise time a meeting had been scheduled. One man, not overly endowed with gray matter, was habitually an hour early or an hour late to meetings. Finally, he thought he had a solution to his problem - he would carry two watches, one showing Eastern Time and the other Central Time. This arrangement worked fine until one day he got mixed up and couldn't tell which watch was which.

The AAA Program in Kentucky

The AAA work was made more difficult in Kentucky simply because, in addition to a Corn-Hog Program, there was also a Wheat Program, and a Cotton Program on which the SIC served as a member. There was, in addition, a Tobacco Program, but it did not cause much additional effort on the part of the Statisticians' staff, except to provide county estimates of tobacco yields per acre, as the program was administered entirely by the Extension Service eighty miles away in Lexington. However, since tobacco was by far the most important cash crop produced in the State, interest was centered in its program with consequent reduced attention to the Corn-Hog, Cotton and Wheat programs by Extension Service workers and others in county offices.

The Cotton Program was confined to seven counties in western Kentucky and involved only about 1,000 contracts, but the distribution of the State's small acreage allotment to the various counties and determination of county yields per acre was a continuing nightmare to Archie Sabin until he transferred to the Washington office in August, 1935, and bequeathed the cotton work to Brooks. Another factor that complicated the AAA projects in Kentucky was the fact that there were 120 counties for practically all of which county estimates of corn and wheat acreages had to be determined, as well as yields per acre, and hog quotas. These tasks had to be accomplished without the aid of State Farm Census, a dependable Federal Census, or even large returns from the regular Crop Estimates sample surveys.

The 26,877 Corn-Hog contracts, signed in 1935, were scattered thinly throughout 117 of the 120 counties in the State -- an average of only 220 con-

tracts per county, none with more than 800, and 28 counties had less than 100 contracts. ^{74/} This sparseness meant, among other things, that county workers did not have enough contracts to process to become thoroughly familiar with contract provisions and operating procedures. As a result, errors were frequent and in some instances contracts had to be returned to counties numerous times for corrections. The Chairman of the State Corn-Hog Board, M. D. Royce, and his assistant, Charles Allen, on a visit to Pike County in the mountain area, eliminated 75.2 percent of the hogs claimed on signed contracts. ^{75/} For the State as a whole, 28.4 percent of hog claims were disallowed. The checking or auditing of the contracts in the field fell primarily to Mobley, Morris, and Guthrie who roamed almost continuously over their assigned areas each consisting of 30 to 40 counties. The confusion that existed among some committeemen and others engaged in the program in the counties is illustrated by the Chairman of the County Corn-Hog Committee who objected to an adverse vote of 3 to 2 on a matter under consideration by his Committee. "Hold up," the Chairman said, "as a member of this Committee, I am entitled to a vote and I vote 'Yes' and that makes it a tie vote. The regulations say that in the case of a tie the Chairman votes to break it, and I vote 'Yes', motion carried!" It took awhile to get the Chairman to accept a more legalistic interpretation of the rules of procedure.

In 1934, Mr. Bryant was Chairman of the State Corn-Hog Board with M. D. Royce, a farmer-businessman from Winchester, Kentucky, and C. D. Phillips of the Extension Service in Lexington as members. However, Mr. Royce was Chairman thereafter and in 1936, Brooks was designated to represent the Statisticians' office on the State Board. Mr. Royce was a strong person, quite outspoken and frank in his personal relationships and very zealous in maintaining his integrity. He often said, "I will skin you in a deal if I can because that is business, but once I give my word, it sticks."



M. D. Royce, Chairman of the Kentucky
Corn-Hog Board 1935-36.



H. F. Bryant, S.I.C. Kentucky 1918-1957.

^{74/} Unpublished Tabulations, SRS files.

^{75/} Letter, Brooks to Burkhead, August 30, 1935.

When a young man, his father had been brutally murdered, and the community, in a frenzy, gathered to lynch a young black man picked up along the railroad tracks not far from the scene of the murder. Mr. Royce had talked to the accused in the jail and was convinced he was innocent of the crime. Stepping outside the door, he faced down the crowd: "It was my father who was killed and you are not going to hang this boy." After awhile the crowd cooled off and departed.

Although a city dweller, Mr. Royce had no difficulty establishing identity with farmers. He used a variety of ways to bring out that he had a farm background and was not only a landowner, but of the working type who practiced the maxim that "the fields were fertilized by the footprints of the owner." A favorite ploy was to tell his work-hardened, horny-handed, farm reared audience, with an amiable grin on his face, "I have thrown the bell-cord over the mule's back and looked at the same scenery you have!"

County Estimates -- Making Bricks Without Straw 76/

According to a claim made by F. W. Gist, SIC, Alabama in the March 31, 1925 issue of the Omnibus "county estimates were not thought of until Pat Woodworth and myself, working together in Oklahoma, brought out estimates of the principal crops by counties. Sometimes I have been sorry I ever started it when it has given me long hours of work and worry." A long line of agricultural statisticians extending up to the present day would echo that wish with enthusiasm.

As has been indicated, all of the New Deal farm programs required county estimates and it was the task of the Crop Reporting Service to provide them. Resources available for this purpose were scant everywhere, but fourteen states with an annual enumeration of its agriculture had a great advantage. Most states had only a dubious, but sainted, five year Agricultural Census, plus skimpy returns from sample surveys of the Crop Reporting Service for the job of preparing county estimates of what John Wilson called "serviceable accuracy." Much imagination and many hours of strenuous endeavor went into conscientious efforts to achieve relative accuracy. It was not an academic exercise. The results were used in determining payments to farmers, a matter of critical importance to hard pressed people in those stricken times. Try as one might, the official county estimates bore the scars and blemishes inflicted by crude tools, meager and wobbly data, overworked clerical staffs and pressures of taut time-frames. Every state had its own peculiar problems to overcome. In a state like Kentucky, the problem was complicated by the large number of counties involved (120), the small number of returns from the sample surveys, lack of assessors data and a farm census, a conglomeration of soil types and topography within small areas, by insufficient clerical help, and by the disruption that resulted from the change from nine Crop Reporting Districts to six Districts in 1933 which fell within the five-year base period used for most

76/ This discussion based on a written statement prepared in 1938 by Emerson Brooks, Asst. Ag. Stat. for Kentucky in 1938. SRS files.

commodities. This meant that all the reported data from the Crop Estimates surveys for the five year period had to be re-tabulated by hand and re-computed by desk calculators for each series prepared.

County Estimates for Wheat

Procedures followed in making county estimates for wheat are indicative of those used for other commodities. Instructions to prepare county wheat estimates usually called for data on seeded acres, harvested acres, yield for both and number of bushels harvested. The problem was approached by first determining the harvested acreage. This was done not only because most of the survey and other check data were on a harvested basis, but because seeded acres were simply harvested acres adjusted by the amount of abandonment. A simple way to arrive at harvested acreage is to derive the percentage that each county's acreage is of the District acreage for the three Census years 1924, 1929, and 1934 and, by sighting across, make some adopted percentages for the intervening years. These percentages, when applied to district estimated acreages, give county figures which, if the basic assumption is correct, should be reasonably accurate. However, county estimates so prepared did not later on, agree very well with AAA measured wheat acres. Which of the two sets of figures were nearer the facts is a question that can be debated academically, but in practice the estimates were re-worked to conform more nearly with the AAA information, and it is probable that a set of figures nearer the truth resulted.

In re-working the wheat data, different methods were used than had been followed previously. Using an omnimeter the following equation was worked for each county:

"AAA Land in Farm : AAA wheat acres :: census land in farm : X"

This figure X was then compared to the 1934 census wheat acreage, the AAA measured acres, the AAA commercial wheat acreage and the previous wheat estimate for that year. When these comparisons were completed, a "first approximation" wheat acreage was adopted for each county. These "first approximations" were then smoothed until they added up to previously determined District acreages which, in turn, added to the State estimated acres.

County Estimates of Yield per Acre of Wheat

For reported yields from the "Aids," "A&P" surveys and the 1934 Census, the percent that each county yield is of its State reported yield, was computed and the percentages placed on a State map showing county lines. By studying the three percentages for each county, a percentage figure was adopted and then applied to the official estimated yield for the State. These derived yields for each county were placed on an outline map and "smoothed" to determine an adopted yield. These adopted yields were then multiplied times the previously adopted county harvested acres as described above to derive a production estimate for each county.

Reported yields from various surveys and the Federal Census were analyzed by "eye-balling," and a District yield adopted which, when multiplied times the estimated District harvested acreages, gave a set of production figures which added to the Board's official estimate and production for the state. The county production figures were then adjusted to the District check figure. This was sometimes done by adjusting yields of individual counties, but more often by simply scaling the county production figures uniformly.

The above description should make it abundantly clear that county estimates of the 1930's, which were used for very important purposes, were extremely "iffy" in states like Kentucky which was probably typical of practically all states, except a very few that were blessed with superior basic materials. The common defense was "they are the best available," and no doubt they were, but inescapably they did an injustice to many individuals while serving an over-all necessity. The county estimates, despite their admitted imperfections, provided an essential system for an impartial distribution of benefit payments with an acceptable degree of equitability. In speaking of corn yield quotas in general, Dr. D. A. Fitzgerald stated..."the corn yield estimates of the Division of Crop and Livestock Estimates were considered quite satisfactory even on a county basis." 77/ The injustice that resulted was the penalty program participants paid because over the years, funds had not been appropriated to provide adequate statistics for such massive and involved undertakings.

There were people in the AAA who, during the years 1935-39 thought that it should take over the Crop Reporting Service. To them this appeared reasonable since the AAA was now a major user of the statistical data, and since too, it would itself, generate vast quantities of acreage data at the county, state and national level on important crops as a part of its production control programs. However, this incipient movement never gained momentum and was not formalized in a written proposal.

Joseph L. Orr, longtime employee of the Ag Estimates, who combined a sharp mind with a smooth manner, transferred from Crop Estimates to the Triple A. Orr's objective was to systematize and enhance the quality of the triple A data without attempting either to take over the Crop Reporting Service or to create a replacement for it. Orr's view prevailed as it was recognized that the Crop Reporting Service, as a fact finding agency, should be kept separate and independent of action programs. Otherwise, it would soon be accused of shaping its reports to fit the policies and needs of the adjustment programs. In such event the vital factor of independence from political, policy, and program pressures would be destroyed and the reputation for absolute integrity of the Crop Reports, that had been carefully built up over the years, would be lost.

Orr did urge the Crop Reporting Service to take positive steps to strengthen its county estimates, especially those that were of vital importance to the AAA programs. These promptings were acted upon as the Crop Reporting Service,

77/ Livestock Under the AAA, p. 342.

itself, recognized the need for improvement, especially in some states, but the difficulties were many and the problem remained critical for many years.

Summary of 1935 Kentucky Corn-Hog Program

A summary of the 1935 Corn-Hog Program in Kentucky brought out some interesting facts about the program. The sign-up in the State had increased by eight percent over that of 1934, but by nearly 300 percent in the hill country of eastern Kentucky where Magoffin County set the pace by gaining from 78 contracts in 1934 to 648 in 1935. 78/ Getting the "woods-colts" 79/ flushed out of such contracts was a time consuming endeavor, but with suprisingly little overt hostility despite a reduction of 52.3 percent in hogs claimed in District six compared to the 28.4 percent state average. 80/

The State Corn-Hog Board of Review had the ticklish task of approving a corn yield per acre for each county which gave proper allowance for the possibility that the corn acres taken out of production had a higher production than the average acreage of corn in the county. It was a neat exercise in judgement based on thin and suspect evidence. The summary shows, however, that the average of the approved yield for each of the six Districts was higher than the 10-year average check yield. However, when weighted by the corn acres in the al-

SUMMARY OF KENTUCKY 1935 CORN-HOG PROGRAM

CROP REPT. DIST.	1930 CENSUS	CORN ACRES				YIELD PER ACRE			NO. OF HOGS		% OF OVER-STATEMENT TAKEN OUT
	ACRES (000)	NO. OF CONTRACTS (000)	CLAIMED (000)	APPROVED (000)	IS OF APPROVED (3 + 4)	CHECK YIELD	APPROVED YIELD	CLAIMED (000)	APPROVED (000)		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1	318	4,254	167	164	102.4	22.5	23.4	29,658	23,360	21.2	
2	593	5,128	241	235	102.7	22.5	22.6	20,421	16,577	18.8	
3	809	8,048	284	278	102.2	22.8	23.6	41,102	29,061	29.2	
4	125	1,250	282	28	101.8	28.1	29.2	5,166	4,045	21.7	
5	376	3,981	93	92	101.7	29.8	30.7	18,052	14,329	20.6	
6	612	4,370	138	120	114.7	19.7	19.4	22,915	10,935	52.3	
STATE:	2,833	27,031	952	916	103.9	23.7	23.7	137,314	98,307	28.4	

78/ Letters, Brooks to Burkhead, August 30, 1935. SRS files.

79/ Local term for "illegitimate."

80/ SRS files.

lotment base, the average yield for the State as a whole was exactly the same as the check yield for the State. Thus, although the State Board had allowed all but 24 of the 116 participating counties, a higher yield than their 10-year average, for the State as a whole the approved yield and check yield were the same. This oddity occurred because the sign-up in Districts having a yield lower than the State yield was heavy enough to offset higher yields elsewhere.

State C.H. Meeting, Louisville

In August a State meeting of 300 Corn-Hog officials including county agents and committeemen, some from every county in the State; and others engaged in the Corn-Hog Program, was held in the Hotel Kentucky in Louisville, attended by Claude Wickard, Chief, Corn-Hog Section in Washington and by Guy Bush, Special Assistant to the Secretary, Arden McKee, a Wickard aide, and J. Joe Reed, Regional Supervisor for the area that included Kentucky. There was much discussion and many questions, but in all, a very successful affair that cleared the air and resolved some of the problems that had been plaguing many people. Joe Reed was particularly effective in answering questions from the floor, and that night during a post-mortem session in Wickard's hotel room, he complimented Joe on a job well done. Wickard had arrived in Louisville that morning by train and not finding a taxi readily available, he grabbed his suitcase and started walking up the street to the Ag Estimates office several blocks away. He hadn't gone far when he realized he was in a tough neighborhood, and indeed he was -- the notorious, but legally recognized -- Red Light District with its admixture of drunks, drug addicts, transient bums and hangers on around the area's main attractions. Some rowdies had crowded Wickard off the sidewalk and when he arrived at the office, he was still quite hot under the collar. Being the strong, rugged, robust Indiana farmer that he was, such cavalier treatment did not set well at all. After being assured that, all things considered, he had come off pretty well, he was his usual genial self.

That night in the hotel room Arden McKee, who looked more like a big city insurance agent than a large scale Iowa hog raiser, "took" Mr. Royce in a deal the only way it could be done, by leaning hard on Mr. Royce's generous spirit and super-charged sense of honor. Mr. Royce, like McKee, produced pedigreed hogs and Mr. McKee remarked casually that he would like to get a pair as foundation breeding stock. "All right," Mr. Royce said, "come over to my farm in the Blue Grass, pick out what you want, and we will make a deal." "No, I don't have time to do that," Mr. McKee purred, "but I trust you, why don't you pick out a couple and send them to me." Mr. Royce looked a little askance, and rather hesitantly agreed he would do it. The next day, Mr. Royce, his eyes twinkling and his broad face agleam with a bright grin remarked, "That damned McKee really hooked me, there is nothing I can do now but pick out two of my best pigs and send them to him as a gift!"

BOARD CALL TO WASHINGTON

That autumn in November 1935, Brooks received his first "Board Call", that is, a summons to Washington to serve on the U.S. Crop Reporting Board and assist in preparing the official estimates of acreage, yield and production of some 50 crops for the Report released at 3 p.m. on November 10. It was an interesting and educational experience to sit at the Board table with such as Becker, Royston, Shepard, Jones and Glenn Ray, and see the care and thoroughness that went into finalizing the official estimates. The most memorable aspect of the trip, however, was having his suitcase stolen from a locked car parked under a street light on 16th Street not far from the White House. It was a major catastrophe as the suitcase contained just about all the clothes he owned in the world except those on his back. The Sergeant on duty at the Police Station took a bored interest as he listlessly recorded the items stolen. When asked what the police were going to do about such an outrage, he replied "Nothing we can do. There are hundreds of dollars worth of property stolen in this Precinct every night. We just consider people dumb that let it happen to them." The haggles ruffled a bit at that, then Brooks reflected that the Sergeant was probably right. Besides every dog is entitled to one bite, especially if he is a police "dog."

SUPREME COURT INVALIDATES THE AAA, 1936

Shortly after returning from Washington, notification came that Brooks was to replace Mr. Bryant as a member of the State Corn-Hog Board of Review. Then on January 6, 1936, the Supreme Court, in the Hoosac Mills Case, declared the production control provisions of the AAA unconstitutional, thus bringing to an abrupt halt plans for the upcoming crop season. It was a hard rap for the AAA staff throughout the country, and in the Louisville office alone, twenty-five people lost their jobs, at least for a time. Despite hardships resulting to some of its personnel, actually the adverse Supreme Court decision served the AAA well as it gave the hastily constructed organization an opportunity to re-vamp its program, operating procedures, and staff in a more effective, long range form, and in line with legal requirements of the Court.

During the three years, 1933-35, benefit payments totaling more than a billion dollars rolled throughout the agricultural economy causing the jingle of silver coins in pockets long muted by the Great Depression. Every state got something, Maine and Rhode Island obtaining the least with only \$6,000 each, and Texas the most with \$132,777,000, for a national grand total of \$1,108,323,000.^{81/} The Corn-Hog program led the way with rental and benefit payments of \$397 million, followed by cotton \$333 million; Wheat, \$256 million; Sugar, \$57 million; Tobacco \$53 million; Rice \$9 million; and Peanuts, \$2 million. ^{82/}

^{81/} Agricultural Adjustment, 1933-35, p. 295, USDA, quoted in Three Years of the AAA, pp. 583-84.

^{82/} Ibid, p. 585.

In discussing the impact of the Triple A, the authors of "A Century of Service" stated in part:

"The fact that Congress, working with the Department and farm leaders, took immediate action to replace the Agricultural Adjustment Act is testimony to its political success.

Farmers had enjoyed a striking increase in farm income during the period the Agricultural Adjustment Act had been in effect.

Farm income in 1935 had increased by more than 50 percent over farm income during 1932. Rental and benefit payments contributed about 25 percent of the amount by which the average cash farm income in the period 1933-35 exceeded the average cash farm income in 1932. The payments not only increased farm income but helped to even it out among regions and commodities, serving as a kind of insurance for farmers in drought areas. Farm prices of major commodities advanced markedly, but it is impossible to separate the effect of the program from the effects of the drought and to measure other complex factors such as the effect of processing taxes on prices received by farmers. It is also impossible to measure the effect of the adjustment program on business recovery. -- Modifications have been made in later programs of crop adjustment and in the committee system of administration, but the basic ideas of agricultural adjustment which were enacted into law in 1933 have survived periods of drought, of inflation, of war, of reconversion from war, and the changes in political party leadership in both the Congress and the executive branch of the Government." 83/

The Supreme Court ruling was, in a sense, an emancipation decree for the Division of Crop and Livestock Estimates as thereafter it was relieved of its previous strenuous and deleterious administrative functions. However, it continued to provide the AAA with county estimates of acreage, yield, and production of selected crops on a contract basis.

RECORD DROUGHTS 1934 AND AGAIN IN 1936

When Brooks left Iowa for Michigan in July 1934, his home town of Ottumwa, Iowa had the unwelcome distinction of having the highest temperature in the nation, 117 degrees. That was simply a sizzling sample of the torrid heat that seared most of the Corn Belt and Great Plains all during that awful summer of 1934.

Beginning in the Dakotas in 1933, where precipitation between June 1933 and May 1934 was barely one-half of normal, 84/ the situation became increasingly

83/ A Century of Service, p. 162.

84/ Livestock Under the AAA, p. 192 by D. A. Fitzgerald, Brookings Institute, Washington, D.C., 1935.

severe and extensive as the drought continued in 1934 to spread inexorably into the Corn-Belt, onto the Great Plains and south through the Panhandles of Oklahoma and Texas. Week after week throughout the summer and autumn, the drought continued unabated until on October 24, 1934, the last of "1,187 counties were listed as 'emergency' and 270 as 'secondary' drought counties--a total of 1,457. These blighted counties were located in every State west of the Mississippi River, except Washington, and in Wisconsin, Illinois, Indiana and Michigan". 85/ Incongruous as it may see, the "emergency area" included seven counties in Florida ravaged by floods caused by excessive rain. 86/

The intolerable, unrelenting heat, blistering hot winds, and ruinous dust storms that darkened the sky, spawned the migration of thousands of tormented people collectively labelled as "Okies" who formed the background for such books as "The Grapes of Wrath" by John Steinbeck.

The Department of Agriculture organized quickly to try to cope with the impending desperate situation by establishing the Drought Relief Service on May 21, 1934. An aspect of this emergency agency was the Area Designation Committee, with members from the Bureau of Agricultural Economics and Federal Extension Service, authorized to "certify" counties as in primary and secondary emergency condition. Statisticians from State offices served as members of Area Designation Committees, made almost continous personal inspection surveys of critical areas, and conducted numerous special mail surveys to determine feed supplies, pasture and crop conditions. Railroads reduced freight rates on "feed shipped into the drought area and on livestock shipped out of such areas to pasturage".87/ The Cattle Purchase Committee eventually bought 8,279,750 cattle of which 1,481,164 were condemed and destroyed, leaving 6,798,586 disposed of through regular channels. Total payments amounted to \$111,543,268. 88/

The drought was the worst ever to hit this country 89/ and its effects were prolonged and incalculable. Despite the terrible economic losses, cruel hardships, heartbreak and general misery, humor managed to show through in the telling of such "true incidents" as this:

"In a farm community on the fringe of the worst stricken area, the people became increasingly alarmed about the deepening drought. Finally, it was decided to hold a meeting in the rural church and ask the preacher to pray for rain. The meeting was held and the minister prayed long and persuasively. As the crowd was dispersing dark clouds gathered, it began to sprinkle, then suddenly the rain was coming down in torrents, and kept it up for three days. At last the downpour stopped and a couple of neighboring farmers were out looking over the damage which was extensive and sad to see. Crops were destroyed, livestock drowned, buildings gone, fences piled up with

85/ Ibid, p. 197.

86/ Ibid, p. 201.

87/ Ibid, p. 196.

88/ Ibid, p. 192.

89/ Ibid, p. 192.

debris--devastation everywhere. After awhile one of the farmers, dejected by the horrible scene, lamented to his friend, "That's what comes of asking somebody to pray for rain that doesn't know a dang thing about agriculture!"

It did not seem possible that crippling drought would afflict the land so soon after the blight of 1934, but the indications were ominous in early spring of 1936, and worsened as the season progressed. The Great Plains States were hardest hit, but critical conditions spread across the Mississippi River and into Kentucky. In June, President Roosevelt made a swing through the area, stopping briefly at Lincoln's birthplace in Hodgenville, Kentucky. He looked vigorous, healthy, and in good spirits, as the youthful, ebullient, Governor A. B. "Happy" Chandler squired him around.

A State Drought Committee was established for Kentucky and Brooks was designated a member. This assignment meant extensive travel throughout the summer as he roamed the worst stricken areas reviewing conditions prior to meeting with the Drought Committee in Lexington each week to decide on which counties, if any, should be declared in the "disaster relief area." The Extension Service members of the State Drought Committee could obtain updated information on the crop situation in any county through its agricultural agent, and its District Supervisor, but the only basis a statistician had for appraising the situation, aside from returns from special mail surveys, and therefore, to cast an intelligent vote in the weekly Committee meetings, was to go see for himself.

The designation of a county as being in the primary emergency area was eagerly sought by drought ridden farmers as it enabled them to participate in the Federal Government's relief programs that "included reduced freight rates, making livestock, feed and transportation loans, and cattle and sheep purchase programs." 90/ The determination of whether a county should be included in the disaster category involved tenuous judgements as often it was very difficult to decide how much of the county was in critical conditions. By the end of the 1936 crop season, 1,194 counties in 25 states had been officially declared in the drought areas, including most of the western half of Kentucky.

President Roosevelt was convinced that, "it is time to begin using the economic principle of insurance to lessen the financial and human costs of drought in the future." 91/ Out of this conviction developed the Federal Crop Insurance Corporation for which the Crop Reporting Service was called on to provide a continuing series of estimates of yields per acre of specified crops.

The Pennsylvania "Dutch" have a saying that the "hurryder I am, the behinder I get." This truism was demonstrated on a survey trip to western Kentucky during the drought. Anxious to get back to Louisville as soon as possible, Brooks decided not to take either the regular paved, but serpentine road along the Ohio River, nor the southern route which was somewhat longer, but instead to try a

90/ Century of Service, p. 170.

91/ Ibid, p. 171.

middle course. This was the most direct route, but not paved nor well graded. Progress was excellent, however, and he was congratulating himself on his good judgment when he noticed a long line of cars stopped in front of him. Investigation developed that it was a funeral procession cued up waiting to cross the Green River on a small ferry barge. The hearse and two other cars were just departing, and it was obvious to Brooks that he was in for a long tedious wait with nothing for diversion except to throw rocks at roadside trees.

ESTIMATING TOBACCO PRODUCTION

Estimating the acreage, yield, and production of the six types of tobacco produced in Kentucky was a fascinating activity, and Brooks succumbed to its lure. The all important function of the State Statistician was to estimate the production of Burley tobacco with precision just prior to the opening of the Burley markets in December. It was no easy problem and a significant overestimate would have brought screams of protest from tobacco growers as in their minds prices otherwise would have been higher. The 225,000 acres of Burley tobacco was produced by some 125,000 growers in all 120 counties of Kentucky, with an average of only 1.8 acres per farm. Tobacco was the growers main cash crop and set their standard of living. The acreage for the State stayed rather constant from year to year, but the yield per acre made wide swings in response, primarily, to fluctuating amounts, and variable patterns of rainfall during the growing season.

The 1936 Burley crop was particularly difficult to appraise because of uncertainty as to the effects of the prolonged and severe drought. Mr. Bryant and his assistant toured the main Burley producing areas several times discussing crop prospects with farmers, county agents and tobacco marketers, and examining growing crops in many fields. In late November they made one more round as the crop had been in the curing barns for several weeks and, presumedly, farmers would have a rather definite idea as to what the yield had been. They found pessimism everywhere, especially among some of the most experienced growers and warehousemen. Mr. Bryant thought the pessimistic reports were exaggerated, and was confident that the poundage would be much higher than the consensus opinion indicated. He based his conclusion primarily on the belief that a dry weather crop weighs out heavier than one produced under wet weather conditions, and that the pessimists were not making sufficient allowance for this factor. During a dry season the plants do not grow as high as usual and the leaves are smaller; but they are well knit, and weigh heavier when cured, than they appear while in the field. When all the crop was finally sold, and actual weight of the marketed crop known, Mr. Bryant's forecast of Burley production, published months earlier in the December 10 Crop Report in Washington, was phenomenally close. Sometime later at a Farm Bureau banquet, addressed by Senator Alben Barkley, a county agent remarked that he had won a suit of clothes when some tobacco dealer bet him that Mr. Bryant's estimate was more than ten percent off.

Interest in every phase of tobacco production and marketing led Brooks in 1937, to raise a small patch of Burley tobacco (about the size his grandfather used to raise for his own consumption), on some property owned by Harve Mobley's

younger brother, Joe. Also to write a pamphlet-size narrative entitled, "Burley Tobacco From Seed to Cigarette." These were fun things done in off-hours to nourish his interest in, and broaden his knowledge of, an absorbing facet of the office program.

Hal F. Bryant had a skeptical mind. He was never satisfied to accept the apparent at face value -- he always wanted to probe deeper to see what was under that rock or behind that facade. This attitude of mind may have been engendered or perhaps merely shaped, by his experiences as a young man when he worked as a cub-reporter for the Lexington Herald and learned that things were not always what they seemed. He was an excellent writer, an ability never fully exploited. He also was a story teller par-excellence -- not the vaudeville type -- but instead an amused chronicler of "true" incidents that had a humorous twist. A favorite tale dealt with one of his fond situations, the comeuppance of an arrogant person. It seems that during World War I limited gasoline supplies forced the restriction of sales in the Louisville area only to persons with official permits to purchase. A certain gentleman from Lexington, well known for his exalted sense of self-esteem, decided to go for a ride on a Sunday afternoon, and near Louisville discovered his gasoline tank needed replenishing. Pulling into a gas station he ordered the young attendant to "fill it up." The man hesitated, then asked, "Do you have a permit to buy gasoline?" "A permit?" "Hell no, I don't have a permit, but I need gasoline, fill it up!" The young man, a little nettled, replied, "I'm sorry, sir, but I can't sell you any gas unless you have a permit." The would be customer pulled himself up to his full height and snapped, "Young man, do you know who I am? I am A. Randolph Bullitt of Lexington!"

By that time, the young station attendant had had enough, and replied, "Mister, I don't give a damn if you are A. Cannon Ball from Hell, I'm not going to sell you any gas!" 92/

THE GREAT OHIO VALLEY FLOOD, 1937

In January of 1937 a warm current of air from the South collided with a mass of cold air from the North over the Ohio Valley, and they were suspended there for several weeks. The result was days on end of torrential rains followed by a massive and wide-spread flood all along the Ohio River from Pittsburg to Cairo and on down the Mississippi River. Louisville was particularly hard hit as practically all of the business area was inundated and for days boats were the only means of transportation, even residential areas two miles from the river's normal channel had to use boats to move about. Electricity was knocked out for six weeks, but household gas kept flowing throughout, and water supplies were adequate, although restricted to essential purposes. Rescue forces rushed in from as far away as Canada in response to the urgent appeal broadcast by radio hour after hour "Send a Boat!"

92/ Personal interview with H. F. Bryant.

When the flood waters started to recede after a few days, the Ag Estimates' office staff managed, one way or another, to get to the office, and with meager heat and light, and without the use of electric calculators, began making mail surveys to afflicted farm areas to ascertain the extent of damage to crops, livestock, farm structures, and equipment. Mr. Bryant and Brooks also took the government car and cruised the worst hit rural areas. They were convinced that despite pockets of severe damage all along the Ohio River and its tributaries, the loss of actual crops in storage would be only a fraction of the State's total. Many livestock were drowned, causing great financial loss to individual farmers, but again not a high percentage of State totals. Fortunately in Kentucky, not many crops were growing in February, otherwise losses would have been much more extensive. Reports were made accordingly, but newspaper accounts continued to use much more dramatic data. Experience with devastating floods, droughts and fires has demonstrated rather clearly that local officials always call for the "facts," but actually they want nothing of the kind. Their real desire is for the biggest figure possible of the extent of the loss -- "shock statistics" that will help obtain State and Federal Grants, Red Cross aid, and inspire generous contributions from the public at home and abroad.

After the initial pressures had eased a bit and delayed reports had been completed and dispatched, Mr. Bryant wrote an account of the situation to the Washington office which was published, in part, in the BAE News for February 15, 1937, under the Heading:

CROP ESTIMATES OFFICE WORKS WITH COAL OIL HEAT AND LATERN LIGHT

The Louisville office of the Division of Crop and Livestock Estimates resumed work in its office in the Custom House Building under somewhat trying conditions early this month, after temporary interruptions of activities during the height of the flood. But Hal F. Bryant, Statistician for Kentucky wired on February 3 that all the general records and most of the miscellaneous records of the office had been saved, and he was able to make his general monthly crop report to Washington on time and had to delay the complete livestock report only a little. When forwarding data on February 6, Mr. Bryant wrote to D. A. McCandliss, acting in charge of the Division:

"I am sorry these had to be a little later than I had planned but the weather has been right wet down here. The Custom House steps and plaza were in use as a boat landing station and the first, second, and third basements all were under water, with water some 35 or 40 feet deep over our heating plant, light wires, and phone wires. As soon as the water went down enough, I reassembled our little force from Kentucky and Indiana refugee points, received your kind permission to buy four little coal oil heaters to take off a little of the chill in this cold and wet building, and have started the sheets of data to you as soon as practicable. I trust that they will be prepared beginning Monday, and forwarded as rapidly as possible.

Conditions here have been very bad. There was a good deal of exaggeration and hysteria published outside, yet the worst probably never will be published. However, the people are starting in bravely rebuilding and the city's business soon will be moving more or less normally. The river still is about eight feet above flood stage with considerable city areas still under, but the heart of the city is out of street water and basements are being pumped out as fast as the river falls. We are still without heat or light and will be for some time but will continue working unless it gets too cold for our little coal oil heaters to make it possible to work.

All our force now are on the job. Several of the Tobacco Section's clerks also were salvaged and are standing by, helping us as best they can. All of our general records, most of miscellaneous minor tabulations and most of our supplies, were saved before the water got so high in the upper basement as to stop the salvage work.

Of course everything is in a terrible confusion around the offices, piles helter skelter, but we shall work it down in proper assortment for storage and filing as rapidly as possible***

P.S. - Excuse errors. Only one lantern for light."

Contributions by employee's of the U.S. Department of Agriculture to the Red Cross Flood Relief Fund, as a whole, amounted to \$10,000 of which \$1,400 came from BAE personnel.

There were some who maintained that the disaster that struck Louisville had been sent by a wrathful Providence fed up with the evil ways of the city. It was pointed out that Louisville was dotted with whiskey distilleries, and cigarette manufacturing plants, had a thriving racetrack (Churchill Downs) inside the city limits, and worst of all, an officially recognized red-light district extending for blocks along 7th Street through the heart of the town. Other people, less prone to point accusing fingers, thought they detected a flaw in this concept of a Providence inspired holocaust as every downtown religious edifice -- Catholic, Protestant, and Jew -- had flood waters up over the pews whereas the only high and dry portion of that vast area of the city was the Red-light district and the City Hall, itself no high rise citadel of virtue.

AREA CONFAB, CAIRO, 1937

Not long after Verne Church had opened an office in Michigan in 1914, he suggested to George C. Bryant in Indiana and Captain J. L. Cochrum in Ohio that they get together on a weekend in a central spot, like Toledo, Ohio to discuss mutual problems and possible solutions. 93/ Thus, was inaugurated the practice of Area Confabs where Stats in adjoining or nearby States, get together once a year or so at a convenient time and place to mull over their difficulties, check

93/ Verne Church Memoirs, SRS files.

on the "grapevine", and get better acquainted. In the fall of 1937, such a Confab was held in Cairo, Illinois attended by E. A. Logan, SIC, Missouri, and his new assistant, Alfred Brittain; A. J. Surratt, SIC, Illinois; Minor Justin, SIC, Indiana, and his assistant, Bob Straszheim, and H. F. Bryant, SIC, and his assistant, Brooks, from Kentucky. E. A. Logan, whose nephew Kenny Logan worked for the Crop Reporting Service for many years, was credited with giving on December 21, 1922 the first radio broadcast of a Crop Report. 94/ Thereafter, his Crop Report was broadcast monthly from Jefferson City, Missouri. 94A/

Cairo, located on a tip of land where the Beautiful Ohio and Mighty Mississippi converge had been a thriving trade center when steamboats were the principal means of transportation in the region. With the coming of the railroad, river traffic declined to a trickle and Cairo had long since drifted into being a somnambulant village gliding down the years in dignified repose. The Chamber of Commerce, though, found something worthwhile to carry on its official stationery -- "Cairo is the Winter Home of the Canadian Goose."

The little coterie of agricultural statisticians put up at the venerable Halliday House, built before the Civil War, where General Grant's room was still preserved as it was when he used the hostelry in 1862 as headquarters when planning his successful attacks on Fort Henry and Fort Donelson in Kentucky. In steamboat days, Cairo had been an oasis for southern planters who brought their cotton to the thriving market to sell, stayed at the Halliday House, bought supplies which were locked in basement storerooms for safekeeping and the key given to the Desk Clerk with instructions to "send somebody to find me when the return boat arrives, because I am going on a spree!"

A wooden frame structure frequently renovated and added to over the years, the Halliday House was a labyrinth of halls, nooks, cubby-holes and crannies. When Mr. Bryant and Brooks reached their room the older man looked out the window and peered up and down the hall. "What's up?" his companion queried. "Looking for the best way to get out of here in case of fire," he replied. Brooks didn't say anything, but thought to himself, "Aw heck, the boss is worrying about nothing, as usual."

In the lobby was a sure-enough attraction--a wooden model of an old time river steamboat--six feet long, two feet wide and three feet high. It had been hooked to electricity so that the sternwheel turned, the lights gleamed and the ship's bell rang. This marvel of craftsmanship and ingenuity had been entertaining hotel guests for decades. At times it would be placed in a commodious basin of water in the dining room where the splashing of water caused by the revolving stern wheel seemed to add a measure of refreshing coolness in the sweltering heat. Some years later when Brooks was working in Washington, he talked to Smithsonian archivists about acquiring the Halliday House steamboat model as

94/ Omnibus.

94A/ Broadcasting by State Ag Statisticians of Crop Reports had been urged by J. C. Gilbert, Specialist in Market Extension and relayed to the field offices of the Crop Reporting Service by Leon M. Estabrooke on April 29, 1922.

an exhibit. They expressed interest and at his request, Andy Surratt, SIC, Illinois broached the subject to the manager of the Halliday House who said he would give the steamboat model to the Smithsonian if they would pay freight charges. Before arrangements could be completed, the Halliday House went up in flames destroying the riverboat model and practically everything in the tinder-box hotel.

The little conclave of statisticians had an enjoyable Saturday evening and Sunday morning with lots of talk about AAA experiences, office operating procedures, interstate gossip, and the sins of omission and commission perpetrated by the Washington office.

Justin and Straszheim had interrupted a corn yield survey to attend the Confab and proudly explained their system. They had carefully studied the various sizes of ears of corn and set up a classification consisting of an "average" ear weighing 11.2 ounces, because it took 100 of these ears to equal one bushel. Larger and smaller ears were equated to the 11.2 ounce ear to represent $3/4$ ear, $1\ 1/4$ ear, etc. Justin and Straszheim would count a 100 foot strip with each taking the row on either side of the middle. On the way back they would reverse their rows and recount as a check on each other. The row space was 42 inches wide. When arrived back at the office, the weights were computed and a yield per acre determined. This "objective yield" provided another indication and helped sharpen their judgment yields made along the way.

The little get-together in Cairo was a mild, but very enjoyable affair and a useful morale builder. If anybody imbibed alcoholic beverages, there is no recollection of it.

NATIONAL CONFERENCE, ST. LOUIS, 1938

During March 21-25, 1938 a National Conference of Agricultural Stats was held in the DeSoto Hotel in St. Louis, Missouri. Attending were the Stats-in-Charge and their Assistant Statisticians, a large delegation from the Washington office, and an assortment of representatives from sister agencies in the Department, in all some 150 men. Whenever a scheduled agenda meeting was not in progress day or night, Ag. Stats. filled the lobby to overflowing, standing in little clusters engaged in animated conversation.

A puzzled elevator girl couldn't understand. "Why don't they sit down or go to their rooms or out on the town or something? They just stand there and talk and talk." And so they did. They had much to talk about. The field men at the Conference were, as Virgil Childs, SIC, Texas, described them -- "battle scarred veterans." For five tumultuous years they had struggled manfully to perform the hurculean tasks laid on them by new, diverse and complex projects that seemed to emanate almost daily from the Washington office. They had audited and adjusted corn-hog contracts, served on State wheat boards, cotton boards, tobacco boards, rice and sugar boards, made drought surveys in withering heat during two searing summers; scurried out to report effects of killing frosts, corn borer infestations, and grasshopper plagues; survived disastrous floods and appraised the ghastly damage, made county estimates out of paltry indications, and supported them staunchly before innumerable irate county committees; they had tramped the highways and biways of their states making a pretest of the upcoming 1940 Census of Agriculture, they had gone the second mile and way beyond in a round-the-clock effort to meet the demands made upon them. Not a man but had his tale of woe to tell, and he told it and told it and told it. Mae West was appearing in person at a nearby theater and a few stats drifted away to gaze upon that ageless hunk of pulchritude; then, feeling a bit guilty and worried lest they had missed something, they hurried back to rejoin the endless talkfest. These off-hour informal gab sessions were, in actuality, simply an extension of the official Conference meetings where hour after hour from early morning until late at night one man after another -- 86 in all -- gave a prepared paper concerning the intricate details of some aspect of the agency's multifaceted program. Other participants like Jack Whitaker and John Dennee chaired special group sessions, and everybody in attendance, at some point in the proceedings, got to his feet to counter some statement, make an inpromptu speech promoting his pet idea, blast some actual or proposed project, or heckle the Washington office for allowing the workload on field offices to increase to intolerable limits.

Grievances and Grumbling

Reading the Conference Proceedings after many years have passed conjures up the image of irrasible fiery-faced Paul Kirk, SIC, Minnesota, a patriarch of the Old Order, his thatch of thinning white hair shaking with dissent, as gesturing with his pipe, declared: "To consider the U.S. Census or any other Census, as final, or even as a base from which no flexibility is allowed, is an irides-

cent dream." 95/ Or the stout, sharp minded, blunt spoken, Minor Justin, State Stat for Indiana laying it on the line: "Except as a step towards socialistic planning, the forecasting of income for farmers would not seem to have any obviously useful place among governmental activities." 96/ Or the drawn faces of such mild-mannered and normally pleasant men like Dick Ross, State Stat for Idaho and his colleague from Texas, Virgil Childs taking the Washington office to task for piling on work without adequate staffing and for Board policies in changing field commodity recommendations. Ross, in his talk on "Prices Received by Farmers" devoted three pages to "Field Office Grievances." Childs, in discussing problems in meeting the continuing demand for county estimates "in the face of a reduction in personnel" said, "This leads one to wonder if this tremendous job is not taken too much for granted by Washington officials -- this, or any continuous program of helpful data, will call for constant and aggressive action on the part of our Washington office."

The previous five years had been an excruciating experience for people in the Crop Reporting Service and in particular for the State offices whose "regular" program, many stats felt, had been all but scuttled by unfamiliar and often unwelcome projects. In the process old ways had gone overboard, staffs had been augmented, but not the SIC's thought in proportion to the workload, new and complex, technical, and operating procedures had to be devised and absorbed, and always there was the pressure of short deadlines and galling criticism from irritated patrons who, as FDR said, had recovered enough to "start throwing their crutches at the Doctor!" 97/

Despite the serious, almost somber atmosphere, a few things tended to relieve the strain at the Conference. One of these was a doggeral entitled "The Goat" submitted by a Texas goat ranch reporter and quoted by F.E. Finley, Livestock Statistician from Texas in his talk at the Conference. It seemed remarkably in tune with the baleful 1930's--hurting but laughing too.

The Goat 98/

A year ago
His mohair coat
Was of no use
Except to the goat.

His owner slipped
Into town at night,
To get his mail
Quite out of sight.

The whole goat sold
For just two bits;
Not enough for
Two pints of "Schlitz."

The New Deal brought
A financial dawn.
Hard times no more--
They are "going-gone."

95/ Conference of Ag. Stat, St. Louis, 1938, p. 23.

96/ Conference of Ag. Stat, St. Louis, 1938, p. 79.

97/ Roosevelt Campaign Speech, Chicago, Ill., October 14, 1936.

98/ St. Louis Conference Proceedings, p. 200.

Behold the goat!
He's up--not down;
His mohair brings
Four bits a pound.

The goat now eats
Alfalfa hay,
And not the cans
Of yesterday.

His owner rides
In motor cars;
Drinks "suds" from bottles
And not from jars.

Joseph A Becker, undergoing a lonely, but successful seige to regain his health at Lake Saranac, New York was unable to attend the Conference, but made his presence felt with a piece he submitted called "The Agricultural Statistician." The article described qualifications, duties, frustrations and way of life of a "Typical Ag. Stat." of that day. It was cleverly done and is still quoted occasionally. According to Becker an agricultural statistician must: "have an agricultural background; have 'figure sense'; be physically rugged; be a horticulturist; plant pathologist; entomologist; meteorologist; know animal husbandry, understand marketing processes, be an economist; be a trained statistician; be a journalist and publicist; have the instinct of leadership; be known to all important persons in the field of agriculture and related industries; be a diplomat; be a psychologist, must believe in his work, be loyal to his organization; he 'sees all, hears all, knows all' and is above all a most rugged performer when the road is roughest."

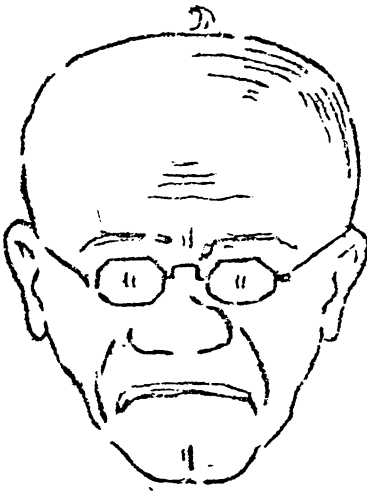
Joe Becker was in charge of the Wisconsin office prior to transferring to the Washington office in 1925 where he became a leader in technical aspects of the Agency's work. He had a methodical, analytical approach to problems that served him well in handling estimating methodology and procedures, and appraising research projects. He served as Director of the Division of Crop and Livestock Estimates from 1935 to 1937 until his health broke down, occasioned in part at least, by the strain and frustrations of administrative responsibilities. His health recovered, he returned to the Agency and served as Chairman of the Crop Reporting Board until he transferred to the Foreign Agricultural Service in the Department in 1944.

The Omnibus Rolls Again

A special Conference edition of The Omnibus -- house organ of the Twenties -- was prepared that was reminiscent of the issues gotten out periodically by that noted raconteur and skilled penman, Charles E. Gage, when he was a laborer in the Crop Estimates vineyard. The new version was thoroughly enjoyed and vows were made that the renovated bus would be kept running, but neither the time nor the talent appeared to accomplish the feat.

Charlie Gage, was the epitome of urbanity and suavity of manner, a man of great personal charm and rare wit. He inaugurated The Omnibus in July 1923 when he was Head of the Field Service to replace the the more mundane Field Aid notes,

and the like. Gage wanted a vehicle for establishing and maintaining rapport and communication with Field people, and christened his new medium The Omnibus because, "the dictionary defines the word omnibus thus: 'covering a full collection of objects; embracing many cases.'" His "quiet, infectious good humor as J. H. Jacobson, SIC, Idaho expressed it, permeated the flow of news, instructions, hints and new wrinkles, impending transfers, budget items, notes about travelers--the wheat and chaff of everyday life of the Crop Reporting Service. According to Nat Murray, he "couldn't think of a better columnist in the United States than Mr. Gage". For years the whole organization reveled in the bickering matches that went on continuously between Dr. Raucous, "eminent economist" and Col. Figgers, "dean of the Statisticians", both figments of the impish mind of "Uncle Charlie" Gage.



Dr. Raucous



Col. Figgers

On one occasion the Omnibus carried an announcement that on December 18, 19--, a new, nine pound Jr. Statistician, Norman Richardson Collins, had been "appointed" to assist H. L. Collins, SIC, Colorado, and that the following conversation reportedly had been over-heard between Col. Figgers and Dr. Raucous which, of course, had ended with a barb.

Dr. Raucous: I understand Statistician Collins has a new son.

I presume he will turn out to be just another Statistician.

Col. Figgers: Wrong, as usual. From all I hear he will be an economist. His voice is very raucous.

It turned out that Col. Figgers was "right as usual" as Norman R. Collins

did become an economist and in 1976 was a top official of the Ford Foundation in New York. 98A/

The amiable tours of The Omnibus ended when Mr. Gage left the Crop Reporting Service in 1929 to take charge of the newly established Tobacco Branch. He confessed that his departure was due, to a degree, to the realization that the work of the Crop Reporting Service was becoming increasingly technical, and may have been hastened by his participation as a student in Dr. Sarle's celebrated intensive training school in 1927-28. 99/



"Uncle" Charlie Gage, creator and conductor of "The Omnibus", c. 1940.

98A/ When attending a Conference of the International Association of Agricultural Economists in Minsk, USSR in 1970, Collins took a picture of a line of Russians cued up at an outdoor market, was arrested and kept at the police station for two hours. He refused to sign a statement confessing wrong doing and was finally released; A few days later when preparing to depart from Moscow, his brief case containing his passport, air-line ticket and extra funds was stolen and he had to stay over in Russia until the American Embassy was finally able to obtain replacements for his losses. The connection between these two incidents is not established.

99/ The original sketches of Dr. Raucous and Col. Figgers are on p. 7 of the August 2, 1926 issue of The Omnibus.

Some Proposed New Projects

A number of projects were in the gestation stage during the Conference, including a proposal for an Annual Sample Census of Agriculture; a possibility of the Market News Service becoming a part of the Division of Crop and Livestock Estimates and a hope that objective yield surveys could become an integral part of the estimating procedures. A few excerpts from the paper given by Dr. C. F. Sarle, in Charge, Research Section, will indicate some of the work being done.

"Research to date (on a Sample Census) has been along two different lines--first, to determine comparative administrative costs of alternative methods, and; second, to determine the statistical reliability and accuracy of alternative methods. -- In Alabama, where an annual sample census including only a small percentage of the farms in each county has been taken since 1927, four different methods of sampling were tried out in October 1937 to determine comparative costs. ---The four methods of sampling used were --

1. A route sample, with the number of farms an enumerator could take in one day as the sampling unit.
2. A section sample, with the number of farms having their farmsteads within a section of land the sampling unit.
3. A section sample, with the land falling within the boundaries of a section forming the sampling unit, and with livestock taken for each farmer interviewed.
4. The individual farm sample, the individual farm selected from local assessor's tax rolls.

With all four methods, the sample units were selected according to the principles of stratified random selection.

A study is underway in 19 counties in Indiana, Wisconsin, Minnesota, Iowa and Kansas (States having annual assessors' census) to determine--

1. The statistical accuracy of a stratified random sample of farms falling within 4-section blocks compared with a route sample of an equivalent number of farms selected by judgment of the statistician, using soil maps and other information.
2. The comparative statistical efficiency of three different sizes of sampling units stratified by townships and randomized. These units are:
 - (a) Farms having farmsteads falling within 4-section blocks.
 - (b) Farms having farmsteads falling in blocks of four separate single sections.
 - (c) An equivalent number of individual farms.

A study of farm data obtained from aerial surveys made by the AAA for a few counties also is under way. This is part of a study

to determine the best way of using such data as a basis for county estimates, which includes the problem of sampling the non-participating farms."

It should be obvious from these few examples that the exertions and distractions caused by the terrible droughts and the New Deal farm programs were not to be allowed to stymie the concurrent drive to find modern ways and tools to do a better job of crop estimating. Not with Callander and Sarle in the drivers' seats.

Market News Service

S. R. Newell chaired a BAE Committee that was considering the establishment of a Marketing Statistics Section in the Bureau. He explained the proposal:

"There has been more or less confusion in the minds of some as to the basic reasons for the establishment of a Marketing Statistics Section in the Bureau. -- The clearest explanation may be presented by first considering the organization of the two large statistics-gathering organizations, the Division of Crop and Livestock Estimates and the six market news services. The principal job of the Division of Crop and Livestock Estimates is estimating the volume of farm production. The principal job of the Market News Service is to report the market for farm products. Between the farm and the market there is a large field of activity involving transportation, storage, processing and manufacturing. It was in this field that we had more or less confusion. In other words, we had established facilities for collecting statistics at each end of the line but had left the middle unorganized. This new marketing statistics section now fills that gap."

The proposal aborted at the time, but later parts of it, including the Cold Storage program were transferred to the Division.

Prospects for Objective Yield Surveys

Arnold J. King, Agricultural Statistician, discussed prospects of utilizing objective yield surveys under the title, "Possibilities of Objective Methods of Forecasting and Estimating Yield per Acre." This was a realistic appraisal, made in 1938, nearly forty years ago, of the probable utilization of objective measures in the crop estimating program and he concluded:

"There is apparently no fundamental difficulty in obtaining an unbiased estimate of yield based upon samples of the standing crop before harvest, provided all the attributes of yield can be definitely defined and thereby permit the use of an objective

sampling technique. But research is needed to ascertain the most efficient size and shape of sampling unit that should be used, as well as the most efficient method of selecting the fields and the location of the sampling units within the fields.

More objective methods of forecasting the yields can be based upon (1) factors that constitute the crop's environment and (2) observations of the growing crop. Since each method is probably not sufficient in itself, the best forecast will probably involve both types of observations. Even then, the Bureau will have to be constantly on the alert to detect other factors that may come into the picture and that may not have been considered in any preassigned set of observations." 100/

Not that anything really new was anticipated as years before the Omnibus issue of July 16, 1925 had warned that there is:

NOTHING NEW UNDER THE SUN

"Every few days we discover something which appears to us as entirely new, but Solomon 'in all his glory' said, thousands of years ago, 'There is nothing new under the sun.'

Our D. A. McCandliss and B. B. Smith had brought to us, we all thought, a brand new discovery. But the Egyptians (as related by Heroditus) and before that historian's time, beat them to it, for they, too, had a meter for measuring crop production and by mathematical deductions probably did something similar to the Smith multiple correlations and were also able to tell what the crops would be before the seed was ever put into the ground. This famous system was based upon a 'NILOMETER'. Many columns were located at regular points in the Nile Valley, which recorded precisely the rise of the water in the annual overflows, even the height of the water in the irrigation canals was recorded. The measurements were according to the cubit and cubit subdivisions. These marked columns were 'NILOMETERS'.

The Egyptians correlated the rise of the water with the yield for that year and built up data from which they forecasted yields from any given height of the overflow of the Nile. This crop estimating scheme was in use a long time before the Christian era and down to comparatively recent centuries."

Meet George Christian Edler

A new employee, who was to have a long and distinguished career in the Service, made his appearance at the St. Louis Conference. George C. Edler had been involved in the seed business since graduation in 1911 from the University

100/ Proceedings, St. Louis Conference, 1938, p. 299, SRS files.

of Illinois in agronomy and went to work for the L. C. Brown Seed Company. Later he shifted to the Albert Dickinson Seed Company in Minnesota where for four years he was a traveling salesman and buyer. In 1916 he joined the Office of Markets and Rural Agriculture in its Division of Hay, Feed and Seed Division, headed by W. A. Wheeler. For the next twenty-two years, Edler, as Investigator in Seed Marketing, was responsible for releases on seed stocks for that agency. He became thoroughly familiar with the seed industry and frequently conferred with State Statisticians such as Andy Surratt, Illinois, and Paul Kirk, Minnesota. In 1938 the decision was made to transfer George Edler and his seed reporting function to the Crop Reporting Service. This was a sensible change as it eliminated duplication of reports, brought a recognized seed expert into the Crop Reporting Service, and gave him access to the ubiquitous field staff to help keep abreast of the sprawling, spotted, erratic, and varied seed crops. A year later Edler acquired an assistant, a large framed, energetic young man from Nebraska, Tom Kuzelka, who shared Edler's enthusiasm for the seed estimating profession, (and sports) until 1962 when he left Washington to become SIC for Montana. 100A/

A Night for Jr. Statisticians

A feature of the Conference Program was a night for some 20 Jr. Statisticians to make recommendations for improvement of the Service. These 5 minute talks ran the gamut of predictable topics and suggestions until John L. Wilson, Dairy Statistician, one of the last of the group to speak, got his turn. After mentioning a number of the suggestions made by preceding speakers, he expressed surprise that no one had mentioned the need "for more and better looking secretaries!"

Crop-Weather Reports

Weather reports had been issued since 1814 by various government agencies, but in 1872 the Signal Service published a "Weekly Weather Chronicle," a two-page general summary of national weather. A national report has continued since that time under various names, but in 1924 it acquired its current title "Weekly Weather and Crop Bulletin," 101/ a cooperative project between the Crop Reporting Service and the Weather Bureau. 102/

The genesis of State weekly crop-weather reports was claimed by Edward C. Paxton, SIC, Utah-Nevada in 1916 and is worth recording as it is indicative of the maneuvers and strategies used in 1916 by a man determined to get an idea adopted by his superiors, the same stratagems that were no doubt used in the year 1016, and in all likelihood will be similarly employed in 2016. But first

100A/ Interview with George C. Edler.

101/ Weekly Weather and Crop Bulletin, Special Centennial Edition, September 1972, National Oceanic and Atmospheric Administration, Environmental Data Service, and USDA, SRS, p. 4.

102/ Ibid, p. 4.

a word about the man -- the man with an idea. Edward C. Paxton, was born in Garnett, Kansas across the street from Paul Kirk, "a political appointee of Congressman Charley Scott of the 2nd Kansas District, who was for many years Chairman of the Agricultural Committee in the House of Representatives." Paxton was one of the bright and energetic minds that have graced the ranks of the Crop Reporting Service without reaching top billing. He had a long and distinguished career that began in July of 1914 when he opened the Ogden, Utah office as Field Agent for Utah and Nevada. After three years, he turned the Utah-Nevada office over to Miner M. Justin, and went to the Kansas office for 13 years, followed by three years as Agricultural Commissioner to Australia and New Zealand. While serving in this capacity, he received a cablegram in the early summer of 1933 from his Agency Head, instructing him to return to Washington by a specified date. Paxton promptly booked passage on a British ship, the only one that would get him to headquarters by the deadline. Arriving in Washington, he was astounded to learn that the government refused to refund his \$1,600 passage fee because he had travelled on a foreign line ship. Finally, convinced that the bureaucrats were prohibited by law from giving him back his money, Paxton journeyed to the Hill where a Congressman put through a special bill to reimburse him. 103/ Mr. Paxton's work assignments for the next four years were hectic as he was loaned to the embryo AAA; first, to serve as Chairman of the National Board of Review to accept 680,000 wheat contracts with farmers to reduce acreage; second, to help with the instructions to County Committees and township committees in the Corn-Hog contract campaign. Next he set up the plan for the Corn-Hog Contract Acceptance Unit to Receive and accept contracts for curtailing hogs and corn acreage. Paxton then joined Claude Wickard in organizing the Soil Conservation approach to curtailing acreage of crops, and helped set up the categories of soil conserving and soil depleting crops. He was in charge of the field force and writing, he said, a lot of Wickard's correspondence during 1935 and up till June of 1937. In July 1937, he took over charge of the Phoenix, Arizona office of Crop Estimates. Paxton left Phoenix in December 1939 to take charge of clearing the Livestock Section of the 1940 Census of Agriculture working with Z. R. Pettet until May of 1942 when he assumed charge again of the Utah-Nevada office at Salt Lake City. 104/

The idea that was gnawing on Paxton in 1916, and the schemes he used to get it accepted, can best be told by the man himself:

"Dr. (S. A.) Jones came to see me in Ogden, Utah in the summer of 1916. We went on a field trip to the Sanpete Country and returned to Salt Lake where I introduced him to Mr. Theissen, in charge of the Weather Bureau. I had previously primed Theissen to explain to Jones how dull it was to release a printed table of agricultural statistics through the Weather Bureau press once a month with no comment to interpret it or liven it up with human interest. I chimed in and remarked that the news hounds around the Weather Bureau had often asked me for such help, but under the strict orders

103/ Personal Interview with Paxton.

104/ Dittoed Statement by Paxton, SRS files.

of the Washington office, I had had to say "No, No, a thousand times No." Jones went on to Idaho, Washington, and Oregon and thence, to Sacramento to meet me again at Reno later. I got to Reno in time to prime Alciatore of the Reno Weather Bureau along the same line of approach. We had dinner together at the Kanen Cabaret, the three of us. Knowing Alciatore full well, I primed him also with an ever full glass of dinner wine. He responded as every good Frenchman from down New Orleans way ought to respond. He sold Jones down the river for me. Soon after I was called to Washington to work on the Crop Reporting Board. After service on the Board, Mr. Estabrook sent for me to come in to his inner sanctum. After the customary salutations and amenities, he brought up the episodes I had arranged with Theissen and Alciatore at Salt Lake and Reno and asked just exactly what I proposed. I was primed myself by that time. Before I left I sold Estabrook down the river." 104A/

And that was the way it was -- the coming into existence of the popular and widely read State Crop-Weather reports.

The timing of the 1938 Conference was fortuitous from the standpoint of allowing personnel to vent their accumulated frustrations in healing talk, and in making a detailed review of problems so that, to the extent possible, corrective measures could be taken. In those days the standard definition of an "expert" was an "SOB" from Washington carrying two suitcases. At the Conference some of these "experts" had met head on with strong minded counterparts from the field, heard each other out, shared rooms, meals and endless talk-a-thons together, and discovered that each had his points, and that there might be some sense in joining forces since after all, they were all trying to catch the same rabbit--a better statistical service. The mechanics for improvement, however, would continue to have many clashing gears.

The Service probably came away from the Conference stronger in knowledge and understanding, and in that intangible, but vital element, esprit de corps, than before.

Although there would be many periodic regional conferences, Area Training Schools, and local Confabs in the years ahead, there would not be another general swarming of the stats for nearly 20 years--not until 1957 when S. R. Newell, Director of the Division of Agricultural Statistics would convene the clan to present his newly formulated long range "Program for the Development of the Agricultural Estimating Service", which he had recently submitted to Congress.

Research and Development

World War I had brought about a widening of the scope of the crop reporting work, but no significant strengthening of technical procedures. The twenties

104A/ Ibid.

and thirties saw the first really scientific statistical methods introduced into the crop estimating service. When Mr. Callander was appointed Chief of the Division of Crop and Livestock Estimates in 1923, his primary goal then, and for the next four decades, was to build it into a highly competent technical organization.

SCHOOLS FOR STATISTICIANS

One of Mr. Callander's first acts as Chief of the Division in 1923 was to bring Charles F. Sarle, in charge of the Iowa Statistical Office, to Washington to push the technical upgrading of the entire staff. Many of the State Statisticians--men like A. J. Surratt, Illinois; Miner Justin, Indiana; Roy Gillett, New York; Walter Ebling, Wisconsin; Ed Paxton, Kansas; Hal Bryant, Kentucky; Virgil Childs, Georgia; and Frank Parker, North Carolina, to mention a few--had good minds and a flair for figures but lacked formal training in statistical techniques. They were all farm raised, college educated, had a broad, deep, knowledge of agriculture and were dedicated, but statistically they were flying by the seat of their pants. This was not their fault. Courses in statistics were rare in their college days and quite limited in the 1920's even in such noted agricultural institutions as Iowa State College. The standard textbook was Mills, but actually the art of sampling was still in its infancy.

Sarle, when in charge of the Des Moines office, and Henry A. Wallace, later Secretary of Agriculture, had spent many happy Saturdays working multiple correlations, then being promoted by Mordecai Ezekiel and Louis Bean as powerful tools for statistical analysis. 105/ Determined, like Callander, to raise the technical level of the professional staff, Sarle with S. R. Newell as "Associate Professor," inaugurated the first systematic in-service training program in 1927. The previous year Comptroller General J. R. McCarl, in a decision submitted on July 9, 1926, to Secretary of Agriculture Jardine, ruled out a proposal that employees be allowed to take courses during regular work hours and making up the time in off-hours. The decision read in part "...the practice of excusing employees during regular office hours to attend school, and the practice of detailing employees full time to educational institutions for investigational and research work is not authorized." 106/

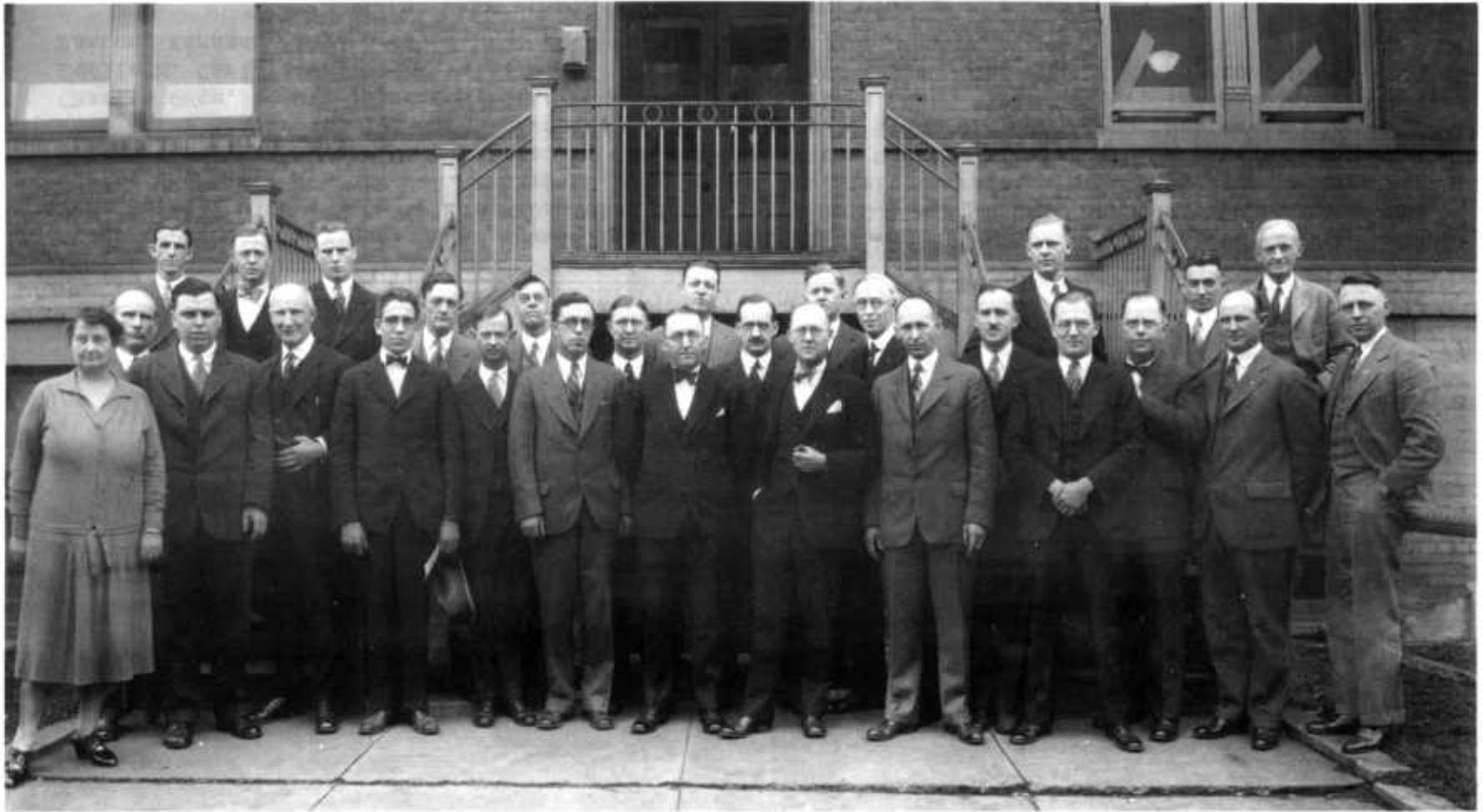
Faced with such a ruling the only feasible alternative was to give formal classes during regular office hours. The beginning was a group of young statisticians of the Washington staff followed in 1928 and 1929 with stats in charge and in 1930 primarily with assistant state statisticians. These training sessions conducted in Washington, D.C. were no picnic, but rigorous six week classes and intensive study of statistical techniques with emphasis on the methods of

105/ See "A Method of Handling Curvilinear Correlation for any Number of Variables", M. J. B. Ezekiel, Journal American Statistical Association, 1924, V. 19, pp. 431-53.

106/ Decisions of the Comptroller General of the U.S., Vol. 6, July 1, 1926-June 30, 1927, USGPO, Washington 1927.

curvilinear correlation developed by Ezekiel, and Bean's procedures for graphic presentation. The practice of conducting in-service training sessions continued periodically over the years.

The "dot chart" method of studying relationships between a couple of variables caught on quickly and became the backbone of the Crop Reporting Service for many years. It also tickled the fancy of facetious minded statisticians like F. L. Thompsen who presented a chart depicting the correlation between the length of women's skirts and business recessions (the sadder the economic conditions, the longer the skirts). Also, another of his charts correlated the tide in the Potomac River and traffic on 14th Street. The fact that the river was at high tide at 4:30 p.m. just as government workers of that period were heading home, gave a beautiful, but completely spurious, correlation chart.



STATISTICAL CLASS OF 1928

Front row, left to right: Mrs. Ward (clerk), C.D. Stevens, J.A. Becker, Meade Wells, Charles F. Sarle, N.I. Nielsen, J.H. Jacobson, Frank Black, Paul Koenig, Glenn S. Ray, Henry Taylor, Unknown. Second row, left to right: Charles Harlan, John Dennee, Virgil Childs, Charles Gage, Audy Surratt, Carl Robinson, John Shepard, R.L. Gillett, Verne Church, Jay Diamond, Charles Carpenter, S.A. Jones. Third row (at back): Paul Newman, S.R. Newell, Floyd Reed, Tall man at right Unknown.



STATISTICAL CLASS OF 1929, D. C.

Front row, left to right: D.A. McCandliss, Mississippi; Unknown, Unknown, H.H. Schutz, Texas; Unknown, S.R. Newell, D. C.; Mrs. Lellie McDaniels, Head Clerk, D. C.; E.A. Logan, Missouri, Unknown, George Scott, Reg Live. Denver; J.A. Becker, D. C. Second Row, left to right: E.L. Gasteiger, Pennsylvania; G.L. Morgan, New Jersey; C.F. Sarle, D. C.; Unknown, Verne Church, Michigan; H.F. Bryant, Kentucky; Paul Kirk, Minnesota; Ted Marsh, Tennessee; Frank Andrews, Utah; A.E. Anderson, Nebraska; Unknown, Charlie Gage, D. C. Third row, left to right: Don Christy, John Hicks, D. C.; Irvin Holmes, Michigan; Leslie M. Carl, Iowa; Roger Hale, D. C. Back row: Miner Justin, Indiana; R.R. Royston, D. C.; E.C. Paxton, Kansas; Floyd Reed, D. C.; Unknown.



STATISTICAL CLASS OF 1930, D. C.

Front row, left to right: Unknown, S.R. Newell, D. C.; Unknown, Unknown, Unknown, Unknown, F.E. Finley, Texas; Unknown, J.A. Hicks, D. C.; Unknown, Cooper, Michigan. Second row, left to right: Unknown, D.L. Floyd, Georgia; Unknown, Julius Peters, Iowa; Roy Bodin, Minnesota; Stuart Byran, Unknown, Unknown, Arnold King, South Dakota; A.C. Brittain, D. C.; J.C. Garrett, Alabama; Dick Bean, D. C.; J.A. Becker, D. C.



STATISTICAL CLASS OF 1940, IOWA STATE COLLEGE

Front row, left to right: E.E. Houseman, Ames; D.M. Frost, Ohio; T.L. Stuart, North Carolina; W.G. Cochran, Ames; Prof. G.W. Shedecor, Ames; P.L. Koenig, D. C.; A.J. Kind, Ames; W.A. Hendricks, D. C.; K.E. Logan, Kansas; D.H. Foster, New York. Second row, left to right: J.H. Peters, D. C.; W.J. Bottener, New York; S.T. Marsh, Tennessee; Miss Mary Lou Bucher, Ames; Miss Esther Hirby, Ames; Miss Dorothy Blandin, Ames; W.I. Blair, N. Eng.; J.R. Goodman, Arkansas; C.D. Caparoon, Pennsylvania. Third row, left to right; M.H. Snyder, West Virginia; D.A. Candliss, Mississippi; A.C. Hackendorf, Virginia; J.C. Townsend, Florida; F.L. Merrill, Idaho; J.F. Marsh, Alabama; A.R. Tuttle, D. C.; C.A. Reseland, North Dakota; J.R. Cully, Arkansas; A.R. Larson, Utah.

STAT-LAB ESTABLISHED AT IOWA STATE COLLEGE, 1933

Perhaps the most enduring promotional activity of the Callander-Sarle team was their support of the Statistical Laboratory established at Iowa State College in 1933 under the talented and outgoing hand of Professor George Snedecor. Using funds available under the Bankhead-Jones Act passed by Congress in 1935,^{107/} basic research in breadth and depth, was started on problems of crop estimating and forecasting that proved of inestimable value in succeeding years when testing of theoretical concepts moved from the sanctity of the laboratory into the brutal realities of the field.

PRE-HARVEST WHEAT SURVEYS

Association with the Statistical Laboratory at Ames bore early fruit when a cooperative venture including the Agricultural Marketing Service, Kansas State College, North Dakota State College, and the Soil Conservation Service was undertaken to make pre-harvest surveys to determine the baking quality of wheat and the acreage, yield per acre, and production by producing areas. A. J. King directed the data collection phase of the project and Miles McPeck, J. E. Pallesen, and J. W. Kirkbride were in charge of laboratory work in Manhattan, Kansas and Fargo, North Dakota. A number of young statisticians were recruited from state offices, Archie Langley of Georgia, E. O. Schlotzhauer, Texas; K. E. Logan, Nebraska; George Harrell, D.C.; to be in charge of the crews that collected the field samples. This involved collecting samples of wheat just prior to harvest in fields from Texas to Canada. It was hot, tedious work that went on all summer as the wheat matured progressively North.^{108/} The young "stats" complained about rattlesnakes and poor food, there was a plethora of both, but the job got done. Arnold King devised an unusual protection against rattlesnakes. He split an old automobile innertube and sewed a piece of it inside each of his pant legs. They served somewhat like a pair of cowboy chaps, but must have been uncomfortable in the blistering heat of the Great Plains.^{109/}

Summarization and analysis of survey data were done in Ames, assisted by Dale McCarty, and the analysis in New York City by the WPA staff, supervised by Catherine J. Senf. Although the 1938, 1939 and 1940 objective wheat surveys were not repeated, they were significant as they represented the first large-scale scientifically designed objective research surveys the agency had participated in, and provided excellent training for future projects. The following excerpts from a report made by the "permanent" Research Committee^{110/} established June 19, 1941 by Mr. Callander, gives highlights of the project.

^{107/} Century of Service, p. 224.

^{108/} An Objective Method of Sampling Wheat Fields to Estimate Production and Quality of Wheat, A. J. King, Dale E. McCarty and Miles McPeck, Tech. Bul. No. 814, February 1942, USDA.

^{109/} Personal Interview with A. J. King.

^{110/} Composed of Joseph A. Becker, Chairman; Glenn D. Simpson, Secretary; R. K. Smith and Walter Hendricks.

The first pre-harvest survey of wheat (head samples) was taken in North Dakota in the summer of 1938. The survey was extended in 1939 to include the important wheat producing areas in the States of Oklahoma, Kansas, Nebraska, South Dakota, North Dakota, and Minnesota. The 1940 survey was limited to Oklahoma and Kansas. Throughout the entire period, statistical analysis of the survey data was carried on...

The specific objectives of the survey were (a) To develop a sampling technique that will provide at harvest and prior to marketing accurate estimates of the quality of the wheat (physical, chemical and milling and baking) for small areas within a State; (b) to furnish a sampling technique that will at harvest and prior to marketing provide basis for estimates of acreage and production by varieties; (c) to provide an objective method of sampling the wheat crop in order to make timely estimates of yield per acre which could serve as an independent check on yield data now being obtained from voluntary reports; (d) to test further the use of the crop meter as a basis for estimating the wheat acreage at harvest which would serve as an independent check on estimates that are based upon data obtained from voluntary reports; (e) to determine what plant characteristics most closely associated with yield may be measured during the growing season and can be used as a basis for objectively forecasting yield prior to harvest.....

Some of the more important conclusions resulting from an analysis of the data are as follows:

1. ...it appears that the route sampling of a crop of wheat at or prior to harvest furnishes a useful method for estimating quality and production.
2. As a supplement to present methods of estimating wheat production, the Pre-Harvest Wheat Survey might be expected to promote timeliness, geographic detail, and objectivity in estimating both production and quality of the crop at harvest.
3. The survey method of route sampling will probably be most useful in unusual years when abnormal development of the wheat crop creates production conditions not readily detected by usual crop reporting methods.
4. Relatively small sampling errors were found in the estimates of protein and test weight as compared with the sampling errors found in the yield and acreage estimates.
5. Slight bias is believed to occur in the estimates of protein and test weight because some fields were sampled prior to harvest when the wheat kernel might not yet have indicated its quality as actually shown at harvest.
6. The estimates of yield and acreage were found to contain systematic errors of bias as well as random sampling errors.

7. Analysis of the data indicates that the random component of error can be reduced sufficiently through improved sampling techniques to render this source of error relatively unimportant in the estimates for both quality and production.
8. The systematic error or bias in the yield and acreage estimates presents a more serious problem in that the total amount of bias differs between years and between States in a given year.
9. In order to obtain more accurate estimates from the survey, it will be necessary to investigate further the sources of bias found and to establish a more definite basis for removing this component of error from the final estimates.
10. In order to obtain a maximum amount of information per dollar spent in estimating production, the cost analysis indicates that the sampling interval should have been increased and the total mileage driven should have increased in each district." 111/

TRANSFER TO WASHINGTON, D.C., 1939

One of Ag. Estimates' long standing practices has been to move its professional staff from one field office to another, and into and out of Washington as a means of developing a highly integrated, technically competent and operationally skilled staff, knowledgeable in all aspects of the agency's program, procedures and personnel. These reassignments every few years were usually accompanied by a raise in Civil Service grade and salary, in fact, it became almost axiomatic that to get a grade promotion required a geographical change. Up until the 1960's, these moves were costly to the individual as the freight allowance for household furnishings was seldom adequate, no financial assistance was granted to help sell or buy a house, and no per diem was forthcoming to cover costs of hotel and meals while waiting to get into the new house. It was not uncommon for the transferee to pay several thousand dollars out of his own pocket for the privilege of moving himself and family from one location to another, often at a great distance. 112/ Finally, the government followed the custom, long practiced by private industry, of defraying at least a significant share of moving costs of its employees.

It was apparent, therefore, in view of the Agency's policy, that in due course Brooks would be leaving Kentucky for some other spot in the Service. On December 21, 1936 he received an offer from Dr. C. F. Sarle in charge of the Research Section in Washington, D.C., to join his group, but declined as he

111/ Mimeographed Report of Research Committee, 1941, SRS files.

112/ Russell Handy said that it cost him \$3,000 out-of-pocket to transfer in 1960 from State Stat in Ohio to Chief, Fruit and Vegetable Branch in Washington, D.C.

felt he needed more field office experience before joining the Headquarter's staff, and besides, doing research did not have the appeal that the State work provided.

John A. Hicks, in charge, Tobacco, Sugar, Rice and Peanut Section in Washington, made an annual pilgrimage to the tobacco areas and had gotten quite well acquainted with Brooks when reviewing the tobacco estimating problems in Kentucky and visiting the principal Burley areas of the State. On November 27, 1937, Hicks told about a proposed reorganization which, if it went through, would establish Brooks as Assistant Ag. Statistician in the newly created Tobacco, Sugar, Rice and Peanut Section in Washington. A year went by with no discernible action and on September 29, 1938, Mr. Callander came to Louisville and discussed various plans for a promotion, and shortly thereafter, a raise in grade to P-2 Assistant Statistician, and salary to \$2,600 arrived, but no transfer. Six months or so later on June 4, 1939, Mr. Callander was again in Louisville and said that if the expected appropriation for the new fiscal year was approved, Brooks would be transferred to Washington with a promotion to Associate Statistician and a \$600 raise to \$3,200. Finally, three months later, on September 6, 1939, two years after the matter had first been broached, a telegram arrived confirming the promotion and an imminent transfer to Washington. Although Brooks personal and expressed preference was a move to North Carolina where he could become more familiar with the all important flue-cured types of tobacco, and gain further experience in state office operations, he dutifully turned over to a transfer company, a small truckload of household goods and, with his wife and infant son, drove to Washington through rugged West Virginia, then up the lovely Shenandoah Valley of Virginia, gorgeous in fall colors and bursting with bountiful crops, so different than after the devastating raid in 1864 by brilliant, ruthless, 33-year old General Philip Sheridan when "a crow flying across over the Valley would have to carry its own rations." 113/

113/ "The Civil War", p. 517, American Heritage Publishing Co., Inc. 1960.

PART II

WORLD WAR PERIOD

1940-1945

THE HEADQUARTERS STAFF, 1940

When Brooks reported for duty in Washington, D.C. on Monday morning, October 2, 1939, the entire staff of the Division of Crop and Livestock Estimates consisted of 138 professionals of whom twenty-four, or 17 percent, were in the Washington Headquarters, 109 in State Offices, and 5 located in various Research Projects around the country, plus a complement of clerks at each location. The Washington organizational structure was as follows:

<u>Administration</u>	-- Head	-	W. F. Callander
	Asst. Ag. Stat.	-	P. L. Koenig
	Adm. Operations	-	W. H. Evans
	Secy. of the Board	-	L. H. Wiland
<u>Market Statistics</u>	-- Prin. Ag. Stat.	-	P. L. Koenig
	Cold Storage Sec.	-	CAF-9 Wm. Broxton
	Transportation	-	CAF-11 J. G. Cross
	Dairy Marketing	-	P-4 B. H. Bennett
<u>Crop Acr., Prod, & Util.</u>	-- Prin. Ag. Stat.	-	P-6 J. A. Becker
Grain & Hay Section	Sr. Ag. Stat	-	P-5 R. K. Smith
Cotton Section	Sr. Ag. Stat	-	P-5 F. A. Whitaker
Fruit, Nut, and Truck			
Canning Crop Section	Sr. Ag. Stat.	-	P-5 R. R. Royston
Special Crop Section	Ag. Stat	-	P-4 J. A. Hicks
Seed Section	Sr. Mkt. Spl.	-	CAF-12 George Edler
<u>Livestock & Livestock Prod.</u>	-- Prin. Ag. Stat	-	P-6 C. L. Harlan
Livestock Section	Ag. Stat.	-	P-4 Asa Tuttle
Dairy Section	Sr. Ag. Stat.	-	P-5 J. B. Shepard
Poultry Section	Sr. Ag. Stat.	-	P-5 S. A. Jones
<u>Statistical Research</u>	-- Prin. Ag. Stat.	-	P-6 C. F. Sarle
Local Market Prices	Sr. Ag. Stat.	-	P-5 R. F. Hale
Crop Weather Research and			
Stat. Methods Section	Ag. Stat.	-	P-4 J. J. Morgan
Field Research	Mass., Kans., Ia., Tex., S.C., & N.Y.		114/

The Livestock and Livestock Production Section was manned throughout by strong personalities: Harlan, Tuttle, Shepard and Jones. Charles L. Harlan, who headed the Section, was of a nervous disposition and, since his tongue was not as agile as his mind, he stuttered somewhat when trying to express himself. Although he did not travel much, he was an omnivorous reader, and this, coupled with a retentive mind made him sort of an oracle among his peers. John Shepard, no slouch himself, said that Harlan was always the best informed person in the group of brown baggers who regularly ate lunch together in the Board Room, whether the subject involved was Maryland law or sheep ranching in Colorado. Unfortunately, only a fraction of his accumulated knowledge was put to productive use.

114/ Memo dated 1-1-40 AMS (memographed in Koenig's records), SRS files.

After acquiring a degree in history and economics from the University of Michigan, Harlan operated a ranch in Wyoming for several years, then in 1918, during World War I, he was in charge of a YMCA canteen with the French Army (Foyez du Soldat). Returning home, Mr. Harlan served as an investigator for Livestock and Meats in the Bureau of Markets before joining the Crop Reporting Service in 1924.

Asa Tuttle was, as Callander remarked, "a very bright young man". After his period in the Livestock Section, he was appointed Secretary of the Crop Reporting Board, and did a remarkable job in organizing and streamlining the record keeping and handling of reports from the field. It had become a way of life for the large clerical staff to spend countless hours of overtime (for free) preparing each month's Crop Report. Tuttle changed all that, and set up a system of shuttle sheets to the state offices that provided a clear and permanent record of essential reported data, recommendations by Statist, Reviewer, and the final estimates. His talent was soon recognized outside the Agency and he departed elsewhere in the government maze, then eventually into private industry.

Meet John B. Shepard

John B. Shepard, Head of the Dairy Section was, from almost any perspective, a curious sort of person. Basically the thinker type, he looked the part. Usually, he was far ahead of his contemporaries in concepts of statistical techniques, and program needs.. In 1923 at the Conference in Indianapolis, he proposed an Annual Sample Census of Agriculture. 115/ On another occasion he presented a novel method of forecasting yields before crops are planted. 116/

In August 1943 Shepard submitted a paper entitled, "A New Yardstick for Food Values" in which he presented a procedure for determining "a common unit of measure for the various kinds of human food so that we can compare an acre of lettuce with an acre of potatoes in terms of food produced. Let's use a scale of values that is based on what people actually paid for food nutrients. Such a scale would permit comparisons between true value and cost, between relative values of alternative foods or between raw and cooked foods. It would also permit calculation of differences between regions, between years or between income groups." Shepard then proceeded to show how this could be done with relative ease and concluded, after citing various important uses, that "It provides new tools for the man trying to feed a million refugees at minimum cost, and for the man trying to demonstrate the extra value in a loaf of somebody's bread." In the midst of World War II John Shepard was thinking about how to help the victims of all the brutality and destructiveness and was looking ahead to the problems of feeding the hungry in underdeveloped nations.

This penchant for deep thought tended to lift him a bit out of the here and now, with the result that he was somewhat absentminded and oblivious to

115/ Conference Proceedings, SRS files.

116/ Agricultural Situation, February 1943, also CEM 1168.

mundane happenings. However, he possessed a keen sense of humor and could be depended upon for entertaining remarks at retirement parties and other gala events. He bought 950 acres of farmland along the Potomac River, near Poolesville, Maryland 117/ during the depressed 1930's, reportedly at a ridiculously low price. Livestock and crops were raised on the spread, but primarily the place was being developed as a future enterprise for his son. When Mr. Shepard made the acreage review in Kentucky in 1935, he expressed an interest in looking at some saddle horses with the possibility of buying one for his young son Walter, a budding horseman. Mr. Royce, Chairman of the Corn-Hog Board, suggested, "On your way back to Washington, get off the train in Lexington and I will take you out to see some saddle horses". Arriving at a horse farm, an attendant led out a beautiful animal that Mr. Shepard inspected carefully with growing interest. Finally, he asked, "How much does the owner want for this horse?" The attendant replied, "I don't know what they want for this horse, but I do know that last week his full brother was sold for ten thousand dollars." Mr. Shepard's jaw dropped - he had been thinking in terms of perhaps a few hundred dollars.

The Potomac farm was a continuing source of work and worry for Mr. Shepard, what with the river flooding at unexpected times, and other trying problems, but he struggled along with it because his son was so enthusiastic about the place and the prospects it held for later on. During World War II, Walter wrote from Europe to his 'Pop', "I still think the most beautiful thing on earth is a beautiful filly, and nothing is going to look better to me than good old Potomac Ranch soil." 117A/



John B. Shepard, Thinker extraordinary, 1926-45.

117/ The Omnibus, July 1938, p. 8. See also (XI).

117A/ Walter Shepard to his father, July 5, 1944, SRS files.

Meet Dr. S. A. Jones

Dr. S. A. Jones, Head of the Poultry Section in 1940, was considered one of the most loveable characters in the annals of the Crop Reporting Service. Although a graduate in medicine from Columbia University, later George Washington University, he entered government service as an accountant clerk in 1898, and served nine years in the Navy Department before beginning 36 years in Crop Estimates in 1907. Progressively Chief Clerk, Chief of Crop Reports, Chief of Field Service, Statistician, Secretary of the Board, Sr. Ag. Statistician, he is best remembered for his pioneer work on poultry statistics. An avid apiarian he kept stands of bees in his backyard, much to the apprehension of his guests. A prodigious and meticulous worker, his visits to state offices were marked by long, hectic hours of work culminating in a last minute, frantic rush to catch his train. Stories are told and poetry written about his train catching episodes.

A kindly, gentle, devout man, Dr. Jones' religion was a constant companion. One evening while walking along 42nd street near Times Square in New York City, Dr. Jones was accosted by a "street walker", and he let his companions stand and wait while he tried to persuade the girl to "go and sin no more". He frequently made long exhausting cotton boll count trips with Joe Becker who related this incident illustrative of the man's innate goodness and concern for others:

"On another occasion, I learned about friendship and kindness to one's fellow men. By some strange accident of fate or politics, a blind man had been appointed statistical agent for Mississippi and had served in that capacity, with the help of his daughter, for a number of years, until displaced by the adoption of the field office system. It so happened that Doctor Jones and I were within 20 or 30 miles of his home and the Doctor prevailed upon me to accompany him on a visit. The blind man, raised in comfort as the son of a plantation owner, had fallen upon harsher days. He was living a lonely life in one room of the old plantation house, then occupied by the family of the new owner. We sat on the porch far into the evening, while Doctor Jones and Mr. Shaw 118/ exchanged reminiscences and brought one another up to date on their lives. The Doctor's visit brought cheer to his old friend and he had a wonderful time himself. His friendships were enduring. He is never too busy to renew them and they pay him rich dividends." 119/

The Mr. Shaw referred to as blind by Becker was Mr. P. W. Shaw, State Statistical Agent, Carrollton, Mississippi and appears as number 14 in the picture of the 1917 Conference in Washington, D.C. In 1949 E. C. Paxton, formerly in charge of the Utah-Nevada office, in commenting on the people in the 1917 picture said about Mr. Shaw:

118/ P. W. Shaw, State Statistical Agent, Carrollton, Mississippi, C. 1909-1918, SRS files.

119/ The Omnibus, 1943.

"I met him and visited with him at the old Ebbitt Hotel in Washington during this conference. I liked him well. It was remarkable how well he could describe his loved southland handicapped as he was with no sight of his eyes. Continued as State Statistical Agent for Mississippi after that position had been abolished in other states." 120/

LIFE IN THE SPECIAL CROPS SECTION

The Special Crops Section, headed by John A. Hicks, to which Brooks was assigned, was responsible not only for the estimates for 23 types of tobacco, but also peanuts, including a bothersome monthly Stocks and Processing Report, sugarcane, sugarbeets, and maple products. Brooks had no experience with any of these commodities, except tobacco grown in Kentucky, but read all the bulletins and such he could find, talked with many informed individuals, and soon was making "study and observation" trips to the field.

Meet John S. Dennee

In addition to Mr. Hicks, Brooks and three clerks, the Section included that bizarre character, John Dennee (Den-Knee), who was approaching retirement and would soon depart for Gulfport, Mississippi to round out a long and tempestuous career. Mr. Dennee gave the tyro Commodity Statistician much background



John S. Dennee, 1913-42.

120/ Dittoed manuscript by Paxton in SRS files.

Some of the men who were active in developing or implementing new statistical procedural, or operational techniques of the Long Range Program in the years 1950-61. The list is intended to be representative of the various phases of the work rather than inclusive of all who participated. That list would include all the SIC's and many others including some who were helpful by being obstructive.



Roy A. Bodin
1956: SIC, Minn.
1976: Ret. SIC, Minn.



C.E. Burkhead
1956: Chief, Fld. Cr. Br.
1976: Ret. Chief, PCB



Charles E. Caudill
1956
1976: Dir. Rec. Div.



Walter H. Ebling
1956: SIC, Wisc.
1976: Deceased, SIC, Wisc.



William H. Evans
1956: Adm. Officer
1976: Ret. Adm. Officer



Bruce M. Graham
1956: Spec. Farm Stat. Br.
1976: Deputy Adm. SRS



J. Richard Grant
1956: Clear. Off., USDA
1976: Ret. Clear. Off., USDA



W. Ward Handreoon
1956: Spec. Farm Stat. Br.
1976: Ret. SIC, Calif.



Walter A. Handricke
1956: Hd. Rec. Staff, Ag. Ecte.
1976: Ret. Rec. Tri., N.C.



Robert M. Hobson
1956: Spl. Farm Stat.
1976: SIC, Tenn.



Earl E. Houseman
1956: Stat. Conclt. to Adm., AMS
1976: Ret. Stat. Aset. to Adm., SRS



Harold P. Huddleston
1956: Rea. Staff, Ag. Ecte.
1976: Prin. Rec. Stat., SRS



Bruce W. Kelly
1956: Rea. Stat., Fla.
1976: Ret. Dir. Rec. Div.



William E. Kibler
1956: Stat. in Ch. Office
1976: Administrator SRS



J.W. Kirkbride
1956: Fld. Cr. Sec. (Graine)
1976: Dir. Ect. Div.



J.J. Morgan
1956: Fld. Cr. Sec. (Cotton)
1976: Ret. Hd. Fld. Cr. Sec.



Robert S. Overton
1956: Rag. Livestock, Denver
1976: Ret. Aaat. Adm.



Frank Parkar
1956: SIC North Carolina
1976: Deceased SIC, N.C.



Glenn D. Simeon
1956: Aset. Dir.
1976: Ret. Dep. Ad., SRS



B. Rolph Staubar
1956: Chief, Ag. Price Br.
1976: Ret. Chief Ag. Price Br.



C.A. Stoketad
1956: Spec. Farm Stat. Br.
1976: Dir. Sur. Div.



Robert E. Straszheim
1956: Aaat. SIC New York
1976: Ret. SIC Indiana



Glenn A. Sutar
1956: Spec. Farm Stat. Br.
1976: SIC New York



H.M. Welters
1956: Dairy Br., D.C.
1976: Aset. Adm., SRS



F.P. Wallrobenstein
1956: Spec. Farm Stat. Br.
1976: Ret. SIC Hawaii

on the sugar industry, especially sugarcane. Tall, his spare, rugged frame always nattily attired in an expensive suit, a pearl stickpin in his necktie, and a kingsized diamond ring on his right hand, he was, according to his own accounts, considerable of a lady's man, and no one doubted it. His colleagues who knew him well, prepared this account concerning "John (Don Juan) Dennee" for the June 1942 issue of The Omnibus:

"Raised in the colorful atmosphere of old New Orleans in the period immediately after the War between the States, John S. acquired an unexcelled background of law, Shakespeare, and history. Being practically bilingual--French and English-- in his youth and of a roving disposition, John picked up a smattering of other tongues in his ramblings over the globe. He has lived in many places--New Orleans, New York, Boston, Mexico City, Atlanta, Honolulu, Baltimore, Manila, Seattle, Portland and Washington, not to mention side trips to Canada, Europe, Cuba, Africa, and Puerto Rico. John has been Statistician in five states and handled sugar and other crops in Washington. Now upon retiring from the USDA, the old boy is so full of steam that he is going down to help Tugwell run Puerto Rico. Good Luck! Au Revoir! Vieje con Dios, Don Juan."

For several years Dennee worked for the Southern Railroad in New York City and he never got over his astonishment that "out of seven million people, I was chosen as a juror in the notorious Stanford White-Harry K. Thaw case".

Because of his long pocketbook, his salary checks would accumulate in his desk for months. He kept his desk padlocked, but this did not deter Idella Treadway, a clerk making a routine inventory of equipment during his absence on a field trip. She simply unscrewed the latch, verified the number on his omnimeter, replaced the latch and went on her way. Mr. Dennee had a fondness for the curious and liked to work on puzzling, but not necessarily significant problems, such as how high the Washington Monument would have to be if it were visible at ground level from Baltimore, 40 miles away. His solution of the problem is lost in antiquity, but according to the calculations of Charles E. Caudill, Director of the Research Division, Statistical Reporting Service, in 1976, the Washington Monument, to be visible from Baltimore, would have to be 1,050 feet high, if the parameters provided by the National Cartographic Service, and National Park Service, and his arithmetic are accepted. Caudill says that if you were in Ft. McHenry on the banks of Baltimore Harbor, on a clear day, had 20-20 vision, and standing at the base of the pole from which the flag was flying when Francis Scott Key wrote the Star Spangled Banner, you would be 31 feet above sea level. At an airline distance of 35.55 miles, the Washington Monument stands at 41.5 feet above sea level at the Threshold Benchmark. The Monument itself is 555 feet high. In between these two historic sites are two obstacles to straight-line vision, a hill with an elevation of 250 feet and the curve of the earth. Putting all these facts into a formula, an indicated height of 1,050 feet is arrived at as that required for the tip of the Monument to be seen from Ft. McHenry.

Another of John Dennee's singular problems with which he confounded friends was one that he said he first learned about while lolling in a deck chair aboard a ship plying the South China Sea in those long ago, halcyon, days prior to World War I when Britannia ruled the waves and made the streets safe for Caucasians. As John told it, an old villager was on his death bed and feebly called his three sons to his side. "I have seventeen horses", he quavered, "and I leave one-half of them to my oldest son, one-third to my second son, and one-ninth to my youngest son." Having bequeathed his most valuable possessions, the old gentleman departed this earth. The sons were left with a knotty problem--how to divide seventeen horses in accordance with their revered father's wish. Much discussion and aimless suggestions accomplished nothing but irritation and frustration. Finally, the village wiseman was consulted and he said, "I have an old, broken down, bog-spavined horse, that I will give you, and that will sum to eighteen horses which will enable you to make an allocation as stipulated by your late lamented father.

The horses were then parcelled out: one-half of the eighteen, or nine horses, to the eldest son; one-third, or six horses, to the middle son; and one-ninth, or two horses, to the youngest son, making a total of seventeen horses. Whereupon the village wiseman took his old, broken down, bog-spavined horse and returned home.

Tobacco Short Course, Raleigh, N.C., 1940

To introduce Brooks to the flue-cured tobacco area and broaden his knowledge of tobacco in general, Mr. Hicks took him in his car to attend a tobacco short course January 14-16, 1940, given by North Carolina State College. Enroute to Raleigh, they stopped at Duke University to explore with Dr. H. C. Wolfe and his chemical research staff, the possibility that the determination of the nicotine content of growing tobacco could be useful in forecasting yield per acre. This tenuous theory was predicated on the fact that dry weather tobacco crops have a higher percentage of nicotine than is the case with wet weather crops. The apriori judgment of the experts was that such a research project would have a 50-50 chance of obtaining significant results, so the idea was dropped. The visitors did pick up a quotation attributed to J. B. Duke, founder of the Tobacco Company, that seemed to make sense. "Walk while you are young so that you can ride when you are old."

The "tobacco short course" was poorly attended, but very instructive to a neophyte. There were a number of interesting talks, one by a friend, William Finn, Chief, East Central Division of the AAA. Another was by the State Forester who, understandably, spoke enthusiastically about the forests of North Carolina, as one of its greatest assets. Farmers in the Tar Heel State, he said, every year consumed as fuel for heating homes and curing tobacco, for fencing and as building material, 4 1/2 million cords of wood, which if cut into four foot lengths and stacked up four feet high would make a rick that would reach from the Atlantic to the Pacific and back again with a 1,000 mile remnant left over. The thing that disturbed the State Forester, however, and the more he talked of it the angrier he got, was the fact that some farmers,

even some in an area locally known as the Poverty Patch, were using oil to flue-cure their tobacco instead of following the time-honored practice of using wood. Outrageous!

He was whistling against the wind, however, as time would tell. The advantages of oil over wood for flue-curing tobacco were too many and persuasive to buck the trend -- it avoided the necessity of someone standing by around the clock for five or six days and nights to keep the wood fires going; the danger of a disastrous conflagration was less, and the end product was superior, as the curing temperature was kept more uniform.

Ladies Night

You would have to go back to the gory days of Rome when gladiators hacked each other to pieces in the Colosseum to find anything to match the women's wrestling match staged in Raleigh that cold night in January, 1940. Never having seen such a spectacle, it was eye-popping to see the viciousness the two girls displayed -- thus, upholding Kipling's opinion that the female of the species is more vicious than the male. The blouses of the two antagonists were spattered with blood at the end of their scratching, biting, hair pulling contest.

Years later during a Conference in Geneva, Switzerland, Graham Sharp, a young Englishman who had spent a year or so in this country, said that he had never fully appreciated the terrific latent power of the American people until he witnessed the girl cheerleaders at a football game in Mississippi. It was a torrid night and a thick layer of sultry, suffocating heat hung over the University stadium at Oxford, Mississippi like a steam blanket. The thick, sluggish blood in Sharp's English veins was near the boiling point, and he could hardly get his breath, but the cheerleaders seemed oblivious to the oppressive heat, and kept up their acrobatic heroics with wild abandon and soaring exuberance throughout three hours of strenuous and perpetual motion.

Field Travel - South

In the summer of 1940, Jack Hicks took Brooks on a learn-by-seeing tour of the peanut, tobacco, and sugarcane areas of the South. They travelled in Hicks' car, stopping frequently along the way to inspect fields and processing plants, and to talk to county agents, trade people, farmers, and other informed individuals. Stops were made at Ag. Estimates' offices in North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana and Tennessee.

On the way from Albany, Georgia to Montgomery, Alabama, the two men hoped to go through Enterprise and see the monument erected in honor of the boll weevil, the only monument in the world honoring an insect, but their work took them north of it through Eufaula. The farmers of the Enterprise area had had their cotton crops ravaged by boll weevils for years and finally reluctantly turned to the production of peanuts. This became such a profitable crop for the entire economy of the area that the boll weevil monument was erected out of

grateful appreciation.

Jack suggested that they divert their trip to go through Tuskegee and make a visit to Dr. George Washington Carver, the great Negro scientist who had done so much to further production and utilization of peanuts. Jack said, "I would like to shake his hand." Brooks readily agreed, but by late afternoon the broiling sun had sapped their energies and thoughts of the large ceiling fans moving masses of cool air in the comfortable hotel room in Montgomery persuaded the weary travellers to defer the 30-mile side trip to Tuskegee until "next time" which, of course, never came.

One never knows for sure when he is doing something worthwhile. In Louisiana some time was spent inquiring into the production, harvesting, processing, and marketing of Perique tobacco. This is a unique type grown in a small area in St. James Parish (County) in Louisiana. The tobacco leaves, stripped of their center stems were tied in clusters of about 20, placed in a barrel and allowed to stew in their own juice under 25,000 pounds pressure for a year. The result was a dark, strong flavored leaf that was used primarily as a blend in smoking tobacco, most of it being exported to Germany and Scandanavia. The farmers, especially the Guglielmo family were cordial and freely gave data on yields, prices, etc., from their records. A couple of years later when the Nazis had overrun Norway closing the market for Perique tobacco, producers asked for Government loans to tide them over the war period. The Department was skeptical of the pre-war prices of thirty cents a pound reported by the would be borrowers and the only supporting evidence readily available were the notes taken on the trip with Jack Hicks.

Everywhere on their long, circuitous route, there was evidence of the changing South. Cotton was still "King", but its realm was being invaded on all sides by new crops and commercial enterprises--cattle on lespedeza pastures, peanuts on worn-out cotton land, peaches in new and unusual spots, tung nuts in Louisiana and so on ad infinitum. Industry and a variety of business activities were leavening the loaf in every state. Perhaps the most significant development of all was the bustling efforts to attract tourists to come visit, rest, eat, and sight-see. The ladies of Natchez, Mississippi, citadel of the antebellum Cotton Kingdom--had shown the way by opening their galaxy of beautiful old homes to sight-seers for a fee. Realization had finally come to the Old South that "a tourist is worth about as much as a bale of cotton and a lot easier to pick."

Peanut Reports

According to the dictionary, one definition of peanuts is "something small or trifling," but to the 75,000 peanut planters in ten states and to several hundred marketers, the four billion pounds of peanuts produced each year, valued at 650 million dollars, are nothing of the kind. Current data concerning the quantity of peanuts processed, including those cleaned for roasting, shelled for making peanut butter, and crushed for oil, were such a critical need to the industry that they persuaded Congress to pass the Peanut Statistics Act of 1939 compelling peanut processors to report each month the quantity processed and its

utilization, to the Department of Agriculture. 121/ This became, and remains, the only report issued by the U.S. Crop Reporting Board for which respondents are required by law to submit facts concerning their operations and this is done at the instigation of the processors themselves.

This can of worms had been delegated to the Special Crops Section, and monthly reports had been begun when Brooks arrived in Washington but he had to spend a great deal of time on this project rather than on problems of estimating production of the 23 types of tobacco. Nearly a year slipped by before Henry Taylor, SIC, Virginia, took Brooks on a tour in September, 1940 to observe first hand the methods used in the production, harvesting, marketing and processing of peanuts. Henry Taylor was a delightful person with whom to travel. He was thoroughly familiar with the peanut area of his state and seemed to know everybody engaged in this flourishing business in South Side Virginia. Mr. Taylor had served in World War I and had retained his status in the Officer's Reserve Corps. Shortly after this trip to peanut areas he was back in the Army and in the South Pacific where, in due course, he was promoted to Colonel. His brother, Frank, who also was a career employee of the Crop Reporting Service, had served in the Navy in World War I as a Lieutenant j.g. engaged primarily in trying to determine why ships like the Cyclops disappeared mysteriously in the Devils Triangle. Frank did not keep up his commission and in 1941, when taking a qualifying examination for re-entry into the Service he was asked, "Where is the main valve on the steamboiler?" Frank replied cheerfully "I don't know, but that's the first thing I will check on when getting aboard ship!" He was promptly accepted back into the fold. Frank had many adventures with the Merchant Marine during World War II, but escaped serious injury despite the ships he was on being bombed and machine gunned and struck by disastrous fires and collisions.

Frank, like John Shepard, also lost a son in the invasion of Europe. Garland Taylor had been wounded, but recovered and on his first day back on duty was killed. Sometime earlier he had written his Mother, thanking her for sending him some post cards to use in keeping her up-to-date on how he was getting along. "Those cards," he wrote, "came in mighty handy. It was pouring rain last night and we had trouble getting a fire started, but those cards really made a blaze." 122/

THE SEETHING LOCK-UP

The Black Hole of Calcutta has, since 1756, epitomized human misery in confinement, but in the days before air-conditioning the Lock-Up during the suffocating jungle heat in August of swamp based Washington, must rank a close second. Just before closing time the day before Lock-Up, Warren Carr would close the windows in each room, drop the venetian blinds, fasten them down with a box-car

121/ Title 7, Section 951 U.S. Code, see p. 229 "SRS of USDA-Scope and Methods," Miscl. Pub. 967, 1964.

122/ Correspondence with his parents, Frank and Alice Taylor, Rapidan, Va., March 14, 1976.

seal, thus closing in all of the heat and humidity accumulated during the day. Early next morning, some 130 people would come into the Lock-Up and, for eight hours or so, swelter and perspire in the stifling environment as they scurried about preparing the Crop Report. By release time at 3 p.m., the place would be a steaming cauldron. Wall fans stirred the heavily flavored air, but helped little, and caused annoyance by blowing papers around that were not held down by a paper weight.

Papers stuck to sweaty arms and drops of perspiration caused blobs on pages freshly penned in ink. A status symbol was a low, round, hassock type fan that sat on the floor and kept air moving around one's legs, but only top officials had such soothing equipment. A big leap forward was achieved in human comfort when window air-conditioning units were installed, but real relief did not arrive until air-conditioning was turned on in the entire building on May 2, 1960. The installation of air-conditioning was a marvel of organization and efficient operation. The task had to be accomplished with minimum disturbance to the work of 7,000 employees. This goal was effectively achieved by a procession of workmen streaming through the offices at intervals, each performing a specific function and going on his way without saying anything to anybody. There was no way, though, to minimize the screeching of the steel bits that cut holes through six inches of concrete floor. The cost of air-conditioning the building was \$10 million, precisely the cost of constructing the building itself 25 years earlier.

THE NEW AGRICULTURE BUILDINGS

The Crop Reporting Service, as well as the rest of the Department, had struggled over a long period to obtain suitable working facilities and conditions. By 1903 the old, red brick USDA building, the pride of 1867, was bursting at the seams and creaking with age. James Wilson, Secretary of Agriculture from 1897 to 1913 (a 16 year stint that set a record which still stands for service of a Cabinet officer) was, as President Taft said, "a good politician". 123/ In 1903 he submitted a request to Congress for \$2,500,000 to put up a new agricultural building on the Mall. For reasons now obscure, but apparently because the Congress thought Wilson's plans too grandiose, a million dollars was lopped off his building request. Such arbitrary and unreasonable action irritated "Tama Jim" and he decided he would force the issue by using the \$1,500,000 that Congress had appropriated to put up two wings of his planned structure on the assumption that Congress would surely provide the additional money to fill in the middle section. Congress did nothing of the sort. For nearly twenty-five years --1906 to 1930--the two separate and equal marble wings stood forlornly on the Mall, joined only by a wide expanse of green grass. Finally the Public Buildings Act of May 25, 1926, authorized completion of the missing middle portion of the Administration Building. Construction got underway in 1928 and was completed in March, 1930, after an expenditure of two million dollars, double the amount Secretary Wilson had requested for that portion of the building in 1903. The end product satisfied many and was described by one over-wrought

123/ Century of Service, p. 40.

enthusiast as "the most beautiful edifice of any kind in the world." The Act of 1926 also authorized construction of the South Agriculture Building. Work began June 1, 1930, and seven years later, on January 15, 1937, the building, containing 4,292 rooms and seven miles of corridors, was declared completed at a cost of \$10 million. 124/ Not quite. Provision had to be made for employees to get back and forth between the Administration and South Buildings without risking their lives crossing Independence Avenue, so two arches were constructed connecting the two buildings at the third floor level with wide halls in each. These utilitarian arches cost an additional \$350,000 and were dedicated to Secretary James Wilson (1835-1920) and Seaman A. Knapp (1835-1911), who, after being a Methodist preacher, President of Iowa State College, and publisher, began at age 70, the work for which he is best known--demonstration farms. 125/

Although the archway halls were used frequently every day, a lively foot traffic developed across busy Independence Avenue at the center of the two buildings. Despite many near misses, no one was killed in this pedestrian parade and the hazard was eliminated when a tunnel under the avenue was completed and the cross-walk barricaded. The exact date the tunnel went into service remains undefined despite a wide ranging search, but it definitely was in use in April 1942.

The Commission of Fine Arts disliked the plans for the arches and on March 17 and 18, 1933 discussed the proposed arches, "to connect the Administration Building of the Agricultural Department with the Extensible Building," reviewed the plans with the National Park and Planning Commission, visited the site and ended up recommending that the idea of bridging the avenue be given up and advised that "underground passageways connect these two buildings." However, the arches were constructed and the tunnel long delayed. 126/

In the original plans for the South Building, the 7th wing on the first floor was specially designed to meet the unusual and particular Lock-Up requirements of the Crop Reporting Service. An elevator was included, more open space provided, and special load bearing walls installed. 127/ However, the first section of the South Ag. Building to be completed was the 4th Wing, and the wisdom of the day was that the Crop Reporting Service should be moved into it "temporarily." Later when the 7th Wing was ready for occupancy the New Deal farm program was blasting into orbit and needed office space promptly so the new vacant 7th Wing was taken over "temporarily." Forty years later the office space allocation was essentially unchanged despite a strong effort in the late 50's to obtain the 7th Wing when the bludgeoning computer program made additional space mandatory for the Crop Reporting Service.

124/ Century of Service, p. 130.

125/ "Men and Milestones in American Agriculture," p. 22 & 23 U.S. GPO Wash.

126/ Letter March 20, 1933, Charles Moore, Chairman, Commission of Fine Arts, to H. A. Wallace, Secretary of Agriculture, SRS files.

127/ Interview with Darrell Peters, Director, Administrative Services, Division EMSC, USDA.

WPA RESEARCH PROJECT IN NEW YORK, 1938-41

Interest in area sampling--that is, drawing a probability sample of small areas of land and interviewing farmers living in or associated with them--had long been discussed and gotten the enthusiastic attention of the statisticians in the Laboratory at Ames. One of these was Earl E. Houseman, an Iowa farm boy with an excellent mathematical mind, who was assigned by Professor Snedecor in 1938 to study sampling problems. Later Houseman transferred to Washington where his talents were used in upgrading technical phases of the program and in inaugurating the computer revolution.

Irvin Holmes carried on research concerning the optimum size of segments for area surveys using "assessors" data for nineteen counties in the states of Indiana, Minnesota, Iowa, and Kansas. This field work, which was done as a part of the Sample Census Research Project, involved the interviewing of assessors, AAA community committeemen, and other local people in order to match up three identical farms for the period 1935-37. In all, nearly forty thousand farms scattered over two hundred seventy-nine minor civil divisions, were covered in the work. 128/

In discussing the project at the St. Louis Conference in 1938, Mr. Holmes stated three concepts for determining farms to be enumerated. One, which he called "Operating Unit Method," was to include all land of the operator as was done by the Census; the second, a "Land Unit Method," in which "all boundary-line farms are broken down according to the townships and counties in which each tract of land is located." The third so-called "Combination Method" involved obtaining data for tracts inside and outside the Minor Civil Divisions separately and combining them later in the office. This procedure was suggested by a Mr. Shaw and as Mr. Holmes pointed out, it had serious flaws, especially in those days before the electronic computer, but it is interesting as it contained the germ of methods eventually developed for enumerative surveys in the 1940's and under the expanded long range program.

In 1938 the Works Progress Administration (WPA) in New York City had a problem--about 300 clerks with not enough to do. The Crop Reporting Service had a different problem--research projects aplenty with no people to do the basic clerical work. These two problems were resolved by a cooperative arrangement between the two agencies under which Glenn D. Simpson became director of a staff in New York City in 1938 that performed the clerical work on a number of research projects such as Holmes' study referred to above, sponsored and given technical direction primarily by Washington staff members. When Simpson left in 1940 to work for the Census Bureau, C. E. Burkhead, State Statistician for Maryland, commuted to New York several times a month to provide over-all administrative guidance to the research effort that was given day-to-day supervision by WPA employees. Among Washington staff members who were technical leaders of research projects were Irvin Holmes, Paul Smith, John Wilson, Julius Peters and E. M. Brooks. Catherine Senf was on the technical staff in New York

and gave a great deal of help on all these projects. The usual procedure for the Project Leaders was, about once a month, to take the B&O "Sleeper" to New York on Sunday night and return on Friday afternoon, leaving the City about 4:30 and arriving in Union Station in Washington at 8:30.

The B&O put its passengers off the train in Newark early in the morning and onto buses which were ferried across the Hudson River, and then dropped them off at their hotel. The Pennsylvania delivered its patrons to the heart of town, but then they had to fight for a taxi to take them to their hotel.

In May 1941 Brooks was in New York along with Jack Hicks when he received a telephone call from Mr. Callander asking if he could return to Washington that night and leave the next morning on a drought survey throughout the South. Brooks said that he planned to return to Washington, but that he was engaged in tobacco revisions and Mr. Hicks could decide whether he should go on the trip. Hicks talked Callander out of the idea so Joe Ewing and John Shephard made the drought survey. As they crossed the Potomac River into Virginia, it started raining and the further they went, the harder it rained. All the way south through North Carolina, Georgia, into Alabama, up through Tennessee and into Kentucky it rained steadily. Arriving in Bowling Green, they called Mr. Bryant, State Statistician in Louisville, and he told them that if they came on up to Louisville, then east to Lexington and north to Cincinnati, they would be in the worst drought area of the State. They followed this routing but at Lexington got hit by 3 1/2 inches of rain. They finally staggered back to Washington having worn out a set of windshield wipers on a drought-less drought survey.

The WPA project in New York came to an abrupt end after Pearl Harbor when job opportunities went begging, but it had served a useful purpose during a difficult period. So far as the research projects were concerned they helped educate some of the staff in research methodology and provided answers to some long-standing problems.

FIELD TRAVEL - WEST, 1941

There are some people who, if they are supposed to know always know. Fortunately this failing has not been a part of Brooks' bag of faults. One steamy hot day in August, 1941, when working in the Special Crops Section, Mr. Callander came by and asked a question about sugarbeets, and Brooks had to tell him he didn't know the answer as he had never seen a sugarbeet. Callander promptly got after Hicks to send Brooks on a field trip to get acquainted with the sugarbeet areas and practices. Hicks planned the itinerary and it was a dandy.

Meet Floyd L. Reed, SIC, Colorado

The first stop was Denver where Floyd L. Reed, Statistician in Charge of the Colorado office, took his visitor on a three day tour of sugarbeet areas. Brooks asked a host of questions about the planting, cultivation, irrigation,

harvesting, and processing of sugarbeets, and about many other farm practices in the area, all of which Reed answered forthrightly.

There are some people who should never leave their native habitat. Such a one was Floyd Reed. He should never have left the ranch. Not that he didn't do well in the outside world, he did. But he had such pronounced qualifications for the job as "ramrod" on a large, sprawling ranch that it seems a waste that he spent so many years behind a desk.

Alert, aggressive, sharp minded, bluntly outspoken, physically powerful, agile as a cat, totally without fear, supremely confident, knowledgeable about animals, people and range practices, he personified the type of ranch boss the movies try to picturize.

One night in Kansas City, Kansas, Reed and a companion set out in a taxi to attend a dinner in the home of a mutual friend. The taxi driver got lost and after wandering about and making several false stops, Reed got out of the car to look at a map under a lamp. He promptly recognized that they were in the wrong part of town entirely and he expressed his displeasure in the raw and livid language of a bunkhouse cowhand. The taxi driver understandably took offense, but made the mistake of swinging at Reed. Floyd reacted with a vicious blow to the man's stomach which doubled him over. Reed grabbed the tails of the fellow's sheepskin coat and yanked them forward over his head thus pinning the man's arms in a helpless position. Holding him firmly with one hand, Floyd used his other fist to pummel the fellow unmercifully with hard uppercuts. When Reed decided his message had gotten through adequately to the hapless taxi driver, he released him and they proceeded on their way.

Dan Herbert related an incident that occurred when he was an assistant in the Denver office in 1957. On a mid-summer day Reed and Herbert were riding in the pickup truck of Cecil Yount, Manager of Baughman Farms on their way to observe grasshopper damage to wheat in the area around Cheyenne Wells, Colorado. As they followed a narrow road between two wheat fields, they came upon a snake sunning itself in the road. Yount stopped the car intending to kill the snake if it developed that it was a "rattler" but Reed anticipated Yount by hopping out and running forward for a closer look.

"What is Reed going to do?", Yount asked. Herbert replied that if it was a black snake, Reed probably planned to catch it and take it along with them. "No, he's not," said Cecil. "You lock your door and roll up your window, we won't allow Floyd back in." By this time, Floyd had caught the black snake, for such it was, and started for the pickup. Cecil called to him. "Floyd, you old b_____, you're not going to get into this pickup with that snake." "Aw, Cecil, he won't hurt anything," retorted Floyd as he circled the pickup with the snake coiled around an arm. They continued this sort of exchange for several minutes until Reed found a sack and deposited the snake in it and placed his find in the pickup box. Cecil Yount with some trepidation relented and let Reed ride back to town where he retrieved his newly acquired pet, put it in the trunk of his car, and continued his journey. Herbert said he could "feel" that snake in the trunk all the way back to Denver.

The next week Floyd kept the office posted on his snake. First they tried keeping it in a bathtub, but it escaped several times and they retrieved it, using a wet towel. Finally the snake escaped and could not be found. That evening as the Reeds were watching their favorite T.V. program, out came the snake from under the T.V. set. Apparently as the set warmed up, the snake, being a cold blooded reptile, was forced out. Several weeks later, on a trip to Colorado Springs, Floyd released the snake along the highway.

During his college days at the University of Nebraska, Reed was Middle-weight Intercollegiate Wrestling Champion. It was no "grunt and groan" performance so far as Floyd was concerned. He literally flew at his opponents and bull-dogged them into quick and complete submission.

Capable of towering rage, Reed occasionally went on a rampage in the office. At such times, the staff scattered to storm shelters, except Bob Gastineaux. Bob knew exactly how to handle such situations. Whenever Reed got into a lather, Bob, an assistant in the office, and at that time a bandy-legged kid weighing perhaps 115 pounds, would take off his dark rimmed glasses and with a wide grin challenge Reed, "Do you want to wrestle?" The idea was so preposterous Reed would stop in his tracks and laugh uproariously.

The man could be very pleasant socially. An accomplished story-teller - not always ribald - and a loquacious quoter of Shakespeare, he was the life of any party. The tour with Reed was most interesting and informative and it was pleasant except one night when he got on the subject of W. F. Callander, which set him off on a long, bitter recitation, and it was 3 o'clock in the morning before he finally knocked it off and went to sleep. Some years before, Callander had transferred Reed from Kansas to Colorado much against Floyd's wishes and he wasn't about to forget it.

Fred Beier, Western Regional Livestock Statistician, headquartered in Denver, was driving west on one of his periodic appraisals of the livestock situation and his invitation to ride along was accepted with alacrity. Fred Beier was a rather small man with thinning gray hair, pleasant blue eyes and a tanned, leathery face. He apparently knew every cow path and sheep trail in the Far West and was an interesting conversationalist--when you could hear him. He talked in a low, flat, companionable tone further muffled by an ever-present pipe that he seemed to sort of swallow with the stem more in, than out, of his mouth.

In Cheyenne, Wyoming they picked up George Knudsen who, it was generally believed, was the only State Stat since 1914, when Estabrook reorganized the Service and all such positions came under Civil Service, whose appointment might have been influenced by political considerations. The fact that his brother was a Congressman from Minnesota lent credence to the allegation. However, George had the basic qualifications for an Agricultural Statistician of that period, was industrious, got along well with his peers and maintained good relations with farmers and ranchers. When he retired, he said he expected to apply his fondness for mechanical tinkering to the repair of children's tricycles and such. The drive to Salt Lake City through the sprawling, lonely, sagebrush carpeted, undulating terrain of southern Wyoming then down between the

craggy walls of Weber's Canyon rampant with autumn hues of multi-colored shrubs interspersed with the dark green of pine trees and the brilliant gold of quaking aspens, into the Great Salt Lake Valley was, for a first-time tenderfoot, a thrill a mile.

Regional Defense Conference, Salt Lake City, 1941

Secretary of Agriculture Claude L. Wickard, was holding a Regional Defense Conference in Salt Lake City where he was vigorously pushing for expanded agricultural production in accordance with the Production Goals for 1942 which he had announced on September 8, 1941. ^{129/} Before leaving Washington, Brooks had been urged to sit in on the Utah Conference. This idea was not relished as he wanted to see some of the Utah sugarbeet areas, but decided to attempt to do both. Mr. Frank Andrews, Statistician in Charge of the Utah-Nevada office, carefully reviewed questions on the shipment, in earlier years, of sugarbeets from adjoining states to the various sugarbeet factories. Census acreages were available by states, and company records on tons of beets processed, but where the beets came from was something of a mystery. Mr. Andrews' long experience in the region helped clarify the situation. He loaned Brooks a Government car and he took off on a one-day tour south to American Fork, Provo, and Spanish Fork, feverishly looking at sugarbeet fields, irrigation systems, railroad loading equipment and the like. S. R. "Bert" Newell, then Assistant Administrator of AMS, took him in tow at the conference and saw to it that he met some interesting people and into some special sessions.

That night he attended a meeting of sugarbeet producers in the Blue Room of the Newhouse Hotel. Westerners are noted for their blunt, outspoken frankness and it didn't take long to make itself evident. After a brief, mild opening statement by the Chairman, a big, raw-boned man got up and began to tell the Secretary what was so. Secretary Wickard was sitting on the front row and the irate speaker stood in front of the Secretary and glared down at him.

"Mr. Secretary," he rasped, "the last Secretary of Agriculture said that the sugarbeet industry is an un-economic industry and ought to be wiped off the map of the United States. Now, Mr. Secretary, we don't want to hear any nonsense like that from you!" Wickard threw his head back and laughed uproariously, but made no comment at the moment. The speaker continued in a less belligerent way. When the Secretary got up to speak he said, in effect, "Gentlemen, I did not come here to tell you what the sugarbeet program should be. That is your job. You tell me what you think it should be and I assure you your plans will be given consideration in Washington. When Congress approves and appropriates funds, the Department will do everything it can to implement the program effectively and fairly."

^{129/} "A Century of Service", p. 281.

Wickard was such a friendly, hearty soul, no one could stay angry with him for long. The Westerners especially liked the fact that Secretary Wickard sat on the platform all during the two day Conference and answered any questions put to him and those too difficult or sensitive for his subordinates.

The Pacific Coast

After the Conference Brooks rode with Fred Beier and Richard C. Ross, SIC, Idaho, to Boise. After a couple of days there Fred took him to Payette where he caught a train for Portland, but about 9o'clock that night at Le Grande, Oregon, the trip was halted by a cave-in of a tunnel. After much conferring, the train officials told the passengers they would be there all night, and then taken over the Blue Mountains to Pendleton. The train turned around the next day, as did the one coming east from Portland, and returned from whence they came.

In Portland, Brooks had dinner with the Oregon Stat in Charge, N. I. Nielsen and his family. "Nicky" was U.S. Commissioner in Marseilles, France, and Agricultural Attache in Paris for nine years, and came home with many beautiful things for his house, a cellar full of choice France wines, and a flair for the good life that made a visit to his home a thing to remember. During the evening Raymond Vickery stopped by to say goodbye as he was leaving the Oregon State Statistical Office for military service in World War II.

The sugarbeet acreage in Oregon was small with most of it located 425 miles east of Portland at Nyssa near the Idaho line, so Nick had arranged with Dick Ross to handle the reports from his office in Boise only some 60 miles from the Oregon sugarbeet producing area.

Wynne Holbrooke of the Seattle Office took Brooks on a tour of the sugarbeet areas of the State of Washington. A year or two later Holbrooke transferred to the Livestock Division in Washington, D.C. Wynne did not like the D.C. area and when his mother died, he went home to Oregon to manage the family ten-acre prune ranch. Before spraying his trees with DDT, a new product with which he was not familiar, he smeared grease on his face and hands for protection. The result was the opposite of what he expected. The grease absorbed the DDT into his system, he became critically ill, his weight dropped to 75 pounds, and he finally died.

California was a revelation and the gigantic Central Valley Irrigation Project fascinating. George Scott, State Statistician for California, took Brooks to San Francisco and surrounding areas to visit a number of people engaged in the sugar industry, including J. E. Coke, Agricultural Manager of the Spreckles Sugar Company. At the Experiment Station at Davis, research was going on to develop a sugarbeet "puller and topper" that, hopefully, would eliminate the back-breaking, time consuming stoop-labor then required for harvesting sugarbeets. Industry had contributed \$90,000 for the research and were impatient for results. As we watched late one evening an agricultural engineer drove a horse drawn experimental contraption into the barn. He seemed discouraged at the day's performance of the embryo harvester. The problem of how to pull a beet

up from rough, uneven ground and cut off the leaves at the top all in one mechanical motion was no easy problem. Persistence eventually paid off, however, as before long, efficient mechanical sugarbeet harvesters became commonplace farm equipment.

Another device being worked on was a nut cracker for shelling English walnuts. The walnuts were guided by gravity into individual slots in an upright wheel which revolved over a saw that cut a small slice in the shell; a shot of ordinary cooking gas was then quickly injected, followed by a blast of hot flame shot at the walnut causing the gas to explode and blow the shell away while the meat dropped straight down into a hopper. Commercial concerns said the ingenious nut cracker was too slow, but Rupe Goldberg would have loved it.

The Southwest

The sugarbeet industry in Arizona and New Mexico was primarily a matter of producing sugarbeet seed for farmers. This enterprise was a rather recent development spurred by the loss of sugarbeet seed imports from Germany. Preston Creer, State Statistician for Arizona, and Fred Daniels who held a similar position for New Mexico, took Brooks to the sugarbeet areas in their respective states, and to plants where the seed was threshed. Production of sugarbeet seed involved letting the beets grow one season, digging them up and burying them in a trench silo over the winter, then letting them "grow out" and go to seed the next season. Although this was a long and laborious process it was considered preferable to depending on obtaining sugarbeet seed from Germany as was done prior to World War I. With Hitler on the march in Europe the Department was hurriedly expanding experiments in sugarbeet seed production in even such unlikely places as southern Virginia.

This long trip to Western States, and the similar tour of the South made the previous summer with Jack Hicks, proved to be invaluable a year or so later when Brooks had to plan and direct farm employment and wage surveys in both of these regions and in specialized crop areas throughout the country. Seeing the topography, observing production, harvesting, and processing methods, getting acquainted with State office staffs and procedures; with trade and university people; and keeping voluminous detailed field notes all combined to make later survey activities much more effective than they otherwise would have been. Agricultural statisticians from the five other Branches, -- Field Crops; Fruit and Vegetables; Livestock and Poultry; Agricultural Prices; and Dairy -- made similar trips visiting state offices, research laboratories, college officials, farms and processing plants. It was the only way to keep up with the rapidly changing agricultural situation. Congress stipulated long ago that the Crop Reporting Board include field statisticians in its deliberations to assure that the Crop Reports would not become the stereotyped product of desk-bound bureaucrats. Such meaningful field travel of Washington staff members to the field accomplishes the same purpose, that of creating a corps of statisticians that is fully knowledgeable concerning the commodities being dealt with in their reports.

THE MAKING OF A SAMPLE SURVEY

The pinnacle of responsibility for statistical activity in the Federal Government resided in the Executive Office of the President, specifically on the Director of Statistical Standards, Bureau of the Budget. ^{130/} The Director and his staff had the difficult task of seeing to it that all statistical work done in the vast Federal establishment was: (a) needed, (b) non-duplicating and (c) data collected, processed, and analyzed efficiently. As a practical matter, this meant that any of the 2 1/2 million Federal employees who wished to make a survey with money appropriated by Congress which involved contacting nine or more people had to have their project approved by the Office of Statistical Standards. An impossible assignment one would think, but actually the thing was done quite effectively. The procedure was like this. A few staff people of the Division of Statistical Standards were responsible for keeping tabs on each Federal Department -- Commerce, Defense, Agriculture, etc. Each of these Departments had a man or two designated as the contact with the Budget Bureau to clear all surveys proposed by anyone in the Department.

To illustrate, if the Statistician in Charge of one of our Ag Estimate State offices, say Colorado, wanted to make a survey, he submitted a statement to the Washington, D.C. office detailing what he wanted to do, how he planned to do it, and why. This statement was reviewed by Ag. Estimates and when considered acceptable and ready, was submitted to the Department's Clearance Officer.

When he was satisfied about the worthwhileness of the project and soundness of procedures, he forwarded it to his alter ego at the Budget Bureau. After a preliminary review the person might decide that two or more other Departments might be involved and arranged a conference where all concerned made a critical review of the various aspects of the proposed project. This included consideration of the sampling plan, the appropriateness of questions, format of schedules, and operating forms, soundness of tabulation and analysis plans, whether duplication with work being done in another Federal agency was involved, and the impact on respondents. If finally approved the survey was assigned a Budget Bureau number and termination data both of which had to be clearly shown on the survey materials.

Obviously, this was a slow and sometimes frustrating procedure, and much energy was spent stewing about delays, but the clearance procedure served a good purpose because in the end, you got a better product. A curious aspect of the activity was that none of the Statistical Standards staff that worked on agricultural surveys had ever had the practical experience of personally planning and operating a survey from egg to earth. Perhaps this lack of practical experience in the field was good as otherwise it might have tended to inhibit questioning and probing.

The Clearance Officer for the Department of Agriculture, that is, the man who reviewed every proposed survey, sample, questionnaire, field operation and

^{130/} Later Division of Statistical Policy, Office of Budget and Management.

analytical procedure and, when satisfied with their soundness, presented them to the Budget Bureau for approval, was J. Richard Grant. He was always in the middle between impatient people anxious to get on with their survey, and the deliberate Budget Bureau staff intent on making sure the proposal was proper and feasible. Dick Grant had been part of the research staff at Iowa State College that worked on drawing the Master Sample, and was tapped by O.V. Wells, Chief of BAE, to be the first Clearance Officer for the Department, because it was believed he had the mental capacity and temperament for such an assignment and, in particular, could handle the fulminations of that big, red headed, good hearted, but hard probing representative of the Budget Bureau, Ole Negaard. For thirty years, Dick performed the job with an ease, grace, and humor not soon to be matched. He and Ole continued as good friends although they sparred daily.

PERIODIC CENSUS VS CURRENT AGRICULTURAL SURVEYS

Agricultural statistics are collected primarily by two major agencies, the Census Bureau in the Department of Commerce and the Statistical Reporting Service in the Department of Agriculture, each headed by a Secretary who is a member of the President's Cabinet.

Each decade from 1840 to 1920 and every five years since then, the Bureau of the Census has undertaken to collect information on a mandatory basis from every farmer in the United States -- some three million of them in 1960. A total of approximately 300 questions were asked about crops, livestock, income, farm employment and the like with the questions limited to those applicable in each State. About a month was required to collect the data, two years to tabulate, summarize and publish the results, and something like 25 million dollars to pay for the overall project. The Census tabulations were invaluable as benchmarks and to provide data for local areas, but too delayed to be of significance in appraising current conditions. For this, sample surveys that can collect data quickly and be used in publishing timely forecasts and estimates are essential. This latter function has been performed by the U.S. Department of Agriculture since it was founded in 1862.

It is not argued that this separation of such closely related activities as an agricultural census and a current agricultural statistics program is necessarily desirable. It has simply been that way for over a hundred years.

The agency in the Department of Agriculture responsible for current statistical reports has had various titles during the past century, but during the period 1933 to 1961 it was labelled successively as the Division of Crop and Livestock Estimates (1933-39); Division of Agricultural Statistics (1939-53); and the Agricultural Estimates Division (1953-61). It had, during the 1950's, about 600 full time permanent employees, approximately 150 in Washington and 450 in 43 offices servicing the then 48 states with offices added for Hawaii in 1955 and for Alaska in 1960. These were all Civil Service employees responsible in a straight-line chain of command to the Administrator of the Service. This direct line of responsibility is essential if due dates for the 700 reports released each year at the headquarters office in Washington are to be met with

precision. Most state offices, in addition to their Federal staff, also had a contingent of state employees who worked under the direction of the Stat-in-Charge and provided data needed by the State but not required by the National program.

Most of the information on which these reports were based was obtained by mail from a sample of farmers who voluntarily filled them out and returned them to the State Offices. There they were edited, tabulated, summarized, analyzed and estimates made that were submitted to Washington for final review and the preparation and release of official reports. In the course of a year, some ten million questionnaires were mailed out, and about three million returned for use. The mail survey is a quick and relatively inexpensive method of collecting data, but it has two basic weaknesses. The list from which the mailing is made is never complete -- therefore, biased. Secondly, the returns are not representative of all those being surveyed -- again a built-in bias. By long experience and much study, methods have been developed -- largely regression charts -- to utilize the biased data to make forecasts and estimates that are generally serviceably accurate.

To meet the growing demands for timely, accurate, and comprehensive statistics, it has been necessary to develop more sophisticated data collection, processing, analysis and transmission systems. The development of probability area sampling -- drawing samples of small land areas and collecting data associated with them -- has been a major effort in recent years. These so-called Enumerative Surveys were made in June and December to sharpen the reliability of agricultural estimates and to provide factual information, such as farm employment, not obtainable satisfactorily by other means.

The use of large scale objective measurement surveys on a scientific basis were also a relatively recent development. For these surveys, a sample of corn, soybean, cotton, or wheat fields were selected from those identified by the June or December Enumerative Surveys. Next, actual counts and measurements were made throughout the growing season of factors believed to be critical in developing the yield per acre of the crop -- number and size of cotton bolls, number and length of ears of corn, and so on. These objective counts and measurements were used in complex formulas to estimate prospective yields per acre. Objective surveys were also made to obtain data on growth factors of oranges, peaches, walnuts, grapes, filberts and cherries. Probability mail surveys were tried that appeared to offer much promise for strengthening this useful tool.

Automatic data processing made giant strides after World War II and made possible rapid handling of masses of data that are maneuvered through a maze of complex computations to provide estimates that are statistically pure.

In 1941 the Crop Reporting Service was, from a technological standpoint, still in a backward, low geared, awkward stage of development. By 1961 it had gained the experience and carried out the necessary technical and operational research in breadth and depth to establish the foundation for creation of the highly scientific and sophisticated Statistical Reporting Service of 1976. The SRS is recognized at home and abroad as the world's largest, most comprehensive

and efficient statistical organization devoted to providing current statistics on all phases of agriculture. The ultimate accolade is reported to have been pronounced at a meeting in November, 1971, of the Advisory Committee by Julius Shiskin, Director, Division of Statistical Standards, Bureau of the Budget. Mr. Shiskin was presenting the case for creation of a central statistical organization, as proposed by President Nixon, that would combine the Census Bureau of the Department of Commerce, the Statistical Reporting Service of the Department of Agriculture, the Bureau of Labor Statistics from the Department of Labor, and a few minor statistical offices into one huge statistical complex. When it was argued that the SRS should stay where it was in order to better serve agriculture, Mr. Shiskin is said to have rebuttaled that the expertise of SRS should be dispersed as it was needed to strengthen the other agencies! It should not be thought that because of its eminent degree of sophistication, SRS has abandoned all the old ways and lost its willingness to utilize homely methods when they best serve the purpose. After all, it still uses grave-diggers in Wisconsin to provide information on the depth the ground is frozen, for a report that is widely read by construction engineers, utility companies and others laying pipe, digging foundations, or building roads.

RESEARCH ON FARM LABOR SURVEYS, 1941

Throughout 1941 Congress became increasingly aware of the need for more adequate statistics concerning the farm labor situation.

The BAE in response to a request from Secretary Wickard, established an Interagency Planning Committee on Farm Labor with these members: Raymond C. Smith, BAE, Chairman; H. B. Boyd, AAA; S. R. Newell, AMS; Roger F. Hale, AMS (alternate); W. T. Ham, BAE; Arthur W. Stuart, BAE (alternate); P. V. Kepner, Extension Service; George S. Mitchell, FSA; James G. Maddox, FSA (alternate); W. J. Rogers, OADR; Otis B. Mulliken, OADR (alternate); Samuel B. Bledsoe, Office of the Secretary; and Roy F. Hendrickson, SMA. 130A/

Since the re-organization of 1939, the Crop Reporting Service had been a part of the AMS (Agricultural Marketing Service) under the name "The Division of Agricultural Statistics." An announcement in the AMS house organ for December, 1941, stated, "The new Agricultural Statistics Division has under taken the collection of data under the expanded program. Already six regional conferences for statisticians have been held to discuss plans and operational procedures.-----Farm Labor information will be collected through mailed questionnaires, as well as by paid enumerators in the intensive fruit, vegetable, sugar-beet and cane areas. The first questionnaire will probably go out on January 1. (1942) Meanwhile, experimental work is being done to test the schedules.----- Publication of a monthly report of the farm labor situation is anticipated. This report will deal with such matters as changes in the labor market in relation to changes in wage rates, and factors affecting the supply of farm labor and the demand for it." Earlier in the year Callander had designated Roger F. Hale, Chief, Agricultural Prices and Farm Labor Section, to spearhead preliminary

130A/ BAE News, December 1941, SRS files.

research on methods of collecting additional farm labor data, aided by that talented pair Glenn D. Simpson and T. C. M. Robinson.

On October 25, 1941, Callander, in a letter to S. R. Bryan, SIC, Arkansas, stated: "Somewhat more than \$200,000 will be available within a few days to start a farm labor reporting service in the U.S." President Roosevelt had just signed a bill under which these funds would be made available.

And then came Pearl Harbor.

THE IRON WHEEL TURNS, 1942

The 15th of January, 1942 was one of those days when the Iron Wheel, that changes the course of a person's life, made its move. About three o'clock that afternoon Brooks was at his desk working on a tobacco estimating problem when Mr. Callander's secretary, Zella Murry, stuck her head in the door and said that the boss wanted to see him. Callander's office was right across the hall, and as Brooks walked in the door he was pacing up and down and without any preliminaries, said, "Brooks, can you leave town tonight?" The response was "Yes, I guess so, where am I going, and what am I going to do?" Callander replied, "You are going down to Texas and help set up an enumerative survey on farm labor." Brooks replied, "Mr. Callander, I don't know anything about enumerative surveys, nor farm labor, either." Callander smiled fleetingly and said, "You can read about them on the train going down to Texas." That was the end of Brooks' career as a tobacco and sugar statistician. He was now locked into an entirely new career. What had happened, of course, was that following Pearl Harbor, Glenn Simpson and Tom Robinson would soon be in the Army and someone had to take over for them in planning and conducting farm labor surveys.

A little later that afternoon, Mr. Callander said, "Emerson, I've changed my mind about you. I want you to go not only to Texas, but also on to Arizona, California, Oregon, Washington, Idaho and Colorado." Brooks asked, "When will I get back?" He replied, "Oh, sometime this spring." With that Brooks said, "Mr. Callander, in that case I want to drive my family to Iowa and leave them there, and go on to Texas on the train." Callander replied, "I don't care what you do, just as long as you are down in Texas Monday." Actually, Brooks arrived in Texas Monday evening about six o'clock, just in time to have dinner with Virgil Childs, Glenn Simpson, Joe Motheral and others that had been spending a few days in the Lower Valley of Texas studying some of the problems involved in making enumerative surveys of farm workers.

DETERMINATION OF A FARM HEADQUARTERS

The decision had been made to use a probability area sample for the proposed farm labor surveys, but the problem, or one of the main problems, was how to associate farms with a specific area of land. If the sample included all the farms with any land inside the segment, too many large farms would be picked up. On the other hand, if only farms with all their land inside the segment were made a part of the sample, small farms would have an advantage, the sample

would be distorted and not representative of all farms.

This problem was studied in Texas and at great length in California, where Brooks joined Arnold King and Ray Jessen of the Statistical Laboratory of Iowa State College, Ames, Iowa. The three spent a month probing this problem under the heterogeneous conditions that existed in the vast, varied, and complex agriculture of California. One approach would be to include farms if the farm operator lived inside the segment, but this meant that farms where the operator did not live on the farm would not be included. The researchers were told that probably 15 percent of the farms in California had such non-resident operators - too many to be ignored.

After much discussion, it was agreed that a "headquarters" would be determined for each farm and if it was inside the sample area an interview would be obtained for the farm. This meant that farms with resident operators would be included. Secondly, if the operator did not live on the farm, but there was a house on the farm, that house became the farm headquarters and the farm would be enumerated. Third, if there was no house, but buildings on the farm, an interview would be obtained. If there were two or more dwellings on the farm, the dwelling of the greatest value would be the headquarters. If there were two or more buildings, the one having the greatest value would be considered the headquarters. If there were no buildings on the farm, the headquarters would be the main entrance.

This procedure narrowed the problem down considerably, but there still remained the situation where there was no house on the farm, no buildings on the farm, and the main entrance could not be determined, not an unusual situation in parts of California and presumedly elsewhere, especially in the West.

One evening Arnold King came back to the office from an afternoon spent at the AAA office considering what he called "farmettes" as a solution, and again went over the problem of non-resident farms where there was no main entrance. It finally came through that all that was actually needed was one identifiable point that could be designated on the farm and if that point was inside the segment you would get an interview, and if it wasn't, you would not. Brooks suggested to King that the northwest corner of the farm be designated as "headquarters" in such a situation, and if the Northwest corner of the farm was in the segment, you would get an interview, if it was outside the segment, you would not. This tactic appeared to be satisfactory, and became a standard part of the farm identification procedure. Sometimes even a blind pig finds an acorn.

The "farm headquarters" concept stimulated a host of questions in the active and skeptical minds of statisticians attending training schools and inspired an urgent desire on their part to test its validity. A few examples will indicate the point.

QUESTION: Suppose the farm is in several different tracts, where is the main entrance?

ANSWER: The main entrance on the tract of greatest value becomes the "headquarters" for the entire farm.

QUESTION: If the farm is in the shape of a circle, where is the "northwest corner?"

ANSWER: The instructions are to determine the northern most point then go west as far as possible. If the farm is in a circle the "northwest corner" would be the point furthest north as it would not be possible to go west from that point on the farm.

QUESTION: What is the farm headquarters of a sheep operation consisting only of a herder moving across the country with his camp wagon and band of 1,200 sheep?

ANSWER: The herder's camp wagon becomes the headquarters and if it is inside the segment when the interviewer gets there, he completes a questionnaire. If it is outside the segment at that time, no questionnaire is obtained.

Later when segments were delineated in towns and cities, the operators' residence served as the farm "headquarters" and it was no longer necessary to use the other categories.

When explaining the "headquarters" concept at numerous training sessions, one was always reminded of the incident during the Civil War when "Fighting Joe" Hooker was put in command of the Union Army. His predecessor had been criticized for lolling around headquarters rather than being with his troops in the field. "Fighting Joe" declared that "his headquarters would be in the saddle." Critics retorted that the poor guy didn't know his headquarters from his hindquarters!

Arnold J. King and Raymond Jessen were both outstanding young men. Arnold was the son of a prominent sheepman in Wyoming, graduated from the University and had been in charge of the Ag. Estimates office in Cheyenne, Wyoming and also for South Dakota for a time prior to transferring to the Statistical Laboratory at Ames. He was not highly trained in mathematics and statistics but he had a lot of common sense, had been exposed to the ideas of sampling experts at the University, and had worked on numerous surveys. Later he established National Analysts, a subsidiary of the Curtis Publishing Company, which made sample surveys for commercial concerns. Ray Jessen was a very highly rated student under Professor George Snedecor at Iowa State where he received his PHD degree in statistics and later taught at UCLA and other institutions.

One day in Sacramento Arnold said, "I won't join you at noon today, I'm going to have lunch with my sister-in-law." Well, that seemed reasonable, but a few days later, someone had to go to Salt Lake City to get a Government car and bring it back to California for use on the research project. Arnold said that if neither Ray nor Brooks especially wanted to go, he would like to make the trip as he had a sister-in-law in Salt Lake City. They looked a little surprised, but said nothing. A week or so later, Arnold said he was going to San Francisco for the weekend, as he had a sister-in-law in San Francisco. Well, this was a little much, and curiosity was aroused. Later during a stop-over

at Ames on the way back to Washington, it came out in a conversation with Arnold's wife, Mary, that she had several sisters and really did have a sister in Salt Lake City, in Sacramento, and in San Francisco, plus other places the researchers had not visited!

After Sacramento a few days were spent in Oregon, Washington, Idaho, and Colorado exploring problems involved in associating farms to sample segments in these states. At Ames, the proposed procedure was explained to Professor George Snedecor, founder and Director of the Statistical Laboratory and noted author, who readily agreed that if Ray Jessen thought it was all right, he was sure it was.

AG ESTIMATES GOES TO WAR

To obtain an idea of the participation of Ag Estimates people in World War II and some flavor of what it was like on military duty during that conflict the following accounts are given from the BAE News of September 1944, and March and November 1945.

LIST OF SERVICE MEN AND WOMEN - SEPTEMBER 1944

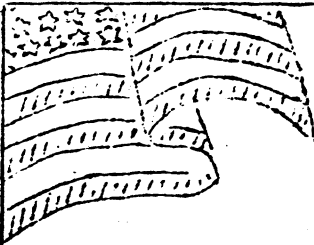
WRITE THE BOYS AND GIRLS IN SERVICE!

REMEMBER!

THEY WOULD LIKE TO HEAR FROM YOU

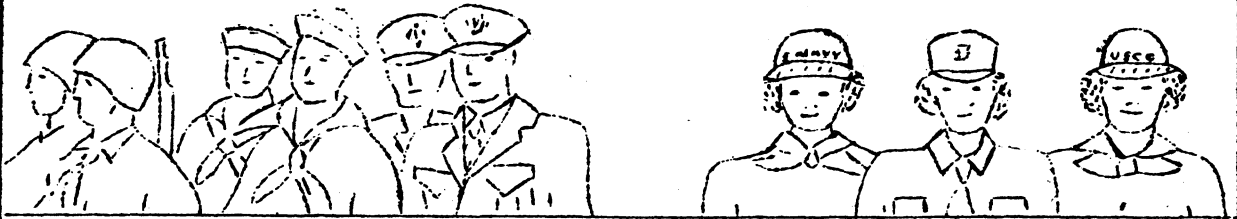
<u>NAME</u>	<u>LOCATION</u>	<u>BRANCH OF SERVICE</u>
Guelow, Creighton N.	Ag Stat, D.C.	Navy
Harrell, George F.	Ag Stat, D.C.	Army
Robinson, Thomas C.M.	Ag Stat, D.C.	Army
Gastineau, Robert L.	Tech Asst, D.C.	Navy
Simpson, Glenn D.	Ag Stat, D.C.	Marines
Stuart, T. L.	Ag Stat, D.C.	Army
Taylor, Frank M.	Ag Stat, D.C.	Merch. Marine
Herman, William E.	Ag Stat, Baton Rouge, La.	Army
Doyle, T. Roy	Clerk, D.C.	Army
Thompson, Virginia H.	Clk Steno, D.C.	WACS
Wattenberger, Elmer	Clerk, D.C.	Army Air
Ewert, Douglas T.	Operator, D.C.	Navy
Timmons, Herbert D.	Operator, D.C.	Army
Fryar, Paunnette	Messenger, D.C.	Army
Taylor, Henry M.	Ag Stat, Richmond, Va.	Army
Frost, Oakley M.	Ag Stat, Charleston, W.Va.	Navy
Graham, Francis J.	Ag Stat, Madison, Wisconsin	Navy
Harvey, George R.	Ag Stat, Seattle, Wash.	Navy
Overton, Robert S.	Ag Stat, Des Moines, Iowa	Navy
White, Clarence E.	Ag Stat, Springfield, Illinois	Army
Casey, Glenn E.	Ag Stat, Seattle, Wash.	Navy
Finkner, Alva L.	Ag Stat, Raleigh, N.C.	Army
Handy, Russell P.	Ag Stat, Trenton, N.J.	Army
Hannawald, Emmett B.	Ag Stat, Cheyenne, Wyoming	Army
Henderson, W. Ward	Ag Stat, Albany, N.Y.	Navy
Hoffman, Lester J.	Ag Stat, Cheyenne, Wyoming	Army
Koepper, James M.	Ag Stat, Montgomery, Alabama	Navy
Koop, Arthur E.	Ag Stat, Austin, Texas	Army
Maloney, Clifford J.	Ag Stat, Chicago, Illinois	Army
McCammon, Rodney K.	Ag Stat, Topeka, Kansas	Navy
McCarty, Dale E.	Ag Stat, Lincoln, Nebraska	Navy
Mullen, Joe	Ag Stat, Sacramento, Calif.	Army
Prindle, Harold F.	Ag Stat, Portland, Oregon	Army
Vicery, Raymond E.	Ag Stat, Portland, Oregon	Army
Fieri, Mario P.	Ag Stat, Boston, Mass.	Army
Bokina, Carl J.	Ag Stat, Boston, Mass.	Army Air Corps

<u>NAME</u>	<u>LOCATION</u>	<u>BRANCH OF SERVICE</u>
Hamilton, Richard A.	Ag Stat, Des Moines, Iowa	Navy
Harmston, Floyd K.	Ag Stat, Salt Lake City, Utah	Army
Herman, Joe D.	Ag Stat, Las Cruces, N. M.	Army
Legg, Sidney B.	Ag Stat, Columbus, Ohio	Navy
Light, Robert C.	Ag Stat, Columbia, S.C.	Army
Orvold, Lennard W.	Ag Stat, College Park, Maryland	Army
Peterson, Byron	Ag Stat, St. Paul, Minnesota	Army
Schutz, Robert R.	Ag Stat, Sacramento, Calif.	Navy
Shaw, Herbert O.	Ag Stat, Oklahoma City, Oklahoma	Army
Smith, Norman L.	Ag Stat, Springfield, Illinois	Army
Swanson, Glenn A.	Ag Stat, Lansing, Michigan	Navy
Swedberg, James H.	Ag Stat, Boston, Mass	Army
Woodrow, Wilson R.	Ag Stat, Columbia, Missouri	Army
Woods, Charles K.	Ag Stat, Lansing, Michigan	Army
Powell, Phillip	Clerk, Gulfport, Mississippi	Army
Roberge, A. Robert	Asst Clk, Chicago, Illinois	Army
Bruhn, Wilbert C.	Clerk, Austin, Texas	Army
Carlson, Erling C.	Clerk, St. Paul, Minnesota	Army
Clay, Marion J.	Clerk, Raleigh, N.C.	Army
Clugston, John A.	Operator, Trenton, N.J.	Army
Disbrow, Jean	Stat Clk, Lansing, Michigan	WAVES
Druffel, Elaine D.	Mach Oper, Boise, Idaho	WACS
Mack, Alice	Clk Steno, Lincoln, Nebraska	WAVES
Miklos, Julia	Clerk, Columbus, Ohio	WAVES
Reagan, Michael B.	Clerk, Baton Rouge, La.	Army
Rucker, Marguerite L.	Mach Oper, Oklahoma City, Okla.	SPARS
Russel, John R.	Mach Oper, Helena, Montana	Army
Schmidt, James E.	Mach Oper, Boston, Mass.	Army
Webster, Fred S.	Clk Typist, Austin, Texas	Army
West, Harold C.	Clerk, Little Rock, Arkansas	Army
Durand, Jane L.	Mach Oper, Denver, Colorado	WAVES
Graham, Wendell	U.C. Typist, Columbia, S.C.	Army
Hale, Lloyd D.	Clerk, Montgomery, Alabama	Navy
Northrup, John W.	Under Oper, Orlando, Florida	Army
Reeves, Percy G.	Clk Typist, Columbia, S.C.	Pilot Tr.
Young, Walker J.	Mach Oper, Little Rock, Ark.	Coast Guard
Dodson, Joseph C.	Agent (Stat), Ames, Iowa	Army
Kirkbride, John W.	Agent (Stat), Topeka, Kansas	Army
Mason, David D.	Agent Sc. Aid, Raleigh, N.C.	Army
Monroe, Robert J.	Agent (Stat), Raleigh, N.C.	Army
Shinn, Lloyd B.	Agent (Stat), Sacramento, Calif.	Army Air Corps
Wesson, William T.	Agent (Stat), Raleigh, N.C.	Army



AGSTAT NOTES

ON DIVISION MEMBERS
AT HOME AND IN THEIR COUNTRY'S SERVICE



WASHINGTON, D. C.

NO. 2

MARCH 1945

WE GO TO PRESS AGAIN!

The editors charged with the responsibility of preparing this issue of Agstat Notes apologize for the lapse of time between issues; but not without excuses. Breathes there a statistician who never to himself has said, "I'm not sure - but I believe I'm being overworked." Well, maybe Kimball wouldn't put it that mild. No one needs to be reminded what anyone is doing between September and March of any year. They tell us this period used to be an off-season. Oh! for the good old days! Besides, following Diamond's precedent in quality on a job like this is a tough assignment and confess, we must, that the little demons whose advice is always forthcoming and sometimes sought, actually suggested that it would be a wonderful idea to postpone the issue until Diamond is called in on the Board again. But good idea or not, the pressure for another issue increases each day. Material has piled up, requests are pouring in; so, quality to the winds, here it is! Our only hope is that it will reach all of you, wherever you are, and that it will bring you news, a smile or two, and the feeling that we on the job front are thinking about you on the fighting front, wishing you success in your missions, praying for victory soon, and waiting for you to come back home.

As nearly as we can find out, most of the men and women in the Armed Services have received a copy of the September issue of Agstat Notes. We sincerely hope so, anyway, and trust that this issue will reach each and everyone. It was heartening to note that the first issue was so well received judging from letters from the front. We hope this issue will be equally well received.

Again we ask the State Statistician to see that a copy of this issue reaches those who entered the Services from his office, and to send the issue by first class mail.

Many interesting letters have been received from points scattered all over the Globe. Excerpts of high lights from these letters are contained in these notes. Limitations prevent the reproduction in whole of all of them, which is sincerely regretted, for they are good reading and very interesting. Along with some of the letters come snapshots or photographs.

It is no overstatement to mention that we lack facilities for their re-production. Nevertheless, it's an enjoyable interlude in the daily grind to have an opportunity to look at these pictures, recount past pleasurable associations and look to the future.

Let everyone continue to send in items of news and interest about the men and women in the Armed Services. Letters from those in the Services are appreciated, and we will try to pass on the news through future issues of AGSTAT NOTES spaced not so far apart. The Division is particularly interested in knowing whether the September issue reached everyone. Let someone know who will pass the word along and keep us posted on your whereabouts.

We want to express our appreciation for the information sent in by the various field offices and for the generous assistance of Ann Swetman, Helen Jordan, Ruth White and others who prepared the copy. Many thanks are due Charley Burkhead for his contribution, "News From the Garden Front," and other helpful suggestions, and to the many others who furnished the news in this issue. We trust you get as big a "kick" out of reading it as we did in preparing it.

The Editors,
A. V. Nordquist
H. R. Walker

A MESSAGE FROM THE CHIEF

Most of you who have written in since entering the Armed Services have indicated that you still have a warm spot in your hearts for the Division and that you are very anxious to get back on the job. Believe us, we are just as anxious to see all of you back. You are assured the jobs you left are here, awaiting your return. It is impossible, of course, to foretell just what bright prospects the future may hold for the Division's work, as you may well realize, but in new ideas and techniques we are prepared to travel a long way as the demands provide the means for more and better data and information. Of interest to you, no doubt, will be the fact that the few who have already returned from military furlough have been quickly fitted back into place. At present our knuckles are being skinned scraping the bottom of the man power barrel.

Many of you have written me personal letters, but due to the pressure of Division work I have not been able to reply. I knew, however, that the Agstat Notes would soon be forthcoming giving you much more information than a personal message from me would contain. May I take this opportunity to wish you all good luck, Godspeed, and a quick and safe journey back.

MORE SHIFTS IN FIELD FORMATIONS

After executing that incomparable play involving six successive moves, the coach relaxed and concentrated more on single "bucks". Having demonstrated to his own and everyone else's satisfaction that a sextuple reverse could be performed, Koenig seems to be content for the moment to move in single, double or triple jumps, but no one can foretell whether he intends to let the record stand. Since the last issue twelve transfers have been executed - four of them involving moves to Washington, D. C. Here are the field plays. Get out the map in the September issue and follow them through.

<u>Player</u>	<u>Date</u>	<u>From</u>	<u>To</u>	<u>Grade</u>
E. V. Jones	Aug. 31, 1944	So. Dakota	Arizona	P-4
G. D. Collins	Oct. 1, 1944	No. Carolina	Tennessee	P-3
W. D. Bormuth	Oct. 1, 1944	Chicago, Ill.	Wash., D. C.	P-5
Samuel Gilbert	Oct. 1, 1944	Wisconsin	So. Dakota	P-5
C. J. Heltemes	Nov. 1, 1944	Washington, D. C.	Chicago, Ill.	P-5
Geo. B. Strong	Nov. 1, 1944	Tennessee	Washington, D.C.	P-4
P. J. Creer	Nov. 1, 1944	Arizona	Utah	P-4
J. R. Grant, Jr.	Dec. 16, 1944	Ames, Iowa	Wash., D. C. (Off. of Chief)	P-4
C. D. Caparoon	Jan. 16, 1945	Washington, D.C.	Wisconsin	P-4
L. H. Wiland	Jan. 16, 1945	Pennsylvania	Arkansas	P-4
W. F. Callander	Jan. 15, 1945	Florida	Wash., D.C. (Census)	P-7
W. D. Blachly	Jan. 16, 1945	Arkansas	West Virginia	P-4

Sam Gilbert took over Jones' job in South Dakota, bringing along his ole' doubul barrul. First order of business was to find out how many ring-neck pheasants ace-shot Jones left in the State. (Rumor has it Jones shipped his furniture to Arizona in a refrigerator car.) So Sam sent out a schedule on pheasants and the results were gratifying to all loyal nimrods in the State. We won't tell how many pheasants Sam estimated. Nobody believes it, not even Sam!

Spuds have been orphans, more or less, ever since Harry Henderson was inspired to become a scribe. Last November, George Strong took hold of the vines as commodity specialist and the crop really has a home now. Just in time, too, as potatoes carry a big war interest, and monthly stocks estimates have been inaugurated for administrative use. G. D. Collins reported to Marsh to take over Strong's spot in the Tennessee office.

W. D. Blachly moved from Arkansas to take charge of West Virginia, vacated when Oakley Frost went into the Navy. L. H. Wiland followed Blachly in Arkansas, leaving an opening in the Pennsylvania office.

When Gilbert left for South Dakota, Caparoon shook that unutterable title, Assistant (ICOMODCOQACOSSAA) for agricultural statistician - a little better, anyway - and joined the staff of the Wisconsin office. Dick Grant left the Ames Laboratory to take over "Cap's" duties and title in Dr. Taeuber's office.

W. D. Bormuth came to Washington to take charge of the Processed Dairy Products Unit in the Dairy Section. C. J. Heltemes went to Chicago to take charge of the Chicago dairy office.

Callander blew hot and cold on the Census job a dozen times before he made up his mind to pull stakes in Florida. Townsend is in charge of the Florida office.

NEW RECRUITS IN THE SERVICE

The turnover of personnel continues at a rapid rate. Since the last issue of Agstat Notes, eight field statisticians have tendered their resignations and Bob McCauley, North Dakota, went into the Army. Most of these men had been in the service a relatively short time and may not be known to the readers. As a matter of fact, six of them were on the "rookie" list of the September issue, as follows: Ross, Kentucky; Haroldsen, Oregon; Murphy, Kansas; Guin, Alabama; and Cunningham, Oklahoma. Wilmot Hill, Livestock Statistician in Texas, resigned to go into private business. Manfred Lowe, Michigan truck crop statistician, was the latest resignation. In addition, Ira Wissinger and Jack Hicks have been detailed to the Bureau of the Census. To offset, the Division acquired 4 new recruits and Frank Taylor returned from military service to the truck crop section. Frank is temporarily assigned to the Kansas office easing the man power shortage out there. Also, Lloyd D. Hale returned from military furlough to the clerical force in the Alabama office.

The new "rookies" are as follows with grade, date of appointment and State to which sent.

W. T. Federer	P-3	November 13, 1944	Ames, Iowa
O. V. Grenier	P-2	November 21, 1944	North Dakota
C. H. Geist	P-2	March 1, 1945	Washington
Roy D. Bass	P-2	March 1, 1945	Louisiana

WHAT'S COOKIN' ?

Reminiscent of the old "Corn-hog Days" the program of the Bureau-wide Farm Wage Rate Survey slid into high gear with a series of area meetings at Montgomery, Philadelphia, Chicago, Denver and Los Angeles. Meanwhile, a group of field statisticians, assigned from several different States were testing the enumeration in Florida with some moving on to other States. * * * Crop Insurance is back, too, with new and greater demands for county estimates. The newest addition to the work performed for FCIC is flaxseed. Meantime, Crop Insurance is experimenting with tobacco, apples. * * *

With an eye toward streamlining Board procedures, Koenig appointed a committee composed of C. E. Burkhead, Chairman, E. M. Brooks, A. V. Nordquist, H. L. Razor and R. Royston to study recommended changes on record from field and Washington personnel. Committee came up with some plans for changes that look promising. * * *

If present plans materialize the new Board procedure for monthly reports on the speculative and non-speculative crops will become a reality this season. Outstanding features of the new setup are: One State review, two pink slips, the Statist's recommendation is the Board estimate unless changed in State or Commodity review, and the work in the computing unit proceeds simultaneously with the State Review. * * * Livestock interests in the Division are primed to release a Livestock, Dairy and Poultry Production report each month. The report may be inaugurated this season with an issue released about the 12th of the month

covering milk and egg production, and including other livestock reports in months when made. * * * On the side, acreage and yield work sheets are being subjected to careful study by a sub-committee of staff members chairmaned by Peters. Board procedures on acreage estimates are being reviewed with an eye toward "streamlining". * * * Working smoothly, as though from long usage, a streamlined plan for acreage review was tried out on the March Intentions Survey. Not even one crack of Simon Legree Pallesen's whip was necessary as the one State review and the thorough commodity reviews were completed well before the hour set in advance. By entering the Statists' recommendation on the computation sheets, the computing section was able to prepare the sheets for commodity review by the time the State review was completed. * * * Not letting any blades of grass grow up between their toes, Palmer and Schlotzhauer developed a citrus work sheet which is a humdinger. Now they are toying with one for the deciduous fruits. Rumor has it that the fruit people want to divorce par. * * * That elusive set of estimates of actual numbers of cattle on feed January 1, which reposed in the files since 1942 for want of a sponsor finally made its debut. The January 1945 Cattle on Feed Report showed estimates by States (Corn Belt and Western) beginning with 1930. Interest in market supplies of cattle has been acute. * * * Negotiations are under way for transferring to the Division from the Census the job of determining estimates of stock of wheat in merchant mills. * * * "Rations Fed to Milk Cows" by John L. Wilson, a 67-page publication, has just been released. Amounts of concentrates fed and kinds of feeds in rations as well as the amounts of home-grown feeds in concentrate rations are some of the subjects treated. Forty-three pages of tables show various data by States and Regions. Estimates by States of quantities fed on farms selling milk or cream, and on farms where milk was produced for home use only, together with estimates by States of percentage of individual feeds in the ration are published for the first time. Of particular interest are tables showing, by States, the estimated value per 100 pounds of concentrate rations fed to milk cows from 1938 to 1944 inclusive, and milk-feed and butterfat-feed price ratios by regions, 1920 to date. * * *

The Special Crops Section has been receiving congratulations on their 50-page booklet entitled "Statistics on Commercial Peanuts." Jack, John and Pete (Willis) not only chase the S. E. Runners from farm to table, but throw in a lot of general information. The report is far from being "jest peanuts." * * *

In the background the Division has been quietly delving into the problem of making estimates of number of farms and land in farms. Statists recommendations and related data are in Henry Rasor's office for review now, but published estimates will not be forthcoming until after the Census is available. Estimates will begin with 1930. An experimental outgrowth of these data on land in farms is the set of charts for corn, oats, barley and flax in which ratios to land were expanded to actual acres and charted vs. Board acres. This carries on some work started earlier in the field and Washington offices and really shows much promise. Similar charts of acres per farm and livestock per farm expanded by numbers of farms will also bear investigation. * * *

The wartime 1945 Census has been beset with difficulties from the start. Biggest headache has been the scarcity of enumerators. Cost per schedule is up considerably as the ante for enumerators was raised to attract help. More trouble struck when severe snowstorms paralyzed communications in northeast. Bright spot in the Census picture was transfer of W. F. Callander from the Florida office to Chief Statistician for the Census of Agriculture, succeeding Z. R. Pettet who retired from active service. Callander wants plasma from Ag. Statistics. Donors so far are Ira Wissinger and Jack Hicks, but Callander is making further appeals. * * *

H. H. Schutz returned from his Peru assignment. After some well-earned leave, he worked on an educational and orientation program for those interested in the activities and techniques of the Division. On March 18, he retires from active service and heads toward Glendale, California where he expects to make his home. A group of the Washington staff bade him farewell at an informal luncheon at which he was presented with a billfold as a token of remembrance and esteem. * * * The Americas are getting agricultural statistically-minded. Several countries have sent representatives to study the methods used in making crop and livestock estimates in the United States. Latin American trainees - one from Cuba, one from Peru -- have recently gone the rounds in Washington and are now getting some "boot" training in the field offices. Baca (Peru) is under Andy's tutelage in Nebraska, while Mondejar (Cuba) is watching the wheels turn in the Maryland office. Senors Rose of Peru, Morias of Brazil, Mas and Gonzales of Mexico, representing their respective governments in Census and crop estimates work, have made extensive studies within the Division. Rose spent 2 months in North Carolina and followed the March Intentions report from there through the Board review in Washington. Mas is preparing a Spanish language presentation of our methods, complete with reproductions of charts, etc. Morias has been spending most of his time in Commerce, as his work in Brazil covers exports and imports of all commodities, non-agricultural and agricultural. * * * Just recently, a group being groomed for agricultural advisers in European countries by OFAR went through a "quickie" course in crop and livestock estimates with the D. C. staff administering the inoculations. * * *

Look for a big expansion in cooperative work in the Arkansas office - particularly along price lines. Bryan is sponsoring a new bulletin on prices received. At the same time the force is working away at an index of prices paid. Another "Wisconsin Agriculture" has rolled off the press, and Wisconsin has published a new price bulletin. In the mill is a special dairy bulletin due to be released soon. War demand for data is spurring Ebling and Co. to new heights. South Dakota recently issued another one of its commodity bulletins - this one on livestock. Bulletins on flax and rye are to follow. From the Ohio office comes a new release on deliveries of fluid milk from producers to 19 principal fluid markets and to manufacturing plants. Soil moisture tests in Kansas and Nebraska dropped in 1942 due to Departmental restrictions on travel and rubber, were considered essential enough to be resumed last fall, with plans to carry on in 1945 if time, help and funds permit. * * *

The Grain Section is cooperating with the Division of Farm Management and Costs in a release on Methods of Harvesting Corn. The basic data were obtained on the February 1944 general schedule and credit is being given the field for working up these data. Release is due soon. * * *

Biggest casualty since the Division went on a war-footing has been crop meter work. Very few states have time, money and tires enough for meter travel. Also out for the duration, or longer, are the extensive objective surveys on corn and cotton made by the Washington staff, and systematic boll counts have all but disappeared in cotton States. * * * Postponed indefinitely, also, are many "pet" projects which were on the programs of the field offices. Most of these will wait until the war ends, since greatest restriction has been manpower.

The Census price project - visitor every five years - is back with us again. Price Section is processing masses of county data with practically all new personnel. * * * Prices Received has been summarizing all the account sales from C.C.C. records on wool purchases to obtain average price. Account sales slips

covering nearly 300,000,000 pounds have been tabulated. Price Section is now transmitting data on wool and also cost to packer data on meat animals to field offices. * * *

Ever hear of a pennit? It is Shepard's new unit for measuring foods. Some day you are likely to use it for adding together watermelons and strawberries or for combining your State's production of milk, eggs, flour and sugar to make a statistical cake. Confidentially, a pennit is merely a specified penny unit. Chances are that when your family went to the grocery store in prewar years and bought bread, milk, cabbage, oranges, carrots, spinach and other foods in the same price range they secured about 100 pennits of food per dollar and spent about \$100 per person per year for food. If you spent materially less than that Shepard can make a good guess on what kinds of food you must have bought if your family was adequately supplied with suitable proteins and adequate calories, minerals and vitamins. From a statistician's viewpoint the new unit is not only convenient but the only unit available for its purpose. However, some Departmental circles have not caught onto this unit based on cost, but still favor a unit based on nutritional needs. Some day Shepard will win a prize as a champion for sticking out his neck. In publishing his forecasts of yields before the crops are planted (See C.E.M. 1168 and February issues of "Agricultural Situation" 1943-45) he has pioneered in a field where there has been little competition so far. Candidates should file their applications promptly to avoid the rush. * * *

Along poultry lines comes three noteworthy accomplishments. Last November, Poultry issued a report on "Farm Poultry Feed Rations and Feed Consumption Per Layer and Per Dozen Eggs." Report showed, by States, percentages each kind of feed in total ration, laying the ground work for egg-feed and poultry-feed price ratios by States. Report includes maps showing percentages by crop reporting districts. Hot off the press is a release on "Source of Chickens Raised in 1934 and 1943". This report includes estimates, in percent of total raised, of the breeds of chickens raised in 1943. For 1943, field offices made another complete survey of hatchery capacity, culminating in a report on hatcheries and hatchings from 1938 on, issued last September. * * *

The so-called "distress clause" inserted by Congress in the O.P.A. Act last spring has caused plenty of distress to the Fruit and Vegetable Section. This clause specifies that the O.P.A. Administrator must take into consideration any considerable reduction in yields of fruits and vegetables when making adjustments in ceiling prices of the commodities. Innumerable requests have been made by growers to O.P.A. and W.F.A. for relief under this clause, and of course, these requests have been passed on to Ag. Statistics to ascertain the statistical facts concerning damage to crops. No less than a score of special appraisals have been made by field offices within 24 or 48 hours after receiving the requests. In many cases growers have been benefitted by increases in price ceilings as a result of the Division's findings.

BELIEVE IT OR NOT

Further progress has been made in forecasting wool production. Harlan has discovered that in Australia, at least, wool production depends on the wether.

Cyclical variations in economic and climatological data have long been important in our work. The report is that Dick Smith has recently discovered a new cycle. Dick stumbled on it in the dark, so to speak. It is reported to be one of the double kind, commonly known as a bicycle.

We are glad to report that there is no confirmation in the recent report that the Louisville office was being liquidated. Hal merely had to raise his estimates out of the basement. The plan now is to secure him some waterproof file cases.

The bald similarity between the widely fluctuating behavior of seed acreage indications and the bowling scores of his teammates prompted T. J. Kuzelka to undertake a scientific study of factors affecting man's ability to disintegrate the duck pins. Tom found a high correlation (inverse) between big scores one week and low scores the following week. With proper allowance for trend, he developed a formula for predicting his teammates' scores a week in advance of the date of bowling. Guided by these forecasts, he would select team members who are most likely to be "hot" for the weekly contest. But Tom needs a 10-man team to reach maximum efficiency that would allow five best forecasts to bowl each week, thus removing human element entirely. Meanwhile, team has slipped from second to sixth place this season, which doesn't prove anything, says Tom. We vision team mates furnishing weekly condition figures as a basis for further refinement in formula. Reason for high correlation? Simple. High scores induce optimism and over-confidence.

Shepard's "pennit" system is not a substitution for red and blue points.

RUNNING TRUE TO FORM

Since the day we were sworn to secrecy and to guard the speculative reports with our lives, if need be, we have stoutly contended that the Division's personnel is the "salt of the earth." Nowhere will you find a group more polite and considerate. Finest bunch in the world in a poker game, too. Late one evening at the close of the recent Chicago meeting, a poker game, designed to induce Ole Negaard (Bureau of the Budget schedules "No" man) to part with some of his hard-earned cash, clearly demonstrated the superb qualities herein discussed. When the game was over, Gilbert was ahead \$5.35, Nordquist won \$4.00 even, Negaard claimed he won \$1.50 and Koenig insisted on a net gain of 75 cents. Brooks only lost \$3.00 and Bodin dropped two bucks. This accounted for all the players. Now for a bunch of statisticians, this is bum figgering, but whoever lost were being considerate lest they made the winners feel bad. Sure 'nuff.

A LOOK DOWN THE 4-WING CORRIDOR

My, how things have changed! Maybe at times you've wondered what the old Division looks like - who's holding down what job, what desk, what room - and after appropriate speculation conclude that it must be a lot different now. Well, maybe it is and maybe it isn't. If you were called in on the Board, reached the 4th wing on the second floor after a hurried breakfast you would no sooner turn down the corridor than you would espy the same old seed merchants - Edler and Kuzelka - prolificly grinding out seed statistics. You would get an inkling, though, that something is new about the joint, aside from the "geared-to-wartime" chatter on seed crops. Yes, something's new and then you'd discover the whole clerical force was changed from what it used to be. New faces - yes, all of them. Nice looking people too. Your stop in the Tobacco Section would further support this observation. Well, your pleasant surprise would become even more enjoyable to find those traditional "holders-down-the-forters", Curry and Murry in the front office, except it would be a little confusing because Curry is sitting where Murry sat and Murry is sitting where

Curry sat. It occurs to you, as you blankly try to straighten the whole thing out, that here's a tongue twister that would win a hundred bucks: "Do hurry the surry, Murry," says Curry to Murry. "This surry won't hurry," to Curry says Murry. But it's easier to figure that Dick Smith sits where Koenig sat and Koenig sits where Callander sat, and if you want to see either one, why, you sit. Meandering down the hall, you stick your head in "Operation." New faces there too - and nice people. But Miss Treadway brings up the subject of missing inventory, especially that old omnimetre, and you're forced to duck these pleasant surroundings. Yep, here's the Steno Section and some familiar faces: Swetman, Jordan, Williamson, Pratt and Moorhead. There still is an air of Kentucky hospitality, but if you bring up the subject of politics or male vs. female, the odds are 8 to 5 you come out second. Amid the hum and bustle of a veritable beehive, you'll note some changes in the Truck Crop Section, but not so much that you feel free to take your hand off your wallet. You'll hear no stale jokes from Parker. His repertoire is still fabulously rich. It begins to look like old times as you reach the end of the corridor. Shepard and Upton delving into production indices of all kinds, Razor and Minor giving King Cotton its majestic dues, and Bennett, Wilson and Bormuth taking care of a tremendous milk flow. New faces in the Dairy Section, too - and nice people. You'd find Bailey and Co. still running the clerical end of the Grain Section and that their wits are still sharp. Be careful, a wisecrack is a signal for a barrage that will flatten you!

And now the Board Room. Pete, Walker, Carp, Gurtz and Kelly in the old familiar setting, dealing with record crops all down the line. If you hail from a bean State you can go no further and your observations will be confined to beans because Carp has you buttonholed. But if by sheer force and at the risk of losing a lapel you succeeded in entering the Secretary's office, you really would know that you are home, and among some old friends - Trowbridge, McDaniel, Burke, Voorhies, Raymond, Griffith, Rutledge, Albrecht, Gray, Danhardt, Cheatem and Evans - all still on the job.

DOINGS OF THE IOOF, INDEPENDENT ORDER OF (WOULD BE) FARMERS
or
NEWS FROM THE GARDEN FRONT

In the spring a young man's fancy lightly turns to love. But these Agstats tersely turn to clothes -- work clothes, the kind that breeds sore muscles, scorched cheeks and touchy, tender backs. Clothes (usually) make a man, but if one could see the "fashion parade" of Agstat garden costumes, varied would be the views and doubt would reign as to their origin. However, never doubt the sincerity of these "Soldiers of the Soil" as they fold their papers at the end of the day and madly rush home to do their bit on the "garden front." Many are the differences of opinion on the subject of gardening. A little clump of Stats gathered in the corridor, at lunch, or elsewhere, usually foretells an exchange of views on varieties, planting dates -- and boasting as to who's doing the best. Let us take it for granted that these guys (and gals, too) really mean business at this task of gardening. Here's what a few of the folks, both in Washington and in the field, are doing in their "gardens." Remember these jibes are all in fun -- just to remind our Service boys and girls that the good soil for which they fight is being well cared for until they all return.

Chief Paul "Flat Dutch" (cabbage) Koenig is planning big things in his garden this year. His "intentions" are good but there's lots of "bias" in his "C/H" indications -- his current crop is always bigger than his history shows.

There's Dick "Big Boston" (lettuce) Smith; his "acreage record book" is usually up to date, but right now, cramped for space, he thinks he'll take on one of those "submarginal tracts" somewhere.

Right in there pitching is genial "Cheyenne" (hot pepper) Pallesen. In harem #1 he is having some trouble "computing" the number of cans needed to save his "tomatoes." FLASH! We have just received word that he has scooped all the gardeners. How? Well, he reports a "little boy pepper" has just arrived, weighing 9 pounds, wearing no trunks, but full of fight. This is really carrying out March Intentions.

"Kentucky Wonder" (pole bean) Gurtz, recently from the Dark and Bloody ground, now handling legumes in the Grain Section, is wondering how to plant a garden "on the rocks" in the back yard of his Virginia home, but "Pride of Wisconsin" (cantaloup) Kimball, better known as "Drumstick Kimball," told him to forget gardening and just raise some "barred Rocks."

When the faltering gardeners speak of their woes and almost give up, who comes to their rescue but stalwart Tom "Fertile Pot" Kuzelka. With a stout heart Tom spurs them on. When their plants grow weaker and weaker, he tells them to use these new fangled compressed manure molds -- the penicillin of the plant kingdom. Last year he canned vegetables and fruit totaling over 6,000 blue points, made a movie record of the garden to depict quality, quantity, color, and to establish a basic par for Agstat gardeners. He also got the blue ribbon for men's canned goods in Grover (Stetson) Hill's U.S.D.A. Victory Garden Show.

A newcomer to gardening is John "Giant Stringless Greenpod" (bush bean) Wilson. He vows one cannot plant onions near potatoes -- afraid the onions will get in the 'tater's eyes! He'll learn better.

The experts are going strong. Elbert "Swiss Chard" Schlotzhauer is King of the "Greens" team. Reginald "Rutabaga" Royston still claims you can get blood out of a turnip -- or maybe it's just "turnip plasma." The Truck Crop Section has varied opinions. Jaun "Eggplant" Abbott, a gardener of no small scale, wonders why those "black beauties" he raises won't hatch, but Clarence "Porto Rico" (sweetpotato) Parker, a truly neophyte at the gardening business, said they wouldn't hatch even in Texas.

Julius "Klondike" (strawberry) Peters is King of the small fruits gardeners. Pete knows full well that all strawberries are not blondes, and is quite sure that a "Maiden's Blush" involves more than just an apple.

Symbol of the Nation's agricultural progress is corn. Harold "County Gentleman" (sweet corn) Walker, a dyed-in-the-wool gardener out South Dakota way, endures gossip on the subject while going to and from work, has managed to grub out a cedar tree and prepare a plot. "Red Kidney" (dry bean) Carpenter, a gardener of long standing, can be seen most any late afternoon waltzing his bees to and fro pollinating his beans. He is getting some good ideas from "Mung bean" Blood out Oklahoma way.

A persistent, although peaceful, gardener is Henry "Long Green" (cucumber) Razor. Having been used to the sands of South Carolina, he is having trouble with that vitreous Virginia clay. John "Tennessee Red" (peanut) Marsh, being in the same fix, offers his sympathies. Arnie "Long Standing" (spinach) Nordquist still persists in trying to grow tomatoes under oak trees at his fashionable

Park Avenue site. Even "Sage" Harlan can't break him of that. "World Beater" (sweet pepper) Cron won the Men's Canning Club prize last year -- out for it again this year. The only guy not yet "bitten" is "Red Cored" (carrot) Hale who believes "parity begins at home" but whose wife believes he could at least mow the lawn. Bill "Sweet William" Evans, the conqueror of harem #3, is already preparing a "Form 57" -- a declaration of purposes -- for his 1945 garden operations.

"King of the Garden" but better known as "Blue Ribbon" Burkhead, a gardener of long standing is in for it again this year - hoping to top his outstanding string of blue ribbons and a flock of "also rans" won in several VG competitions last year. Imagine a guy winning two prizes with one head of cabbage! Cary "Sphagnum-moss" Palmer got the jump on most of the boys in starting his plants in flats and, despite some setbacks, is still enthusiastic. In fact, he has already planted 2 gardens on a small scale. A third plot is now under consideration.

John "Vitamin P" (P for pennit) Shepard, who does not come under the classification of "would be" farmers, merely sits back with a knowing, though subdued, smile while the boys spout off their "March Intentions."

But when it comes to a statement as to the best variety to grow in shade or sun, or pros or cons on quality, we call on George "Seed Statistic" (clean-basis) Edler. He has just completed a 4-week term on the D. C. Criminal Court jury, and this additional experience gives him undisputed prestige as a renderer of unqualified decisions in seed matters.

Burnie "A and C Ace" (cucumber) Ballard -- original Keeper of the greenhouse, is having a time trying to keep the over-anxious Agstats from putting their seeds in too early. He is also our chief bug exterminator in the greenhouse.

Where do they get their plants? Well, many of them are started right downtown -- in the Department greenhouse. And "keeper of the key" to it is "Sweet pea" Rogers of Seed Unit fame. "Geranium" Swetman, Queen of harem #2, is going in for flowers. Ida "Tall Corn" Trowbridge insists that she knows how to grow "weet." In for the March Acreage Report was Sam "Dakota Red" (potato) Gilbert, Ed "Danish Ballhead" (late cabbage) Vandershaf, Stuart "Golden Cross Bantam" (sweet corn) Bryan, Clyde "Kleckly sweet" (watermelon) Willis, and Albert "Kohl-rabi" Kendall.

A paucity of data on operations of all members of the field and Washington staffs will be taken care of as the season progresses.

WHAT THEY ARE DOING

Remember write them a letter!

Many letters and cards have been received from our men and women in the Armed Services giving, whenever censorship rules permitted, their location, duties, impressions about life in the Services and observations about their experiences and surroundings. In the notes to follow, the editors have attempted to bring out some of the various "high lights". At the same time, an effort was made to include a little information about as many of them as possible, but

there are some about whom news is entirely lacking. We hope the future issues will be able to give some "dope" on those not mentioned in this issue and more detail on those for whom information was quite meager.

In the last issue of the Agstat Notes it was mentioned that Capt. Glen Simpson was out "somewhere in the South Pacific". A recent letter from him says he's still "at sea". Boy, can that guy tread water! Says Glen, "..... a lot of water has gone under my bridge since then and as you can see by the heading a lot more is going under at this very moment. Water, water everywhere, and I haven't had a good drink for weeks. Boy, how an old-fashioned would go now. As you may or may not know I was transferred from the 3rd Marine Air Wing some months ago. Although my outfit is still associated with aviation it is even more closely tied in with the ground troopers. Sometimes I think it's tied too closely..... Tell Koenig 'hello' and tell him I will write him as soon as I can get my foxhole squared away." (Editor's note: Simpson always did take his statistics seriously. After he gets the foxhole squared, then he takes the square root of it. That gives him one side. But being one-sided is the same as being biased. We can't figure out what he's driving at. Who wants a foxhole full of bias?)

The September issue inadvertently overlooked listing Robert F. Dillman, clerk-CAF 3 in the Pennsylvania office who entered the Army in October 1943, and also Mrs. Adelaide F. Walsh, clerk in the New York office who entered the Women's Army Corps in May 1944.

The title of Col. Henry Taylor's next letter may well be "Reunion in Manila." Last word received was that Henry was appraising crops and livestock on the road to Manila. Meanwhile we hear that Lt. Bob Overton, Iowa is in the Philippines and Palesen advises that Capt. Al Finkner is on Luzon Island. Cpl. Tommy Stuart landed with the first wave of engineers on Luzon.

"Billy" Herman (not the ex-Chicago Cub) is flying a Liberator in Italy. Everyone in the D. C. office will remember "Billy's" courtship in the Truck Crop Section - those delightful hand-holding strolls down the corridor.

Capt. M. B. (Bill) Reagan is stationed at Birmingham, Ala. with the ground forces training and replacement group at that point. Bill is the proud papa of a baby daughter born in mid-January.

We have this on good authority. Pfc. C. E. White admitted spending some time in gay Paree, and now finds himself in the doghouse instead of a pup tent. But now that he's back in Germany, Mrs. White says she won't be too difficult. She might throw a mattress at him, -- or was it, to him?

Sgt. Arthur Koop is kept busy churning out statistics for the A.A.F. at Santa Ana, Calif. Koop sent us a bulletin showing some procedures that he set up for handling a difficult report. Judging from the article, Koop isn't losing his statistical touch.

On December 7, Lt. John C. Scholl's Christmas card stated that he was in the hospital at San Diego getting ready for an appendectomy. He expected to spend 5 weeks (including Xmas) there. In January he passed through Washington. Recovered now, he reported that he would be stationed at Annapolis, Maryland.

"Greetings from my Coconut Grove in the Marianas," writes Ens. Dale McCarty. "That may sound like a night club, but it's a camp the Seabees have constructed out of a bit of the jungle on one of these islands. Eat C rations and live

in Quonset huts.....no plumbing yet, so we shave, wash, and wash part of our clothes in a bucket." McCarty is another proud father - a boy, James Richard, born in November. Mrs. McCarty needs an experienced bucket washer, Dale.

It's Major Vickery now - so a February letter informs us. Censorship rules permitted him to say he was in France with the Third U. S. Army. According to the papers, Patton's in Germany now. Vickery advises that they have another "junior statistician" now - Donald, who arrived last August. (Editor's note: Certainly Koenig should appreciate the improvement in the future man power outlook, but judging from these notes so far these service men may be pushing things too far).

Writes Russell Handy, "I have been in France for three months now and enjoying it fairly well. This is a nice country and very similar to the U. S. in terrain and general appearance. The people seem to be living better than news stories would have you believe..... In my office (Office of Fiscal Director) we have a fellow from Maine and one from Idaho. Quite frequently there develops a heated argument as to which State raises the most potatoes. My word is no good without the official data. Would you kindly send me a copy of the December Crop Report. This will settle the argument as well as inform me on some other items." Guess Handy wants the answer book before he begins to call some of the bets. A letter from Russell last October carried this observation, "Of all the things I miss most being in the Army is my agricultural contacts (excluding my wife) and having to associate with people with other interests. Here we have mostly bankers auditors, C.P.A's, lawyers, etc. The only one with an interest along agricultural lines is a banker from southern Illinois who is also a lukewarm reporter for Mr. Surratt. I've been working on him for some time now and have gotten him to promise to report faithfully when and if he gets out of the Army." (Note: All of Surratt's lukewarm reporters are in the Army. He absolutely refused to request deferment for them. If Handy's missionary work is successful, Andy's bankers' list is due for a shot in the arm when the war ends).

The last news of Lt.(j.g.) Oakley Frost had him heading for the Pacific northwest after completing a course at Harvard. Frost is in communications. Francis Graham was reported aboard ship somewhere in the Pacific. He ran across Bob Overton on the same ship, we hear. Ens. Glen Casey is in a hospital in Seattle after which he will be back on the job with the Division. He was in several exciting naval engagements in the Pacific. Koenig saw Casey on his recent trip, and advises that Glen is expecting to be discharged. He and his wife who has been in Seattle, will vacat on in Montana for a month.

Recent callers at the Division offices in Washington were Lt. Harold F. Prindle who is stationed in Washington with the Quartermaster Corps and Lt. Robert J. Monroe whose station is Fort Bliss, Texas. Monroe was called to New York on a special detail and stopped in on his return trip. His work is along statistical lines in anti-aircraft artillery. Capt. George Harrell also called at the Washington office. He's in charge of German prisoners doing the maintenance work at Fort Monmouth, N.J. George can think of a lot better things to be doing - but he's doing it, nevertheless.

Lt. Creighton Guellow is now located at the Navy Yard in Washington, D. C. Guellow weighs in at 183 pounds - an all-time high.

The Truck Crop Section harbors a letter from Lt. George Harvey, who joined the Navy to see the world and now illustrates the letters describing his experiences. Harvey said he stopped to take on some lemonade flavored with Bourbon

and happened to meet Glen Simpson. Simpson still searching the seven seas for his old-fashioned, presumably.

Capt. A. L. Finkner has been roaming the South Pacific being located at times in New Guinea and Australia and now in the Philippines. Al seemed to like Brisbane the best and New Guinea the least. Life there was pretty rugged with plenty of rain and a mercury reading of 140 degrees on Thanksgiving day. So, said Al, "If it wasn't red mud it was red dust." In the Philippines it's rugged too - camp life in a big camp that Finkner said "reminds you of a circus or like one of the fairs at home.....Certainly washing is no bother here. In fact, you have 3 washer women come around every day. They are scrupulously honest but poor as all get out.....About half the kids in town, I think, have clothes made from old parachutes." Like Col. Taylor, Finkner was looking forward to Manila, but he suspected that the Nips left very little standing.

The whereabouts of Capt. T.C.M. Robinson is known to everyone in D. C. (stationed here) except Miss Treadway who is still trying to recover a brief case.

A Christmas card from Pfc. Virginia H. Thompson informed the Dairy Section that she was located with Squadron W, Malden Army Air Base, Malden, Missouri.

T/Sgt. Tom Doyle, former clerk in Evans' office, gave an overseas address with the Army Air Corps, according to a card received by Miss Treadway.

Lt. Sidney Legg dropped in on the Ohio office at Christmas time. He served on a destroyer in the Pacific and saw action at all landings since Guadalcanal. His roving have logged over 100,000 miles of sea travel!

From Ruth White we learn that Capt. Norman L. Smith is rounding out 3 years of service in the Pacific. Like some of the others, "Smitty" could think of several other places - at least one (Illinois) - where he would rather be, but he's stickin' to the job, anyway. He's collected enough Jap relics to start a curio shop - or somethin'.

In a letter to D. A. McCandliss, Lt. Phillip B. Powell described his impression of England. He states, "This English climate 'ain't so hot' and that goes no matter how you interpret it. The principal crops seem to be hay, wheat (they call it corn) and sugar beets and there must be millions and millions of acres of brussel sprouts. Otherwise, they couldn't find enough of them to feed them to us as often as they do.....Around the edges of London there are thousands of hot houses. The prices are unbelievable. Peaches, when available cost \$1 per each. There was a story in the Stars and Stripes a few months ago about a G.I. who went into a London fruit store to buy a couple of peaches. His bill was 16 shillings so he handed the clerk a pound note and told her to keep the change. When she asked what the extra four shillings were for, he said, 'I stepped on a couple of grapes coming in'. That may be a little far-fetched, but not very much so."

Lt. Elmer Wattenberger, clerk under Mrs. McDaniel before going in, sent a notice of his graduation at the Albuquerque Air Base. Wattenberger was commissioned in the Army Air Force in November 1943 as a bombardier and later he became a navigator on a B-26 in the Mediterranean Theatre where he earned the Air Medal and was awarded the Purple Heart.

Latest word from Sgt. Wilson Woodrow was that he was stationed at the Greenville Army Air Base, Greenville, S. C. holding down a desk job. Woodrow put

in an appearance at the Oklahoma office last October when he was on leave. Burkhead said a Christmas card from S/Sgt. Leonard Orvold stated he was getting along well. Palmer advises that Ens. Ward Henderson, according to last report, was in a college in Massachusetts getting more training. Harold West and Walker Young of the Arkansas office have had quite coincidental careers in the Armed Services. West joined the Army; Young, the Navy. Both landed in radio service and both were stationed in Florida for a while. Both have paid a visit to the Arkansas office since they joined up.

WAC Julia Miklos, clerk in the Ohio office, has been stationed in Ohio since enlisting. WAVE Alice Mack, Nebraska Steno, is stationed in Washington, D. C. as Yeoman 3/c. She recently visited her old haunts out in Lincoln, Nebraska.

From Chief Yeoman Douglas T. Ewert in a note to former boss Hale comes the following message:

".....I have been on active sea-duty ever since I entered the Navy (with the exception of $1\frac{1}{2}$ months training received upon my entry). I have been 'at sea', in various waters, nearly all the time since reporting aboard the Cruiser U.S.S. PHILADELPHIA in February 1942. This vessel has been in action numerous times with very satisfactory results---I am very proud of my ship, and I am proud that I am an American. I thoroughly enjoy the Navy and my work, which is very interesting and varied. I guess that's about all I can tell you at this time, as I would have to go into detail to explain further. One more item---I take pride in informing you that I am now Chief Petty Officer (Chief Yeoman), having attained this rating on 1 April 1944, after seventeen months as First-Class Yeoman, and previous time as Second-Class Yeoman.....

"The late columnist, O. O. McIntyre, used to write on various subjects on certain days under a sub-heading titled 'Thoughts While Strolling'. I am going to title the remainder of this letter: 'Thoughts While Thinking'.

"I have observed a peculiar condition: Navy men sympathize with the Army men, the hardships they endure and the fine job the Army is doing; while the Army fellows say the Navy is doing an equally good job---each, however, would not care to be in the other's shoes, which is a good sign because they couldn't be if they wanted to. This condition seems to refute the old saying, 'the grass is always greener on the other side of the fence', but it is a situation I have talked over with shipmates and many soldiers and all seem to agree that their own branch of the Armed Forces is the one they like best. I believe it is all a matter of training. The Army has been training to take care of themselves on terra firma under all conditions, and the Navy has been trained to take care of themselves at sea under all conditions--this is not meant to say that the training is all of a defensive nature. On the contrary, dealing out the maximum punishment to the enemy while sustaining the minimum casualty is the primary function of the Armed Forces; but this training gives both the Army and the Navy a confident feeling in their own branch of the Armed Forces. I write of this merely to point out that the men in the U. S. Army and Navy believe in their respective organizations and have quickly adapted themselves to the conditions as they came up. I believe that morale in the American Armed Forces is now highest and always has been higher than in foreign Armed Forces."

From Minnie Griffin comes word that Capt. C. E. Poggemeyer, former WAE clerk in the Kansas office and at the Manhattan Laboratory, is with the Third Marine Division. He has seen a lot of action in the South Pacific, and has had close calls and fever. Latest news had him on Guam slated to go to the Philippines.

Paxton advises that Floyd K. Harmston is in the Southwest Pacific. Says Floyd, "Things are going hot and heavy in this theatre at present. I am sure that I have the easiest job in the Army. It's just like having a seat on the 50-yard line, except there's no danger of even being hit by a stray ball here... Luckily, we are at a station where strict control measures have been taken against the anopheles mosquito. The most positive agent for control seems to be the USDA's vaunted D.D.T. powder. It really does a fine job." (Editor's note: In case anyone is interested D.D.T. is dichlore diphenyl trichlorethane - as if it made any difference.)

A letter from C. D. Stevens gives us some information on the four boys from the New England office who are in the Armed Services. Second Lieutenant Carl J. Bokina is attached to Lt. General Jimmy Doolittle's command as a fighter pilot. He went overseas in December 1944 and by February 1945 had completed eight missions over enemy territory. He says German fighter opposition is meager, but "flak" is extremely intense.

James E. Schmidt, mailing room supervisor, is a Corporal in the Infantry at Camp Howze, Texas. When in the New England office a few months ago he was in the best of spirits but indicated that he would be glad to return to the freedoms of civilian life even unto the "mimeograph." In January, Second Lieutenant Mario P. Alfieri was stationed at Edgewood Arsenal, in Maryland, where he is enjoying a new assignment in Chemical warfare. Earlier he had been in Florida, where he instructed a Chinese unit, and later spent some time in California.

When last heard from, James E. Swedberg had been commissioned a Lieutenant in the Engineers Corps.

We have made exhaustive inquiry on the whereabouts of Paunette Fryar, former messenger in the Washington office, but as usual, have not been able to locate him.

They
want to hear
from you

WHO'S WHO IN THE SERVICE

Many close relatives of employees are scattered in all parts of the world in the service of their country. Husbands, sons, and daughters of the Division employees contribute an amazingly long list. Since it's a small world after all, or so we are led to believe in this age of speed and fast communication, perhaps Division members in the service may run across these people in the course of duty. If so, we know they speak a common language with a mutual understanding. Everywhere, in and out of service, the whereabouts of close relatives of Division members is of prime interest. The Division is indeed proud to present the following list showing the name, rank, branch of service, name of employee, and relationship. The list may not be complete, but this is the record so far.

<u>STATE</u>	<u>NAME</u>	<u>RANK</u>	<u>BRANCH OF SERVICE</u>	<u>EMPLOYEE</u>	<u>RELATIONSHIP</u>
Ala.	Paul Henry Cole	Lt.	Army	Mrs. P. H. Cole	Husband
	Wilmer C. Garrett	Pfc.	Army	J. C. Garrett	Son
	J. C. Richardson	Pfc.	U.S.M.C.	Mrs. J. C. Richardson	Husband
	W. V. Shannon	Cpl.	Army	Mrs. W. V. Shannon	Husband
Ariz.	C. A. Cartwright	GM 1/c	Navy	Shirley B. Cartwright	Husband
Ark.	Arthur F. Bouton	Lt.	Army	Frances V. Bouton	Husband
	Turner W. Tyson	T-3	Army	Cora E. Tyson	Husband
Calif.	George R. Scott	Pvt.	Army	G. A. Scott	Son
Colo.	Warren Beier	Cpl.	Army	F. W. Beier, Jr.	Son
	Donald S. Osgood	Lt.	Army	Mrs. D. S. Osgood	Husband
	Orville E. Whaley	Pfc.	Army	Mrs. O. E. Whaley	Husband
Fla.	C. S. Callander	Lt. Com.	Navy	W. F. Callander	Son
	R. C. Callander	Lt.	Navy	W. F. Callander	Son
	C. C. Jacobs	Cpl.	Army	Leta B. Jacobs	Husband
Ga.	D. L. Floyd, Jr.	Pvt.	U.S.M.C.	D. L. Floyd, Sr.	Son
	Al Zukonik	Sgt.	U.S.M.C.	Shevawn M. Zukonik	Husband
Idaho	Glen L. Buhler	Pfc.	Army	Mrs. Clara Buhler	Son
	W. D. Cossey	Sgt.	Army	Mildred R. Cossey	Son
	Melvin M. Jones	S/Sgt.	Army	Shirley F. Jones	Husband
	Jack Ross	S 1/c	Navy	Richard C. Ross	Son
Ill.	Jerome Knopp	Cpl.	Army	J. H. Jacobson	Son
	David Little	Sgt.	Army	Kathryn Little	Husband
	J. P. Snodgrass	T-5	Army	Mary J. Snodgrass	Husband
	Robert A. Surratt	Lt.	Army	A. J. Surratt	Son
Ind.	Robert C. Henk	Y 1/c	Navy	Ruth F. Henk	Husband
	Frank H. Justin	Capt.	Army	M. M. Justin	Son
Iowa	Harry Petty	Sgt.	Army	Jane Petty	Husband
Kans.	C. L. Longren	Lt.	Army	Harriett E. Longren	Husband

<u>STATE</u>	<u>NAME</u>	<u>RANK</u>	<u>BRANCH OF SERVICE</u>	<u>EMPLOYEE</u>	<u>RELATIONSHIP</u>
Ky.	F. G. Partlow	Pfc.	Army	Louise E. Partlow	Husband
	James F. Yonts	Cpl.	Army	Zelma W. Yonts	Son
La.	Edward E. Allen	Sgt.	Army	Mary G. Allen	Husband
	R. S. Hubbard	Cpl	Army	Emma K. Hubbard	Husband
Mich.	C. J. Borum, Jr.	A.S.	Navy	C. J. Borum	Son
	M. A. Lowe	Cpl.	Army	Manfred L. Lowe	Son
	Glenn Swanson	Lt. (j.g.)	Navy	Margaret Swanson	Husband
	J. R. Tepin	S 3/c	Navy	Iva L. Tepin	Son
	K. E. Tepin	S 1/c	C.G.	Iva L. Tepin	Son
Nebr.	C. E. Anderson	Capt.	Army	A. E. Anderson	Son
	L. E. Anderson	Pvt.	Army	A. E. Anderson	Son
	R. W. Logan	S/Sgt.	Army	Leo Logan	Son
	W. A. Morey	T-5	Army	Eleanor Morey	Husband
N.Y.	Samuel E. Bird	Lt.	Army	Ethel M. Bird	Son
	Harry J. Breen	Sgt.	Army	Josephine C. Breen	Husband
	Joseph A. Carlo	3/c PHM	Navy	Concetta Carlo	Husband
	R. L. Gillett, Jr.	A.S.	Navy	R. L. Gillett	Son
	Charles Huey	Lt.	Army	Ray Huey	Son
	Robert Huey	Lt.	Army	Ray Huey	Son
	E. J. Nicholson	MOMM 2/c	Navy	Ruth R. Nicholson	Son
	J. E. MacFarquhar	Pfc.	Army	Wilhelmina MacFarquhar	Husband
	F. B. Spaulding	Pfc.	Army	Bertha B. Spaulding	Son
N.D.	Marius Jensen	MM 3/c	Navy	Sophie A. Jensen	Husband
Okla.	R. D. Erdman, Jr.	EM 1/c	Navy	Audrey D. Erdman	Husband
	R. L. Pierce	F 2/c	Navy	Marie E. Pierce	Son
Oreg.	John Bauer	Sgt.	Army	Arlene T. Bauer	Husband
	C. M. Nielsen	Pvt.	Army	N. I. Nielsen	Son
	D. R. Walworth	Pvt.	U.S.M.C.	Esther M. Walworth	Husband
S.C.	Robert C. Light	Ens.	Navy	Robert C. Light	Son
	James S. Rush	A.C.	Army	James S. Rush	Son
	William E. Rush	F.O.	Army	James S. Rush	Son
Tenn.	W. J. Slinkard	Sgt.	Army	Pearl S. Slinkard	Husband
Tex.	E. J. Besserer	Pvt.	Army	Dorothy V. Besserer	Son
	F. E. Finley, Jr.	3/c P.O.	Navy	Frank E. Finley	Son
	L. H. Studdard	T/Sgt.	Army	Hazel E. Studdard	Husband
Utah	B. K. Duffin	S 2/c	Navy	Jennie E. B. Duffin	Son
Va.	W. H. Ferguson, Jr.	Lt.	Army	Mrs. Nellis Ferguson	Son
	R. H. Johnson	MM 2/c	Navy	Vada M. Johnson	Son
	W. A. Johnson	Pvt.	Army	Vada M. Johnson	Son
	H. M. Taylor, Jr.	Pvt.	Army	Henry M. Taylor	Son
Wash.	Haven Stewart	Capt.	Army	H.C.R. Stewart	Son

<u>STATE</u>	<u>NAME</u>	<u>RANK</u>	<u>BRANCH OF SERVICE</u>	<u>EMPLOYEE</u>	<u>RELATIONSHIP</u>
W.Va.	Eugene Darby	SAI 3/c	Navy	Mrs. Darby	Son
	Oscar Darby	Y 2/c	Navy	Mrs. Darby	Son
Wis.	Paul R. Ebling	A.S.	Navy	Walter H. Ebling	Son
Wyo.	W. C. Hambright	S/Sgt.	Army	Maxine V. Hambright	Husband
	K. K. Knutson	S 1/c	Navy	George Knutson	Son
Wash.,	A. E. Ault, Sr.	Col.	Army	Mrs. A. E. Ault	Husband
D.C.	A. E. Ault, Jr.	Cpl.	Army	Mrs. A. E. Ault	Son
	David B. Ballard	T-4	Army	Burnett H. Ballard	Son
	W. S. Cheatham	Cpl.	Army	Bessie Cheatham	Son
	Marion Dannevik	Sgt.	Army	Adaline Dannevik	Husband
	C. F. Denny	Cpl.	Army	Jean P. Denny	Husband
	James Harlan	Pfc.	Army	C. L. Harlan	Son
	John Harlan	Pfc.	Army	C. L. Harlan	Son
	Grant W. Higbie	S 2/c	Navy	Bertha Higbie	Son
	George W. Jordan	M/Sgt.	Army	Helen S. Jordan	Husband
	Edgar Livengood	Pfc.	Army	Annie Livengood	Husband
	G. W. March	S/Sgt.	Army	Roberta March	Husband
	J. W. Moorhead	Sgt.	Army	Zoraida F. Moorhead	Husband
	Salvatore Perrone	C.P.O.	Navy	Jeanne d'Arc Perrone	Husband
	Robert A. Peters	Lt.	Army	Julius H. Peters	Son
	H. W. Rutledge	Pfc.	Army	Rose S. Rutledge	Son
	Charles A. Walker	Capt.	Army	Harold R. Walker	Son
	William E. Wetzell	S/Sgt.	Army	Dorothy Wetzell	Husband
	Clarence E. White	Pfc.	Army	Ruth P. White	Husband

HERE ARE A FEW NOTES ABOUT THEM -

Everyone will be glad to know that word has been received by the Harlans from son, Jim, who was reported missing in action after the Battle of the Belgium Bulge. Jim, in a German prison camp, reported that he was well, but could use a lot of good food. Son Jack is with the ground forces of the A.A.F. and stationed at Quantico. He visits home at every opportunity.

Second Lt. Frank Carpenter is now on the retired list of the Army. Frank came out of a bad airplane crack-up with two patched-up ankles, and sustained a jaw fracture and several other bones broken. He now has a research fellowship at the University of Delaware and is pursuing his studies toward a Master's degree in chemical engineering.

Andy is proudly looking forward to the return of his son, Capt. Clyde Anderson, from the European theatre sometime in April. Capt. Clyde returns heavy chested from sporting the D.F.C., the Air Medal, the Soldier's Medal Bronze and Silver Stars and a bunch of clusters. He piloted a Marauder and has over 70 missions to his credit in three years of service. Oldest son Lloyd is stationed at Lake Charles, La. doing ground work for the Air Force.

Major Logan Schutz, son of H. H., was on the staff of Sir Henry Maitland Wilson. He was present at the landings of Patch's Army in Southern France. Recently, he was transferred to U.S.A. and is now located in Washington on a

special assignment at the Army War College.

The Service Wives' Association for the Exchange of Information and Mutual Comfort meets regularly in the corridors. By this effort they are able to keep tab on how quickly letters are supposed to come from the front, how many at one time, and think up recommendations - strong ones - for the Army to speed up or unconfuse the mail situation. The Mmes. Dannevik, Denny, Jordan, Moorhead, Wetzell and White may be using the "Club" as a club to discourage laxity on part of front-line letter writers, too. We wouldn't know about that!

And speaking of mail, Mrs. Rutledge's son, Herbert, somewhere in France, has some interesting observations along these lines:

"Everyone, after as much time in the Army as most of these fellows have, gets to the stage where he lives from mail call to mail call. There are, roughly speaking, three kinds of guys in the Army, and I'll give you a look-see at them.

The first fellow is the boy who doesn't get too much mail because it makes too much trouble for him to answer the ones he gets. This type likes to hear from the family, but it really doesn't matter to him whether he does or not. After a mailess mail call, he can be heard to shout loudly, 'What, no mail!!'

Then there is type two. This is the married or sure-of-himself kind. He expects mail every night, because he thinks the little woman ought to write to him once a day, whether she wants to or not. If he gets no mail he is at once sure that some alert and up and coming 4F has seduced his wife and goes away muttering vile things to himself.

Last, but not least is the third type. This is the saddest case of all, and his plight would make a wooden Indian wash the paint from his face with his tears. He is the boy who is desperately in love, and who lives and breathes for mail from his wren. On the days when he gets mail from the aforementioned wren, such a look of ecstasy transfigures his face that he can be spotted a mile away. He may be seen tearing about thru the area speaking even to his mortal enemies and composing the night's sugar report. You have read stories of medieval knights who lived for love alone in that foregone age of chivalry. Such is the GI away from his love."

Peters' oldest son, Bob, has landed in France and on March 4 had moved into Belgium. Lt. Bob is an artillery officer. Ted Peters is due to enter service in April, the Army Air Force.

Capt. Charles Walker, son of Harold R. Walker, is now stationed at Clovis, New Mexico instructing on B-29's. Charles saw early action in the Southwest Pacific when the going was tough and earned a flock of decorations. He piloted a Liberator on the Rabaul and New Guinea "milk runs" and had more than 40 missions to his credit before being assigned to duty in the States. Carol, his sister, has been in training in the Nurse Cadet Corps for more than a year and is now stationed in Washington, D. C.

Another nurse cadet is Nadine Johnson who left the Seed Section to join the Corps. Her father is Ronald Johnson, statistician in the Price Section.

Lt. Mike Becker, after more than a year and a half in the Southwest Pacific, where he was in charge of Navy personnel and equipment used in training Marines for amphibious landings, is expected home soon on leave. Rumor has it Mike is

to be married while back on leave. David Becker is an anti-tank gunner on the Western German Front.

Frank Andrews' son, Richard is in the Navy. Formerly located at Ft. Worth, Texas, and Norfolk, Va., he was recently promoted to Naval Public Works Officer and assigned to a new station in California.

Petty Officer Frank Finley, Jr. is on a destroyer in the Pacific. Pfc. Wilmer Garrett is stationed in Mississippi and gets over to Montgomery to see the folks occasionally. Pvt. D. L. Floyd is with the Marine Corps "somewhere in California."

Capt. Frank Justin is Post Engineer at Fort Knox, Kentucky. Paul R. Ebling enlisted in the Navy after completing high school last spring. He is stationed at Lawrence College, Appleton, Wisconsin and visits the folks in Madison now and then. Cpl. Wm. Staley Cheatem is with the ground forces of the Army Air Force at one of the Texas bases.

Lt. Robert Surratt is a pilot in the Army Air Force. He got his wings last June and is about ready to fly across. Jack Ross has been in V/12 Training. He has been commissioned an Ensign and is now doing radio work where he is stationed at Treasure Island, San Francisco.

Pvt. Merritt Nielsen, son of N. I., is an Artillery Wireman with General Patch's Army. George R. Scott, son of G. A. Scott who is with the Army Air Force has been stationed at Dayton, Ohio. S/Sgt. R. W. Logan, son of Leo Logan, clerk in the Nebraska office has been in the Army for three years and is now a control tower operator in England.

Keith Knutson, George's boy is probably on the high seas now since the last message was that he was in California ready to ship out. Warren Beier who has been stationed in Iceland on fire control work was back in Denver on furlough recently. He expected to return to Iceland. From H. C. R. we learn that Capt. Haven Stewart is with the Army and stationed in the Canal Zone.

Everyone will regret to hear that Marie Bormuth, wife of W. D. Bormuth has passed away. Mrs. Bormuth succumbed after an extended illness while under treatment at Ames, Iowa. Burial took place at Ames.

A GUST FROM GIST

Montgomery, Ala. "I desire to acknowledge receipt of the Birthday Card which the gang sent me from their meeting here last week. To say that it was appreciated is putting it mildly. I also enjoyed sitting in the meeting, shaking hands with the boys, and listening to their spoutings on such deep subjects.

I worked in twelve States over a period of thirty years, from 1906 to 1936. In those days we had no assistants, and not until the last few years not even a clerk. I started in a territory of four States and wound up in one. My range of operations ran from Kentucky to Florida and from Texas to Colorado, from cattle to cotton, from wheat to corn, from peanuts to tobacco, and from sheep to hogs. In all that range I was unable to become an expert in any of the subjects, whereas now you are each an expert in some line. You know an expert is one who knows everything about something and nothing about anything. I had to find out something about everything.

In my retirement I still do four things--eat, sleep, play dominoes, and go to church, none of which I had time to do well in the old days. I recommend to the gang all four of these things besides doing what is to do officially.

Please say to all the gang as you have the opportunity how much I appreciated seeing them and how much I loved their remembrance of my birthday. May they all have as many as I have and more, and may they be filled with as much pleasure. God be with you all 'till we meet again. Very faithfully yours, (s) F. W. Gist."

BROXTON RETIRES

Bill Broxton, who was with us when the cold storage reports were issued by the Division, retired as of November 30, 1944. Broxton had a farewell get together at his office before he left and representatives from our Division presented him with a gift. The National Association of Refrigerated Warehouses gave him a banquet at the Statler Hotel at which he was presented with a \$100 War Bond. Broxton retired after 22 years in Government service. Bill has purchased a small farm in South Deerfield, Massachusetts to keep him busy in retirement.

AGSTAT NOTES

ON DIVISION MEMBERS
AT HOME AND IN THEIR COUNTRY'S SERVICE



WASHINGTON, D. C.

NO. 3

NOVEMBER 1945

LEAN BACK AND RELAX

Time passes for most people in a number of ways, but for editors of Agstat Notes in just one way -- namely, fast. In truth, those good intentions expressed in the last issue eroded like a Georgia gully (no plug, to be sure!) would from a ten-inch rain. Bold faced, we could offer numerous reasons. Probably none of them would be logical, a few would border the fantastic, and none would be acceptable. So, let's skip the formalities and hope for better results in the future.

The stirring events which have rocked the world since the last issue went to press, have been a source of great joy and expectation for everyone in the Division. Joy, because the gigantic global war was ended; so also, the death, destruction, misery and suffering, the extent of which was never before endured by mankind. Expectation, because peace means that members of the Division, husbands, sons, daughters, relatives and friends will be coming back home again. Emotions are tempered by the sad realization that some will not return. Sorrows occasioned by the loss of those who paid the full price in patriotic duty will blur happiness in reunion and peace. Though the sacrifices in human life and resources were great, thankful we should be that they were no greater. Thankful we should be that this Nation possessed and produced a preponderance of overwhelming power. May God grant that this power be directed in pursuit of justice and a lasting peace.

There are many members of the Division in the Armed services from whom little or nothing has been heard. Mostly, information on their whereabouts consists of an A.P.O. number or a casual reference, "Last I heard, he was somewhere in -----." We wonder if copies of earlier Agstat Notes have reached all of them. Each State office should make it a point to see that this copy reaches everyone who has entered the service from that office. This issue will be particularly important because it contains a message from "P.L.K." that concerns each and everyone of them. It will be of vital interest since it touches on one question that is uppermost in their minds. Please make it a point to contact the service men and women, and follow through!

No doubt, demobilization will make the task of locating our members more difficult, but leave no stone unturned in your efforts to contact them and get a copy of Agstat Notes in their hands.

The editors prepare this issue in hopes that all of you will receive it on your way back home or will get it handed to you over a desk back in the Division. We take the opportunity to extend our welcome, "glad to see you back!"

We want to take this opportunity to express appreciation to Clarence Parker, Tom Kuzelka, Glenn Casey, and R. J. Jennings for their contributions to this issue. We are grateful, too, for the generous assistance of Ann Swetman, Fay Curry, Marion Bailey, Helen Jordan, Bertha Brewer, Mary Beavers, Zella Murry, and others who had their part in bringing these notes to press.

The Editors,
A. V. Nordquist
H. R. Walker

MANPOWER: SUPPLY AND DEMAND
By Paul L. Koenig 1/

Greetings!

Now that hostilities have ceased and demobilization is under way, we in the Division are anxious for your return. I want to give you my personal assurance that a job is waiting for you. Get in touch with us just as soon as you know the date you will be discharged and available. All we will then need is a photostatic copy of your discharge papers to start immediate action. You all know, I believe, that unless you do not plan to return to the Division or Bureau, you must advise us of your desire to return within 90 days after the date of your discharge. I am not in a position, nor is this the appropriate time, to tell you exactly what job you will have or where you will be assigned. In order to avoid unnecessary delay in restoring discharged service personnel to the Division's rolls, we will generally find it simplest and quickest to start the returning employee back to work in the location and position he left. Any further developments, then, can be taken up from that point later. Be assured, however, that your hopes and desires will be considered and weighed carefully; conditioned only by the policies and needs of the Division.

I have hopes that, when our manpower problem eases, the policies which have always proven so successful and effective in developing and training competent specialists in our field of work can be put into full effect once again. It has been generally recognized that men who receive their training in our Division acquire qualities, knowledge and experience that make them especially valuable not only to other agencies in the Department but also to other Departments in the Government and to private industry.

At present we are not in a position to speed up discharges. There is no machinery in the Government set up to handle special cases. Military discharge policies change continuously and rapidly. As men are released, it becomes increasingly difficult to justify special considerations aside and apart from the discharge policies the military establishments have in effect at the moment.

Recently, I sent each one of you a Bureau memorandum on the subject of readjustments in employment which included five questions having a bearing on your return to your job in the Division. You are urged to send back the form just as soon as you possibly can. You should realize that you will not be bound by your answers, and you will be free to change or qualify them later as you see fit. We know that those of you who are many miles from home will need to review your plans

in light of the circumstances you face on returning home. Nevertheless, your best answers to those questions now will be of immense help to us in making plans for the future.

May I take this opportunity to express our pride in the accomplishments of our members in the armed services, who had their part in this country's great victory. We eagerly await your return and wish you a speedy journey home.

Yours for an early reinstatement to civilian status,

Paul L. Koenig

1/ Paul L. Koenig is Head Statistician, Division of Agricultural Statistics, B.A.E., U.S.D.A.

NEW RECRUITS IN SERVICE

The following list shows the new appointments to the professional staff since the last issue of Agstat Notes. The Division acquired 7 new "rookies", and two returning servicemen. The books are in the black for a change as only 5 resignations are recorded.

<u>Name</u>	<u>Date of Appointment</u>	<u>Place sent</u>	<u>Grade</u>
Roy D. Bass	3/1/45	Louisiana	P-1
Norman Horrall	3/12/45	Indiana	P-2
H. N. Hadley	5/1/45	Washington	P-2
W. G. Hill <u>1/</u>	6/7/45	Kansas	P-3
B. R. Ross <u>1/</u>	5/21/45	N. Carolina	P-2
Francis E. McVay	7/30/45	N. Carolina Laboratory	P-2
M. R. Olsen	8/1/45	S. Dakota	P-1
Carl E. Scott <u>2/</u>	10/30/45	N. Carolina	P-2
R. P. Christeson <u>2/</u>	7/30/45	New Mexico	P-2
Wm. B. Hudson <u>2/</u>	3/1/45	Arkansas	P-2

1/ Reinstatement.

2/ Previously a collaborator.

In the above list Hill and Ross formerly of Texas and Alabama, respectively, were reinstated on the rolls. Collaborators Scott, North Carolina, and Christeson and Hudson, Arkansas, received appointments as agricultural statisticians.

The following men either transferred or tendered resignations: Jay G. Diamond, Montana; Frank Merrill, Idaho; John F. Steffan, Alabama; Albert Davis, Ohio and T. L. Canada, Kentucky.

CHANGES IN ASSIGNMENTS

The shifts in formation are not as complicated as some of the intricate combinations of moves made by Koenig in the past. But if you haven't kept the map up-to-date you are hopelessly lost. If you have, get it out and make the following moves. It beats checkers, because there is no limit on the succession or direction of the moves, nor on the length of the jump.

<u>Name of Player</u>	<u>From</u>	<u>To</u>	<u>Date</u>	<u>Grade</u>
J. R. Garrett	Indiana	Michigan	4/5/45	P-1
Paul Wallrabenstein	West Virginia	D. C.	6/1/45	P-4
D. H. Foster	Chicago	Kansas	6/1/45	P-4
R. H. Sutherland	New Mexico	Louisiana	8/1/45	P-2
P. J. Creer	Utah	Montana	8/1/45	P-4
Frank Taylor	D. C.	Kentucky	8/26/45	P-4
W. A. Hendricks	North Carolina Laboratory	D. C.	8/12/45	P-6
Henry L. Rasor	D. C.	Texas	9/9/45	P-5
Henry G. Brown	Louisiana	D. C.	9/23/45	P-4
Glenn E. Casey	Montana	D. C.	10/7/45	P-3
Cecil Smith	Washington	Idaho	10/14/45	P-2
John J. Morgan	North Carolina	D. C.	10/25/45	P-5

Paul Wallrabenstein moved to Washington, D. C., where he is assigned to the Farm Labor Unit of the Price Section. One of his first accomplishments was a publication bringing together all information on farm wage ceilings.

To alleviate almost a chronic case of manpower shortage that has persisted for some time in the Kansas office, D. H. Foster of the Chicago Dairy Office and W. J. Hill, former Texas livestock statistician, now reinstated, were sent to Topeka.

Since 1944 the Montana office has had an almost complete change in technical personnel. Jay Diamond recently transferred to the State Department to accept a foreign assignment in Germany or some other European country. Vandershaf was transferred to Arizona and Glenn Casey, who returned to the Montana office after being discharged from the Navy, is now attached to the Dairy Section in D. C. Preston J. Creer moved from Utah to take charge of the Montana office. "Pres" had an early start there under Diamond back in the early thirties. W. G. Lee was routed into the Montana office from Idaho.

Frank Merrill bought a farm in Oregon and resigned from the Idaho office to become its operator. Cecil Smith was moved from Seattle to fill the spot vacated by Merrill. The change in altitude, food, or perhaps the excitement, may have precipitated an attack of appendicitis as Cecil wound up in a Boise hospital almost immediately and had to undergo an operation.

After playing pinch-hitter for several months, Frank Taylor was assigned to the Kentucky office. Frank was detailed to the Kansas and Pennsylvania offices to help out in the pinches and between hops gave Royston a lift in the Fruit and Truck Crop Section.

Walter A. Hendricks buttoned up our "lab" in North Carolina, turned the keys over to McVay and transferred bag and baggage to the D. C. office, where he is now in charge of Methodology and Research. Needless to say, the D. C. office is glad to have him back where he will be right handy for consultation and handling technical matters. For the present he hangs his hat in Room 2445 where it is reasonably safe under the watchful eyes of Catherine Upton.

One of the most recent moves involved Henry Rasor, who was transferred to Texas. Undoubtedly, Rasor's presence there will give that vainglorious State a few more things to brag about. One, to wit: Texas statisticians usually have at least 3 year's experience as head of the Division's Cotton Section. Moving into the spot vacated by Rasor is J. J. (Jack) Morgan, North Carolina, who can be expected to give a good account of himself and of King Cotton, too.

When Henry Brown left Louisiana for D. C., Koenig moved Sutherland to Louisiana and Christeson left Arkansas to fill the vacancy in New Mexico. Henry is now assigned to the Grain Section and has been lending a hand in Truck Crops, too. Garrett, who received early training under Miner Justin, was shifted to Michigan to fill a vacancy in that office.

JOHN B. SHEPARD DIES

Members of the Division and a host of associates and friends in the Department and all over the country were shocked to hear of the sudden passing of John B. Shepard. He died May 1, 1945 following an operation at Emergency Hospital in Washington, D. C.

"Shep", as he was known to all in the Division, made many notable contributions to agricultural research in general, and agricultural statistics in particular. His was a brilliant and fertile mind, full of originality, intent on exhaustive investigations, and tireless in search of truth. Back of his scientific attitude lay years of practical experience in agriculture. This somehow always tempered his deep probings into the realms of the unknown and untried, and kept his logic sound, his directions straight. He was the first to promote the sample census idea, the embryo of the modern "Master Sample." Under his guidance was developed the Crop Reporting Board's indices of production, yield and acreage. In his search for composites, he originated "condition of all crops" and "feed crop production as a percent of normal." His boundless energy in striving for composites encouraged expansion of the crop estimating program to cover more and more crops, and to provide estimates for a longer series of years. "Shep" pioneered the development and expansion in milk production and milk utilization statistics. He developed studies on hay and feed supplies and disappearance per animal unit, and composites on production of livestock and livestock products.

"Shep" was forever fascinated by the studies of factors affecting yields of the different crops. This was an endless task for him as he tested the effects on yield of rainfall, temperatures, sunshine, fertilizer, improved varieties and so on, and the different combinations of these factors. Crop after crop came in for inspection. None escaped, no matter how small or how unimportant. His studies moved from over-all U. S. averages, into Regions, into groups of States, and even into States and areas within States. These studies formed the background of his very popular articles, "Prospective Crop Yields" appearing in the Agricultural Situation each year since 1943.

His keen judgment and intimate knowledge of agricultural conditions put him among the top agricultural economic analysts in the country. In testimony are his articles, "Let's Talk About Price Ceilings," published in Marketing Activities December 1941, "A Plan for Solving our War-Time Food Problems" in the same publication, February 1942. One of his most recent articles, never published, carried a first title "Button, Button, Whose Got the Red Points" which he finally changed to "Whom Are We Rationing?". This article revealed some startling truths on who bore the brunt of rationing control. Many of "Shep's" studies were published in earlier issues of "Dairy Production."

Shepard's pennit system, "a new food yardstick," attracted the interest of many individuals. He made intensive studies on the relative costs of the vitamins in different foods based on their respective price and vitamin content. Typical of his adventuresome, scientific nature were the experiments he conducted on his own farm with edible soybeans. He grew edible soys, and cooked, parched and prepared them in different ways. He ate them and handed samples to his friends to taste.

Under the burden of his many projects, his responsibility for integrating the crop situation each month, and his chores as the operator of a ranch-sized Maryland farm, "Shep" never lost his keen sense of humor. When the occasion arose, he was quick to inject a sparkle of wit. His after-dinner talks were full of meat and spiced with entertainment. He loved his work, the Division and the people in it. And the Division and its people loved him.

F. E. FINLEY

All were shocked to receive notice of the death of Frank E. Finley on the morning of October 10. The "end of the trail" came for Frank less than one month after his 48th birthday. He was born in Calhoun County, Texas, on September 12, 1897. He graduated from high school at Katy, Texas, and attended business college in Houston. On May 1, 1918, he entered the Division as a clerk in the Texas office, then at Houston. From this position he rose rapidly to become Assistant Statistician in 1926, Associate in 1930, Agricultural Statistician in 1935, and Senior in 1942, which position he held at the time of his passing.

All of his Government service was in this Division. Except for a period in 1926 and another from July 1928 to March 1930, he was assigned to the Texas office. Frank always creditably carried out any assignment that was given him, whether it concerned rice, cotton, or livestock and whether it was at the home office or afield. His handling of the unique Texas report on livestock shipments was particularly outstanding. We can but agree with Virgil Childs when he says, "Mr. Finley has been an integral part of this office for over 27 years. The office was his life and he was much the life of the office. Needless to say, we shall miss him dreadfully for a long time."

IDELLA W. TREDWAY

Miss Idella W. Tredway, better known as "Tredy" to her many friends in the Washington and field offices of the Division, suffered a cerebral hemorrhage on July 15 and passed away the following morning at 1:30 a.m. Miss Tredway, who had been in Government service approximately 27 years prior to her death at the age of 63, came to Agricultural Statistics on July 21, 1930. Since that time she handled the procurement and property work in the Operations office. The Division sincerely mourns her loss.

PAUL KIRK RETIRES

After 36 years in service, Paul H. Kirk, Minnesota Statistician in charge, retired from active duty effective November 1, 1945. In recognition of his long, valuable service, officials of the Minnesota State Department of Agriculture gave a banquet in his honor. Over 100 friends and admirers attended the event, which was held at the Athletic Club on October 29, 1945. Minnesota's Governor and Mrs. Thye were among those present. Mr. D. A. Williams, Minnesota Farm Bureau

Federation, acted as Toastmaster. Among the speakers were Paul L. Koenig and R. K. Smith from the Washington office, A. J. Surratt, Illinois, and Nat C. Murray, former chairman of the Crop Reporting Board and private crop forecaster.

This was an occasion for remembering the good old days. Kirk took charge in Minnesota in 1922. He had been the field agent for the Northern hard red spring wheat States prior to that time. State cooperation began when Kirk moved to St. Paul. Mr. Holmberg, who was Commissioner of Agriculture for Minnesota at that time, attended the banquet and was one of the speakers. Incidentally, Nat Murray was one of the big guns in the old Bureau of Markets back in those days. Murray more than stressed his State of origin as Ohio after the Minnesota team lost its game with Ohio State on the previous Saturday.

Mrs. Kirk and son and daughter, Lester and Ruth, also attended the function. A side light on the affair was an incident that took place in the Kirk home prior to the event. Lester was informing his mother that the dinner was to be a big event with over 100 people expected to be there. Mrs. Kirk exclaimed in surprise, "Over 100 people! Why, I didn't think Paul had that many friends!"

Dick Smith, on behalf of the Washington Staff of the Division, presented Kirk with a Bertram pipe, a streamlined tobacco pouch, the 1945 Minnesota tobacco crop consisting of one package of Edgeworth, a wallet and a key container. A. J. Surratt presented him with a portfolio of letters from co-workers in the Division. Another portfolio of letters from Minnesota crop reporters was tendered by the Minnesota force who had advised reporters that Kirk was retiring this year. This was a heart-warming tribute that will always be cherished by the "Deacon." The role Paul played in developing crop statistics was praised by Paul Koenig and by R. A. Trovatten, State Commissioner of Agriculture.

Kirk was one of the "Crop Estimates" pioneers. He devoted much time and energy to developing the State Farm Census. He saw in it the fundamental bases for accurate State estimates and for meeting the growing demand for county data. He was a great developer of check data. Nothing would please him more than to see production estimates borne out by shipment records or mill door or market receipts. Nothing would disturb him more than to have his check data indicate his production estimates were wrong.

Minnesota newspapers had a field day lauding Kirk and the Minnesota Crop Reporting Service. Stories were flavored with pictures of Kirk and Roy Bodin, who took charge of the Minnesota office on Kirk's retirement.

JAY DIAMOND TRANSFERS TO STATE DEPARTMENT

In September the Division lost one of its truly outstanding men - Jay G. Diamond - when he transferred to the State Department to do agricultural work in Germany. He entered the Department of Agriculture in 1915 with the Weather Bureau in Helena, Montana. In 1917 he answered the call of his country and served in the Army in World War I. In 1919 he joined Crop Estimates and for the past 21 years he has been in charge of the Montana office. His name is a household word in every county and town of Montana. His wide knowledge of agriculture, economics and statistics combined with his natural ability for writing and public speaking made him one of the Division's most valuable men. These talents will enable him to perform well the hard tasks he faces in Europe. His dynamic and colorful personality will be remembered long by all of us. As a raconteur he is unexcelled as those of us who have heard him at conferences, banquets and meetings can testify. Many of his stories have become legend among his associates. Should anyone wish to write Jay, just address him in care of Mr. Koenig and your letters will be forwarded.

No man ever worked for Jay - rather his assistants worked with him, as junior partners. He always prided himself on this arrangement and the men who have served their apprenticeship days under Jay's expert tutelage all appreciate the free hand and fine training he gave them. His writings and studies on economic, statistical, and agricultural topics are numerous. Many have been published in professional magazines and journals. His poetic talents are considerable. We refer you to his version of the Rubaiyat of Omar Khayyam. Some of his outstanding professional papers are: "New Grass on Economic Pastures"; "Whose Business is Farming, After All"; "The How and Why of Agricultural Statistics"; "The Relationship Between Precipitation in Certain Months and Yields of Spring Wheat in Montana." Through the monthly newsletter, "The Maverick," he kept in personal touch with Montana crop reporters and in this paper he expressed much of his philosophy. We refer you to the issue entitled, "Give a Man a Horse.....He Can Ride." His contribution to techniques and methods used in the Division are many. He was one of the first to arrange a weekly crop - weather report. After many years' effort he has added Montana to the list of States that have State cooperation. Often he has served as consultant to the Bureau of the Census for the Agricultural Census.

WHAT'S COOKING?

C. G. Carpenter is collaborating with the Farm Management Division in a release on "Methods of Harvesting Hay." The basic data were obtained on the February General Schedule. **** The new procedure on the General Crop and Acreage Reports is working smoothly. Even though Computing Section is short on help, computation sheets are completed by the time members are ready for commodity review. **** John Marsh will sponsor a CRP on adjusting reported condition. The technique corrects for bias brought about by excessive succulence or intensive drought. It involves a new use of pasture condition and applies to many crops in States that normally have a wide variation in rainfall during the growing season. *** Look on page 49 of Look magazine, November 13 issue. July Board members are seriously competing with Van Johnson. This was Secretary Anderson's first time for signing a Crop Report. **** Reviewers going out this fall on acreage review will have to handle a battery of new work sheets and a number of revised ones. All crop sections have studied forms with an eye to better adaptability and uniformity.

LAST MINUTE NOTE: We have just received word that a conference committee of the House and Senate approved a bill that provides a lump sum payment for accrued or terminal leave of returning veterans who enter or re-enter U. S. Government service. This bill, if finally approved and signed by the President, would permit an employee to return to work immediately without taking terminal leave.

CUPID HITS THE BULL'S EYE!

From usually reliable sources (the Tennessee office in this instance) comes word that G. D. Collins, staunch advocate of single bliss, has repudiated all claims to freedom by granting a half interest in the Collins' name to Miss Hazel R. Swearingen. Hazel Collins is a sister of Mrs. Slinkard, comptometer operator in the Tennessee office, and has been employed as a personnel clerk in the AAA office at Nashville. Her home is in Orlinda, Tennessee. The Collins' honeymooned in Chicago. The trip was made by air -- in keeping with the couple's state of mind! All of the friends and associates in the Division will no doubt join us in extending congratulations and best wishes for the future.

THE BODIN'S NOW HAVE THREE!

R. K. Smith advised that Mr. and Mrs. Bodin, Minnesota, announced the arrival of a baby boy on June 23rd. The new addition brings the Bodin offspring to a total of three and will mean five plates at the table, compared with a long-time average of four. While this auspicious event caused no end to muscle flexing and chest expansion on Roy's part, some evidence of disappointment was noticeable in the 4th wing corridor with a few of the grain, fruit and truck crop boys going around mumbling something about "see-gars."

CORN! COMMENTS

A state of great anxiety gripped Iowa, as the populace watched the corn crop in a deadly race against frost. So impressive was the situation that it has been an inspiration to the literary talents of Leslie Carl. Quote Carl, in the July comments "--if an early frost should come, Iowa corn fields will stink like an old kraut barrel." In September, after a fitting description of Iowa weather in which day temperatures had been up to 102 degrees but nights as low as 40 degrees, he added, "Moral: Corn should not stay out all night!"

Meanwhile, the Virginia corn crop assumed such bumper prospects that its similarity to Corn Belt corn startled Joe Ewing. He exhausted a healthy supply of superlatives and then cited a reporter who could stand in a corn field and touch 14 ears from one spot. Comments from the Board reviewers intimated that Virginia farmers have awfully long arms or are awfully big liars!

STATISTICAL INTERPRETATIONS AND ANALYSES

The job of editing and reviewing the great number of reports from farmers and reading their comments isn't always the uninteresting, monotonous job one might believe. Often we run across something like Jay Diamond did in Montana. In Diamond's own style, we quote:

Here is our best Christmas story -- typically Montanan. We have a reporter in western Montana to whom we sent a winter wheat and rye release. He thought it was a questionnaire and wrote in above our table of figures for winter wheat and rye the word "None." Then he enclosed a note telling us what he did raise. Verbatim it was:

I only have 50 ackars. I am raising sbads 9 alfalfa
6 ackars ods and fruds and wadsabels.

This is our legend:

Ackars.....Acres, also acars
Sbads.....Spuds.....Potatoes
Alfalfa.....You guessed right...Alfalfa
Ods.....Would you have guessed..Oats?
Fruds.....Fruits
Wadsabels...The best yet we have heard for vegetables

From Bad to Verse

When winter sets in hard he sells
Lots of fruds and wadsabels
Every day to town in loads
Go his sbads and Victory ods.

WAS HE EMBARRASSED?

When Fink, California, was in for the June Report, the following wire was received in Washington from Scott:

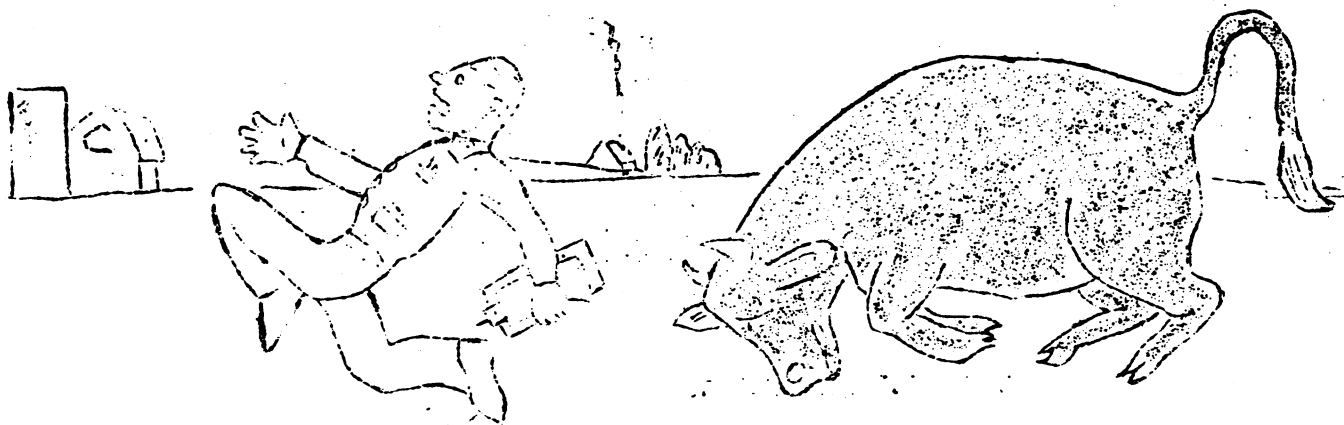
PAUL L. KOENIG, BUREAU OF AGRICULTURAL ECONOMICS

WASH DC

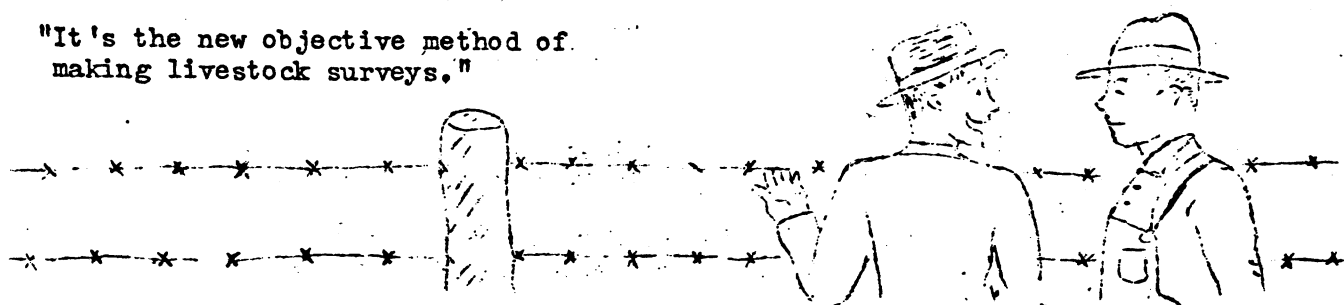
PLEASE RELAY FOLLOWING RENO WIRE TO FINK. QUOTE HAVE MET MY IDEAL.
MARRIED SAILOR RENO YESTERDAY. LEFT JEWELRY MIXIE'S PLACE AND PAWN
TICKETS CLERK YOUR HOTEL. KEEPING STONE REMEMBRANCE. LOVE. ROSIE
UNQUOTE

GEORGE

Fink was kept busy, blushingly trying to explain away Rosie!



"It's the new objective method of making livestock surveys."



We are passing along what we hear about the men and women in the armed services. As mentioned previously, we haven't much dope on some of them. Unfortunately, space will not permit giving the details of the experiences about which they write, but we shall pack as much information in these notes as possible.

Back in the States, wearing the maple leaf of a Major, is former Capt. Glenn Simpson. He was on board an invasion ship, apparently headed for the Jap homeland, when V-J Day came. A mid-ocean transfer put him on a ship bound for home. After terminal leave, Glenn expects to resume his duties in the Division.

Back in civilian garb, decorated with the old work harness, we find ex-Lt. John C. Scholls of the Navy. He cleared demobilization hurdles and landed in the Special Crops Section with John Marsh.

Dick Hamilton is out home in North Dakota catching up on all the pheasant and duck hunting he missed while he was in the Army. Hamilton has been discharged, but has not made up his mind to return to the Division as yet. He wants to look around with an eye to horticultural work before reaching a decision.

When Pfc. Clarence White breezed through the Washington office on his way from the European Theatre to Illinois, he abducted a member of the stenographic pool, much to the chagrin of everyone. We were glad to see Clarence come back, but regretted to see him abscond with the charming and efficient Ruth White. Of course, Ruth being his wife may have had something to do with it. Incidentally, Clarence had been decorated with the Purple Heart. He is now at Fort Leonard Wood patiently awaiting imminent release.

Captain George Harrell is still sponsoring POW's at Camp Monmouth. He's slated for an escort excursion to Italy, and then expects to be discharged. Harrell called at the Washington office recently.

Bob Memmer, former Sea Bee, is now working in Operations under Bill Evans. He was with the Division of Farm Population, BAE, before entering the Navy.

Lloyd Hale came back to his old job as clerk in the Alabama office. John Clugston is expecting a discharge any day now, and will resume his duties in the New Jersey office.

Adelaide Walsh who left the New York office to join the WAC is back at her old job. Word finally has been received from ex-messenger Paunette Fryar, who is soon to be discharged and will report to the Washington office.

Bob Overton, according to Leslie Carl, has spent quite a lot of time in the Mindanao area of the Phillipines where he was in charge of construction work on a radio station. On August 17 he was all set to move to Japan and probably is there now. Carl said Bob wanted his spittoon shined and desk polished as he intended to use those essentials sometime next spring.

Logan Schutz was last spotted in "fascinating, filthy" China, detailed to serve on General Wedemeyer's staff. Logan said his dad, H. H., was practicing farming in his huge yard at Glendale, California and making it pay, too.

Major R. E. Vickery joined the Ninth Army as executive officer of a tank battalion last February. His outfit fought to the Rhine, then helped clean up the Ruhr. From there they drove through sporadic fighting to the Elbe. About V-E Day he went into Military Government as a Food and Agricultural Officer - the only agricultural statistician in the group. He has been getting information on the

German Crop Reporting service for his commanding officer with the idea of starting the operations of the German statistical services again. Vickery saw Merritt Nielsen near Kaiserslautern, Germany. Merritt was getting along fine.

George Harvey, after reading the last issue of Agstat Notes, thought up some improvements in a pin-up sort of a way that he claimed was a sure-chinch morale builder for the men in the services. Deuce of it is, we doubt if we can get by with George's ideas of things after what happened to Esquire. For an illustration George sent in copies of "The Zaniah Press" which have been circulating around the Division quarters like a bunch of French post cards or like Clarence Parker's telling of Carl Schiller's jokes.

Lt. Col. Henry M. Taylor has returned to the United States from Manila. Henry took to the soil even in the Philippines. He secured some seed and started a garden in what the natives called the wrong season of the year. Whether or not Henry reaped his harvest is not known as yet. He has been convalescing at Walter Reed Hospital in Washington, D. C. and is now home in Richmond, Virginia. He will return periodically to Walter Reed for treatment of an infection, and will probably be back in the Division sometime after the first of the year.

Roger Hale received an announcement of the marriage of Betty Julia Moore to First Lt. Elmer Clyde Wattenbarger. The wedding took place May 9, 1945 at Sumpter, South Carolina.

Lt. William E. (Billy) Herman has been missing in action since March. The Liberator he piloted went down over Austria while on a bombing mission from Italy to Germany. Some members of the crew who parachuted to safety have been in touch with Mrs. Herman (the former Jule Humble, Truck Crop Section). She and her baby boy are now in Iowa.

An interesting letter to Don Wilson came from Cpl. Lennard W. Orvold while he was with the 3rd Army in the big drive in Germany. Orvold said the "points of interest were Metz, Aachen (Alsace), Gros Rediching, Libramont, St. Hubert, Bastonge, Houffalye, Schoenberg, St. Vith, and a lot of little -- that don't make two lines of print but hurt a lot of people." As we go to press, word comes that Orvold is back in the States spending some furlough in Faribault, Minnesota.

Lt. Joe D. Herman's mail began to catch up with him in eastern India where he was assigned to the Tenth Weather Squadron. He stated living conditions were surprisingly good and went on to add that he was living in barracks, eating good food and had a good place to work. This was very much appreciated after a spell of tent life and munching on C and K rations.

Capt. Norman L. Smith, who has been in the South Pacific War Zone for over 3 years, has been awarded the Purple Heart for wounds received in action. He was expecting to rejoin his outfit as soon as he was released from the hospital.

From the Minnesota office we learn that Pfc. Erling C. Carlson is in the Philippines and expects to be discharged by the first of the year. Lt. Bryon Peterson, who had been stationed in Italy, is back in Minnesota. He attended the big doings for Paul Kirk and expects to rejoin the Division in mid-December.

C. J. Borum advised us several months ago that Lt. G. A. Swanson was communications officer on a destroyer and that Sgt. Charles K. Wood was with a refrigeration unit in New Guinea. That, we presume, would be one of the best jobs in MacArthur's Army.

The last message from Sgt. Wilson Woodrow came in September. After no word for several months, he suddenly shows up in Guam. Woodrow hasn't found much of interest in the Marianas. Mostly military installations there with a ration of six cans of beer per week and a few cokes.

Capt. Gene Poggemeyer, former WAE clerk in the Kansas office, has been in most of the major campaigns in the Pacific. He wrote from Iwo Jima after the battle there and said "It has been anything but a picnic and we're all glad that it's over." The engineers had tapped a sulphur spring to provide a welcome shower, and meat and eggs were on the menu after 20 days of "C" rations.

Lt. (j.g.) Oakley Frost is now stationed in the Philippine Islands as a communications officer. Oakley is on Samar and recently saw Ens. Henderson. He advised that since V-J Day there wasn't much to do and he would like to be heading for home.

T. C. M. Robinson is now attached to Military Government. The last time we saw him he was headed for Charlottesville where he expected to take some training courses.

The March issue inadvertently overlooked listing Miss Marguerite W. Duncan, clerk in the Kentucky office who joined the WAC in September 1944.

With 36.5 points (not rounded in accordance with standard price procedure) as of September 1, Francis V. Graham, Y 2c, is sweating it out in Leyte with the 7th Fleet (Flag) land base anxiously awaiting an accumulation of 44 points which will mean a discharge for him. He is in communications and recently assigned to work with an officer-statistician on a time study in connection with routing and delivery of messages. Graham has been able to do a little sight-seeing in Manila. On a recent tour he visited the presidential palace, sat at the fine desk for a moment, and noted that the reference books at hand included one on statistical methods, agricultural economics and a volume on agriculture from the 1920 U. S. Census. Only a few bullet holes were noted in the beautiful building which came through the siege undamaged.

A Geodetic Computer in the Survey Platoon by the name of T/Sgt. Thomas L. Stuart dropped a note from Sendai, Honshu, Japan. Tommy's job is computing geographic positions and azimuths from horizontal angles and from star and solar observations. This nice-if-you-can-pronounce-it work is used in map making and for field artillery control. Tommy's best guess is that he will be out by January 1.

Dale McCarty's last letter from Guam dated September 15 stated that he thought he might be getting out shortly after the first of the year.

S/Sgt. Emmett Hannawald is back from Alaska and stationed at Camp Bowie, Texas with the Hq. Detachment, 7th Hq. & Hq. Det. That may be a formula or it may be double-talk. Anyway Emmett can explain it all after the first of January when he thinks he will be shedding the khaki.

Ens. Jim Koepper was in the Philippine area when last accounted for. He has been Executive Officer aboard an IST since last April. Koepper saw a lot of action in the Philippines and was in the Lingayen and Leyte campaigns. He saw Al Finkner on three or four occasions since last November.

Russell Handy has arrived back in the States. He was routed to Camp Shelby and later to Camp Harrison, Indiana. Handy got in touch with D. O. Boster but could not give an inkling on when he would be discharged.

Major Michael B. Regan dropped in on the Washington staff about 2 months ago. He is stationed in Birmingham, Alabama, with the Army Replacement and School Command doing work in connection with assignment and classification of military personnel, and expects to be released about January 1.

Pallesen had a letter from Capt. John W. Kirkbride who is stationed with the grass skirts in Oahu. Wally is chief personnel officer and Asst. Adjutant General at Headquarters Replacement Training Command which supplied army replacements for the Pacific operations. He should be back in the States soon after January 1.

McCauley's last letter from Great Lakes Naval Training Station was concerned entirely with trying to fathom the net amount shown on his last pay check. Don't feel dumb, Mac. Betty Weakley is still trying to convince Pallesen and some of the rest of us that we're not being gyped.

A letter from M/Sgt. T. R. Doyle informed us that he had just crossed the "hump" from China to India, and was now waiting for a boat to take him home. Says he, "Hurrah, they turned me loose!" He expects it will be 2 months yet before he lands in the U. S. A.



Carl J. Bokina - Army Air Force - Boston, Mass.

Herbert O. Shaw - Army - Oklahoma City, Okla.

Two members of the Division staff will never return to their duties. They fell in the service of their country, having given that "last full measure of devotion." Those of us whose families are intact realize that these who gave their all for their country gave to others life and a happy future. We extend our deepest sympathy, and while we never can know the heartache, neither can we experience that full, deep feeling that glows out of the love of their families, the pride of their friends and the respect of their communities. God grant their supreme sacrifice shall be justified by a better world to live in!

Carl Bokina entered the air force on March 25, 1942, going from the New England office at Boston. As a fighter pilot he was accidentally killed in March 1945, while testing a plane over England.

Herbert A. Shaw, of the Oklahoma office, was enlisted in the Army June 23, 1942. He was killed in action on the German front April 7, 1945.



William C. Bisson (Army) - Husband of Mrs. W. C. Bisson (Georgia)

Walter Shepard (Army) - Son of John B. Shepard (Wash., D. C.)

Garland Taylor (Army) - Son of Frank Taylor (Wash., D. C.)

Gold Stars appear on home service flags for these three members of Division families, who have given the "last full measure of devotion." It is but poor consolation that where there is conflict there must be death and that some must fall that others may live. Some of these boys may have died under more glorious circumstances than others, but each gave his all, his life for his country. We, whose friends are safe and families intact thus far, can extend our deepest sympathy, but we never can know the heartache that comes from their loss. We never can experience that full, deep feeling that arises from the knowledge that these who made the supreme sacrifice will live forever in the hearts of their families, their friends, their communities. May their reward equal their devotion to duty.

Shepard's Boy

The war was brought home to many who knew Walter Shepard, mentioned earlier as a budding young horseman, only son of John Shepard, by a column in the Washington Post of July 29, 1944 by the noted columnist Marquis Childs, entitled:

"American Spirit"

It's hard for many of us here to realize the cost of the victories that are rolling up. If it doesn't hit near us, then we read the good news of advances and triumphs and never see the list of casualties in a less conspicuous column.

When the reality is evoked in the loss of someone known and loved, then it suddenly strikes home. The other day it came to our neighborhood, which happens to be a peculiarly close and friendly neighborhood.

Word came that the boy next door had been killed in Italy. While he was several years older than our children, they all played together and were in and out of our place, and we knew him and felt a deep affection for him.

His name was Walter Shepard. He was a grand boy, friendly and eager and gay. He loved animals and was wonderful with them, training horses with patience and skill, and riding and jumping as though he'd been born on a horse.

Walt was in the infantry, a private first class. As he moved up the Italian peninsula the letters he sent back home began to show a new maturity. He was learning so much so fast.

When he first got to Italy the poverty of the people and the hardships they endured, particularly the women, shocked him. It was strange and foreign. He wrote that he had seen an old woman trying to carry a big trunk on her back. He wrote that most people had no shoes, even though it was cold in the winter. To his father, who is an official in the government, he said: "Papa, I wish you would try to do something for these people."

It was the natural reaction of a boy from a comfortable American home, a boy with a generous spirit, an American spirit. He had never known there were places in the world where old women carried trunks on their backs and where kids went without shoes in the winter.

On the day he was killed he wrote a letter to his family which reached them the day before they were notified by the War Department of his death. I don't think Walt Shepard was given to expressing his inmost thoughts any more than other American boys with a natural reserve and a suspicion of sentiment. But he put into that letter the essence of what he had learned. He wrote:

"If I live I will come home knowing life is a very unstable thing, and that it really pays to lead the best life you know how while you are here. Men off the front, I believe, have much greater consideration for other men's wants, needs and desires than they did before they went up. They know how to pray and to live with God in their hearts."

For all his fineness and his intelligence, I don't think Walt was the exception. I think, in fact, he is the rule. At his death, at 21, he was part of a generation that has shown the most remarkable maturity and patience and forbearance in the face of the mistakes of their elders. To think there were people who doubted this generation! Who talked scornfully about jitterbugs!

In some ways we at home have done well, in other ways not so well. We have provided the weapons. We have not, most of us, learned the lessons of the men who have had to use the weapons.

Somehow I think we had better learn, and quickly, some of their wisdom. We had better study that lesson for fear that we'll not speak their language when they come back. They're going to distrust the shoddy speech, the smooth words, the half promises, the double talk that all too often those of us who sit snugly - and sometimes even smugly - here at home are guilty of.

"If I live I will come home knowing life is a very unstable thing..." Deaths reported by the Navy to date are 21,433, with 9,665 missing. Deaths reported by the Army are 37,237 and 39,311 missing. Those are not figures. Those are the boys next door, loved and cherished, full of eager life and wonder and curiosity and compassion.

The tragic loss of his only son, for whom Mr. Shepard had laid such great plans, was devastating, and when he underwent an operation a few months later--serious but usually not fatal surgery--he never recovered.

Returned Vets From World War II

Upon release from military service after VE and VJ days in 1945 there was to be no coddling of the returned vets as this excerpt from a memo of September 19, 1946, from R. K. Smith to Clarence Brewer, Personnel Officer, makes clear. The agency policy had been, --"to restore the veterans to the same grade which they held before entering the military service. There were no exceptions to this policy. We felt strongly that each individual should have an opportunity to get back into the harness and his feet on the ground, so to speak, before grade promotions were made. Promotions were to be awarded on the merits of each case. This policy was carefully explained to each of our returning veterans and practically all agreed with principles involved."

Actually most of the returnees were quickly absorbed, and continued the clamber up the career ladder.

In the military aspects, E. M. Brooks was denied a part. Repeated efforts to get a release from Ag Estimates and the Department to enter military service were thwarted by foot dragging by one, and flat refusal by the other. 131/ Ag

131/ See Brooks to Rogers July 23, 1943; Rogers to Harrell, August 4, 1943; Harrell to Brooks, August 14, 1943 and Brooks to Manpower Commission, September 7, 1943 in Brooks Personnel File, SRS and in U.S. Records Center St. Louis, Mo.

Estimates was losing men in droves, so its reluctance to release anyone they didn't have to, especially a man beyond draft age and with a family, was understandable. However, the Department Committee, chaired by S. B. Herrell, should not have refused a release once the Division and Bureau had given approval, even though reluctantly. Finally, though, in 1945, through Colonel Ralph W. Olmstead in the Pentagon, whom Brooks had never met although Olmstead had worked in the Department of Agriculture, he got lined up for a year in military government in Germany as a civilian--not what he had hoped for, but something. In the meantime, W. F. Callander had returned as Head of the Division and when he learned that Brooks had signed up for a year in Germany, he told him he couldn't go. Brooks countered, "Mr. Callander, I have just spent \$250 for military uniforms, do you want to buy them?" 132/ Callander replied that in any case, he must be back in six months, and sent off a letter to that effect to the man who was to be Brooks' boss, Brig-General Hugh B. Hester, in Berlin, Germany. The fervor of most young men and women to get into military service during WW II is difficult for the Korea and Vietnam generations to understand. The long accumulating horror of Nazi atrocities and Hitler's brutal conquests, coupled with deep and bitter resentment at the Pearl Harbor sneak attack, created a fierce determination within practically all Americans to get at the Jap-Nazi enemy forces and crush them into submission. Lacking such stimuli and faced with fighting a far away, unpopular war with lots of holds barred, it should not be surprising that young men and women of the "Korean Police Action", and the Vietnam War, served reluctantly, and that many resorted to evasive tactics, including deserting abroad. The Vietnam veterans, in particular, should be accorded special praise and honor for having served their country without the stimulus of a nationwide surge of patriotic ardor such as that during WW II. On the contrary they served when nobody wanted to fight, and in the face of opposition, derision, and futility.

Both these wars involved Ag Estimates staff members with consequent disruption and hardship for these individuals, but the impact on the Agency's overall program and operations did not compare with that of WW II. According to a survey of State Offices in 1976 of previous and current personnel who served in the military, there were 35 during the Korean Police Action, and 80 during the Vietnam Conflict. No information was obtained concerning D.C. personnel involved in these wars.

132/ For a year following the surrender all Americans in the US Zone of Germany regardless of duties, had to be in military uniforms with the brass removed, but with simulated military ranks to determine priorities on billeting, transportation, etc. For example, Brooks had the simulated rank of Lt. Colonel.

FIELD TRAVEL, NORTHEAST, 1942

In November, 1942, Brooks went to Trenton, N.J., Albany, N.Y. and Boston, Mass. to conduct the Annual Acreage Review in those state offices. Concurrently other members of the Washington staff were making a similar review for all the other states.

The Acreage Review system was inaugurated in the mid-1920's at a time when estimating procedures were highly subjective, uniform analysis technics had not been developed, and judgment evaluations varied widely between states. Originally, Washington staff members were sent out twice a year--July and November--to review preliminary estimates made by the State staff, and to reach agreement with the SIC on acreage, yield and production figures for each crop, that would be reviewed and finalized by the Crop Reporting Board. Since the Washington staff was small, some of the "top-hands" among State Stats were used as Reviewers. This caused some resentment among Stats who did not relish having one of their colleagues and peers from another state checking on their performance. Andy Surratt, in Charge of the Illinois office, and himself often used as a Reviewer, explained, "I would rather have a Junior Statistician from the Washington office review my work than a P-5 Stat from some other state." 133/ Henry Taylor, SIC, Virginia came to Kentucky on one occasion to review the Livestock estimates. Mr. Bryant handled the situation very deftly--he simply turned the job over to his Assistant and Taylor, and said he would agree to anything they agreed to!

The value of the Annual Reviews can not be computed statistically, but it seems probable that they served a useful purpose during the period when so much depended on subjective reasoning and judgment appraisal of assorted unreliable, and often conflicting indications. The effectiveness of the Reviews varied according to the skill and dilligence of the Reviewer, and the attitude of the State Stat. No set procedure was prescribed and each Reviewer was pretty much on his own as to what he did, and how he did it, within broad guide lines given in the Technical Instructions. Most Reviewers were quite systematic and thorough and all were conscientious. Less scrutiny was usually given to so-called minor commodities, but every state had crops of paramount importance in its estimating program and these got very careful study--corn in Iowa, cotton in Mississippi, tobacco in North Carolina, wheat in Kansas, citrus in California, and potatoes in Idaho (and, of course, potatoes in Maine where the Stats' estimates were almost untouchable). However, prolonged debate sometimes ocured over differences concerning the indicated acreage or production of such items as Clo-Tim hay, broomcorn, or sorghum. Human nature being what it is, most Reviewers probably felt compelled to make some changes in the Stats' figures, otherwise they wern't accomplishing anything. Recognizing this human frailty, most State Stats good naturedly accepted a few minor changes in which they did not fully concur.

In Trenton the SIC was Dewey O. Boster, who belonged to the rough and ready school of operators who seemed to believe that frequent raucous blasts from the

133/ Interview with A. J. Surratt.

boss help tune morale and improve work performance. All was peaceful and friendly during the acreage review, and Dewey got the Reviewer out to see a cranberry bog, and to the fascinating milking "Merry-go-round" at the huge Walker-Gordon Dairy Farm near Princeton, N.J. This huge contraption, called a rotolactor, had a revolving circular platform like that of a merry-go-round, and was used in milking hundreds of cows twice a day. The bovines walked onto the revolving platform and were milked as it slowly turned; at the completion of the round the cows walked off the carosel.

Boster's assistant, Russell P. Handy, was the direct opposite of Boster, mild mannered and quietly effective in everything he did. He seldom reacted emotionally, at least outwardly, to any situation, although he sometimes expressed himself in plain, earthy language, but never with any heat or observable irritation. Russ Handy is a North Carolinian, and like so many people from that great state, has a native intelligence and smooth manner that accomplishes wonders while ruffling no feathers. After service with the Finance Division of the Army in the European theater during World War II Russ became, successively, State Stat for N.J.; W. Va.; Ohio; Chief of the Fruit & Vegetable Branch, Director of Field Operations, Assistant Administrator of SRS, and finally, in accordance with his own wishes, back to North Carolina as Stat in Charge.

In Albany, Dr. Roy Gillette, SIC, was located in a separate building, some blocks away from most of the staff, where he concentrated on dairy statistics for the state of New York, and took only a casual interest in the Acreage Review. However, Gillette's good right arm, Cary Palmer, aided powerfully by his good right arm, Ward Henderson, had prepared diligently for the Review and it proceeded smoothly. Cary was making a weekend contribution to the war effort by picking apples for commercial orchardists who found it extremely difficult to hire pickers for such a hard and exhausting task often performed in disagreeable weather.

Ward Henderson made his contribution to the war a little later with the Navy in the Far Pacific. At War's end he returned to the N.Y. office briefly before joining the Division of Special Farm Statistics in Washington in charge of Enumerative Surveys. Ward had a good clear mind, and an easy manner which helped him manage the 3M's, men, money and materials, with little stress and strain during the five years in Washington and later as SIC in California.

One might think that the agency found it difficult to find a suitable spot for Cary Palmer the way he was moved around, but nothing could be further from the truth. He was born in Vermont, worked awhile for the Livestock, Meats, and Wool Division then in 1930, went to work in the Indiana office of the Division of Crop and Livestock Estimates. There followed, after Indiana, this remarkable sequence of assignments: New England, Iowa, New York, Washington, D.C., South Dakota, and finally Texas. Cary's aversion to working in Washington was so intense he, of his own volition, took a grade and salary cut for several years in order to become SIC for South Dakota. Although the State College was 60 miles away in Brookings, Cary became a leader in the Student-trainee Program under which Ag students worked part-time on his projects. After graduation, many of these trainees entered the Crop Reporting Service and became outstanding members.

Acreage Review in Boston, 1942

The train from Albany to Boston was jam-packed and a person was lucky to get to sit down part of the way. In Boston, Bill Bair, the Assistant State Statistician, and the Reviewer worked all day Saturday at the office and when they went out to dinner about six o'clock, they noticed a newspaper headline stating that Holy Cross had defeated Boston College 45-0 in football. Bair just stood there, shook his head, and said, "I just can't believe it." His consternation was easy to understand as Holy Cross had hardly beaten anybody that fall, and Boston College was supposed to have one of the best teams in the country.

After dinner the two men returned to the office and worked until about 11 o'clock when Brooks took a taxi to his hotel. At an intersection, the taxi driver slowed down, looked quizzically up a street, and then proceeded on his way saying that he had heard that the Coconut Grove Night Club had "exploded." The following diary entry for the next day tells what happened:

"Boston, November 29, 1942 - The "explosion" in the Coconut Grove turned out to be a horrible fire in which several hundred people lost their lives. An overcrowded place with few exits, struck by panic, always results in disaster."

No one from the Crop Reporting Service was involved in the tragedy, but a young lady working in a nearby office that everybody knew, was in the Coconut Grove that night. The next day her body was recovered, but apparently she had fallen to the floor and been trampled as every bone in her body appeared to have been broken. This ghastly disaster combined with the minor one of losing the football game cast a pall over everything in Boston on Sunday.

PUBLICATION ON FARM EMPLOYMENT AND WAGES

A project that had taken an inordinate amount of time during 1942 was the preparation and publication of a historical series on farm employment and wages for the period 1866-1942. Finally in January, 1943, a publication came out entitled "Farm Wage Rates, Farm Employment and Related Data." The foreward was signed by H. R. Tolley, Chief, Bureau of Agricultural Economics and states that the compilation was made by a Committee of four men. As so often happens in Government publications, credit was given to the wrong people. Actually Catherine Senf bore the burden of preparing the material for publication. It was the harvest of much labor and represented the first time a series of this type pertaining to farm labor had ever been released.

BUSINESS AT THE WHITE HOUSE, 1943

Going to the White House as a sightseer is a fairly frequent experience for most residents of the Washington area, but to go there on business is something else again. In fact, E. M. Brooks did this only once.

It happened in March, 1943, at a time when there was great concern over the loss of farm workers to the Armed Services and to private industry. The situation on dairy farms was apparently especially acute. A diary entry for March 12, 1943 gives some details:

"O. V. Wells and I went to Secretary Wickard's office today to discuss some material we had assembled in response to the urgent request to find out what the farm labor situation is on dairy farms. Mr. Wickard seemed in his usual jovial mood. Said he wished someone would find Harold Ickes a man to run his dairy farm. Evidently Ickes is riding Wickard pretty hard. Next we caught a taxi, and with Dick Foote drove over to the White House to see Ben Cohen and Don Russell. Cohen is the remaining part of the famous New Deal team of Cohen and Corcoran, advisors extraordinary to President Roosevelt. Corcoran couldn't resist the opportunity to cash in on his experiences, so no longer frequents the White House. We got out of the cab at the northeast corner of the White House grounds on Pennsylvania Avenue. The guards were expecting us and passed us through without delay. There were soldiers on guard as well as the usual police, but they ignored us as we walked up the drive to the new East Wing. The tall, amiable guard on duty there took our names and a man dressed in civilian clothes escorted us to a room -- not very large -- where Cohen and Russell were. Russell has been Jimmy Byrnes' right-hand man for years, and is still serving in that capacity now that Jimmy is Economic Director, or Czar. Cohen is about 5'9 1/2" or 10", has a large head with bushy hair, smoked a small cigar. Didn't say much, but was pleasant and very courteous. We talked about an hour and then left."

Perhaps I should add that in the conversation the fact was stressed that dairy farms, for the most part, were located in the heart of our industrial complex, particularly in New England, New York, and Wisconsin. Competition from war time jobs was terrific and farmers in such areas, especially dairy farmers, were experiencing great difficulty getting workers to stay on the farm at relatively low wages, and working 7 days a week, 10 hours or more a day, when they could make much more money, and work fewer hours in the glamorous atmosphere of a city.

MASTER SAMPLE CONFERENCE - AMES, IOWA 1943

The farm labor situation continued to worsen during 1943 and necessitated trips to Albany, New York, and Philadelphia. The all important meeting for the agency that year, however, was one that was held at the Statistical Laboratory at Iowa State College, Ames, Iowa, during the week of August 2, pertaining to the establishment of a master sample of agriculture. The war had underscored and deeply emphasized the long-standing need for more and better statistics pertaining to agriculture. The meeting at Ames was called to explore methods of utilizing such a sample and how it should be designed and drawn.

Excerpts from a memorandum 134/ of August 19, 1943, from Arnold King to P. L. Koenig and Rensis Likert will indicate procedures followed at the Conference and some of the problems encountered.

"To crystalize the ideas of different individuals as to how the master sample should be drawn, three committees were appointed. One committee, consisting of W. G. Cochran as Chairman, M. S. Girshick, Margaret Jarman Hagood, Miss Gertrude Cox, E. E. Houseman, R. J. Jessen, and Walter Hendricks, was set up to outline the methods of sampling that were to be used in various parts of the country. This committee received valuable suggestions from Mr. Cornfield and Dorothy Brady who generously took part in the discussions giving the committees the benefit of their wealth of experience in enumeration of sampling units.

A second committee, consisting of E. E. Houseman as Chairman, Miss Morrell, Miss Stone and Mr. McCarty, was set up to outline the mechanics of drawing the sample. A third committee, consisting of E. M. Brooks as Chairman, J. R. Goodman, W. D. Goodsell and A. R. Johnson, was set up to consider the possibility of having the AAA offices supply the information needed for the Master Sample and also to consider what and how much information should be obtained. Each of these committees submitted a report that formed a basis for subsequent discussions on techniques and procedures to be followed."

BUFFALO STEAK AT OUTLOOK DINNER

In the fall, the Department and the Land Grant Colleges annually staged an Outlook Conference, at which agricultural economists from all over the country came to Washington and discussed economic problems, and particularly those pertaining to agriculture. They always set aside one evening for a special banquet, and the one held on October 19, 1943, in the main cafeteria of the Department of Agriculture was most interesting. To circumvent the war-time restrictions on beef consumption, the meat served was buffalo steak. It was very tender and probably no one there recognized it as buffalo meat until they were told, after the meal was over, by the Toastmaster, M. L. Wilson. The principal speaker was the noted newspaper columnist, Walter Lippman, who talked about America's foreign policy, a wonderfully interesting and stimulating speech. During the question and answer period, Dr. John D. Black of Harvard got into a rather heated exchange with the speaker. A number of Black's former students were in attendance and they got quite a charge out of seeing their old master being put down rather hard, they thought, by the erudite, quick-witted, and articulate Lippman.

WAGE STABILIZATION IN AGRICULTURE, 1944-45

If there was such a thing as the "Forgotten Man" in the 1920's and early 1930's he most certainly was a hired farm worker. With no labor union, government agency, or social structure to aid him he was at the mercy of a capricious employment market, unscrupulous labor contractors, and straitened, and sometimes, greedy employers. The situation was particularly acute for that miserable, nomadic, group referred to as migratory workers. Although most of these migrants probably stayed within a few counties of home, many flowed with the crop seasons in three main streams from South to North and back again. "Many traveled thousands of miles, following the will-o-the-wisp of job rumors, living in improvised housing in shack towns and rural 'jungles', with practically a complete lack of educational, health, and sanitary facilities." 135/

In the east they journeyed north from Florida to Maine harvesting in season, citrus fruits, cotton, peaches, apples, cranberries, potatoes and an assortment of "Truck Crops." Another wave of workers fanned out of the Lower Valley of Texas across the Great Plains, through the Inter-mountain states and on to the Great Lakes region to harvest wheat, other small grains, sugarbeets, corn, apples, potatoes, fruit, berries and the like. On the West Coast, a mass of harvest hands and stoop labor workers, streamed out of the Imperial Valley on the long, arduous trek through the lush valleys of California, Oregon, and Washington to perform the essential tasks of garnering fruit, vegetables, nuts, grapes, sugarbeets, hops, apricots and berries.

About 10 percent of the 500,000 migrant farm workers were from Mexico--a total of 45,000 in 1945-- another 15,000 from Jamaica, Bahama Islands, and New Foundland. 136/ Most had legal work visas that permitted them to come into the U.S. for the harvest season, but some Mexicans--perhaps a significant element--evaded the law by slipping across the border undetected. Since this often meant wading or swimming the Rio Grande or Colorado Rivers, these illegal entrants were known as "wet-backs."

These downtrodden migrant farm workers, domestic and foreign -- working about 85 days a year and in the process earning, perhaps, \$500 -- constituted the mudsill upon which rested the commercial fruit and vegetable industry of that day 137/ The ubiquitous New Deal programs had eased the lot of itinerant workers to a degree by providing Labor Camps where housing and sanitary facilities, of a sort, were available to them. Welfare programs had also benefitted indigeneous agricultural workers by providing them a source of support during the off season for farm work. In some areas such "socialistic programs" gained grudging acceptance as a means of keeping a local labor force intact until needed during sporadic periods of seedtime, cultivation and harvest.

135/ "Agricultural Wage Stabilization in World War II" p. 6, USDA Agr. Mono. No. 1; GPO, 1950, Arthur J. Holmaas.

136/ "The Farmer in the Second World War," p. 95.

137/ Agricultural Statistics, p. 529, 1967.

But the farm labor supply and demand situation changed drastically as conquests in Europe and Africa by Hitler and Mussolini stimulated employment in American factories turning out the implements of war desperately needed by the Allied Nations. This reversal of the long standing pattern of surplus labor supply was particularly acute in commercial fruit, vegetable, and dairy regions which were, to a remarkable degree, overlain by the heaviest industrial areas.

On April 1, 1941, a few months before Pearl Harbor, the farm labor supply, as a percentage of normal, was 76 percent, down sharply from the 92 percent reported a year earlier. Conversely, for the same dates, industrial employment stood at 120 percent (1923-25=100) up significantly from the 104 percent reported for March 1940. These opposing situations continued to widen after the United States got into the War when 1,300,000 farm workers entered the armed services 138/ ---and the farm population dropped from 31 million in 1939 to 24 million at the close of the War in 1945. 139/ In this dynamic situation farm wage rates nearly tripled between 1939 and 1945, the composite farm wage rate going from \$31 in 1939 to \$88 in 1945 and the daily rate without board rising from \$1.55 to \$4.35. 140/

Pearl Harbor had a shattering effect on the routine lives of almost every American, including some 2,500,000 hired farm workers. 141/ The supply-demand situation had continued its adverse courses during 1942 with a consequent rise in wage rates, along with sharply rising industrial wages. As a consequence, Congress passed, on October 2, 1942, "An Act to Amend the Emergency Price Control Act of 1942 to Aid in Preventing Inflation and for Other Purposes." 142/ The next day President Roosevelt set up the Office of Economic Stabilization with James F. Byrnes as Director. On October 27, 1942 the new Director decreed that all wages and salaries under \$5,000 were to be controlled by the National War Labor Board and those over \$5,000 by the Bureau of Internal Revenue, Dept. of the Treasury. Further, they could not be increased above rates paid on September 15, 1942, without official approval. 143/

Secretary Wickard protested that such a wage freeze would hamper essential crop production, as farmers could not compete with industry for workers. He wrote to Director Byrnes on October 30, 1942:

"The disparity between agricultural wages and wages paid for other essential war industries constitute a gross inequity to the farm workers. For example, the average hourly cash equivalent earnings of agricultural workers are less than 30 cents per hour, while the average hourly earnings for workers in manufacturing industries

138/ "The Farmer In The Second World War," p. 99.

139/ Ag. Statistics, 1967, p. 526.

140/ "Farm Labor", January 1958, p. 22.

141/ "Agricultural Statistics," 1969, p. 527.

142/ "Agricultural Wage Stabilization in World War II," Arthur Holmaas, p. 3 Ag. Monograph #1, USDA, 1950.

143/ Ibid p. 4.

are over 80 cents an hour----- . Ceilings at present levels on agricultural wages would seriously interfere with removing this disparity and would hinder the effective prosecution of the war." 144/

The Secretary admitted, "There may be a few instances, especially in highly commercialized agriculture, where--- consideration should be given to the application of wage ceilings." 145/

There were restive spirits that thought the Department should take prompt and forceful action concerning the increasingly critical farm employment situation. One of these was John B. Canning, a Department counselor, who wrote a personal memorandum dated November 25, 1942, to the Secretary detailing a proposed Wage Stabilization Program, in which he stated quite boldly:

"It is high time the Department quit adopting plans for next year that would have fitted this year if they had been installed last year." 146/

On November 30, 1942 the Secretary of Agriculture was given jurisdiction over wages and salaries of:

"Persons working on farms and engaged in producing agricultural commodities whose salary or wage payments are not in excess of \$2,400 per annum. Compensation of workers up to \$2,400 could be increased until the Secretary determined that,--with respect to areas, crops, classes of employers, or otherwise, increases in salaries or wages for agricultural labor may no longer be made without the approval of the Secretary of Agriculture. 147/ Accordingly there was created an Agricultural Wage Stabilization Program."

Determination of whether a specific seasonal worker earned \$2,400 or more annually was exceedingly difficult as he seldom worked for any one employer more than a few days then disappeared from view. This problem continued to plague Wage Stabilization officials throughout the life of the program. During most of 1943, wage rates of agricultural workers were generally allowed to seek their own level despite reports of daily earnings of \$20 to \$25 for some hand laborers in California and Florida. 148/

The California Asparagus Grower's Association forced a decision regarding wages of harvest workers and on April 12, 1943, the first specific wage-ceiling

144/ Ibid, p. 4.

145/ Ibid, p. 4.

146/ National Archives Files.

147/ Wage Stabilization in WW II, p. 4.

148/ Ibid, p. 21.

order was issued. This was followed on August 24 and August 26, 1943, respecting wage rates for picking canning tomatoes and raisin grapes for specific counties in California. It was believed that such programs:

"... provide beneficial effects to growers, to workers, and to the wartime economy. 149/ From that point 'the program just grew.' Its growth and its nature were shaped by a number of forces. Some changes were premeditated by those in charge, others by growers or workers, and others just seemed to happen." 150/

If the program was to function with any degree of success it was thought at the time that it would need vast quantities of detailed statistics, that the BAE was the agency to furnish them, and that the Division of Agricultural Statistics was to collect the basic data. During 1943, 1944 and 1945 the Department struggled to deal with a critical farm labor situation and the BAE to provide meaningful statistical support.

APPRAISAL OF FARM WAGE SITUATION ON WEST COAST

The situation pertaining to farm employment and particularly wage rates grew progressively worse during the fall and winter of 1943-1944. Reports were streaming into Washington of fantastic wages being paid to get crops harvested. For example, it was claimed that asparagus cutters in the San Francisco area were making \$75 a day, up from the \$40-\$50 per day reported March, 1943, by William E. Metzler of the Berkeley, California office of BAE. Fred M. Vinson, who had been appointed by President Roosevelt as Brynes replacement as economic czar (Director of Economic Stabilization) had reportedly about decided that it would be necessary to stabilize all farm wage rates across the country. In such event, the Secretary of Agriculture informed the Division of Agricultural statistics, it would have to provide the statistics needed for implementing the program. This was astounding news as the Division had hardly any of the detailed statistics that were needed for such a program and someone estimated that it would take at least 10 million dollars annually to acquire them. This was considered an impossibility under war-time conditions. Then it was declared "Well, the West Coast, anyhow." Even this seemed beyond available or obtainable facilities, and Brooks was told by Paul Koenig, Division Director, urged on by George W. Hill, Chief, Program Branch, War Food Administration and Colonel Philip G. Bruton, Director of Labor, War Food Administration, 151/ that he must go to the West Coast to appraise the situation and to make some recommendations.

In preparation for the trip, Brooks had a session with Mr. Hill on January 7, 1943 during which Hill made these points:

149/ Ibid, p. 22.

150/ Ibid, p. 22.

151/ Letter, P. L. Koenig to George A. Scott, Sacramento, California January 7, 1944, SRS files.

1. Wage Stabilization for most crops on West Coast (incl. Oregon and Washington) practically a certainty.
2. Nation-wide stabilization of dairy workers' wages, being pushed by Econ. Stabilization (Fred Vinson), practically certain. Retail milk producers always wanting increase because of increased cost of (1) feed, (2) labor. Vinson wants to be able to say labor not up, stabilized at so and so.
3. Los Angeles milkshed probably first attempt. Hill and Ham 152/ will come to California to assist in getting it underway. Probably arrive Frisco around February 1.
4. Situation not too clear until Congress acts, but funds for stabilization came from regular WPA appropriation. They can provide funds for surveys if necessary, and appear willing to do so.
5. Production Urgency Committee (Oregon) - Greatest need for workers the next 60 days is in meat packing plants. All enterprises are classified, e.g. 1 to 7. Group or class 1 includes essential production for armed forces. Agriculture has been in class 7 but due to urgent need, it has been raised to class 1, at least temporarily. Apparently the need is for packing beef for overseas shipment.
6. Priorities Committee - Permission is requested to move a pea cannery (machinery) from up in Washington (near Seattle?) to near Pendleton, Oregon (probably pea area of Umatilla County). This requires decisions involving priorities of time, shipping, mechanics, etc.

These notes were gone over quite carefully with Mr. Hill as they were to form the basis for discussions with officials and all sorts of people on the trip West.

The Farm Labor Situation in California, 1944

After contacting the Ag Estimates office in Sacramento, and several labor people, George Scott, Statistician in Charge of the California office in Sacramento, took his visitor to Berkeley and San Francisco to confer with Dave Davidson, Chairman of the State Wage Board, (also AAA Chairman); Roland Ballow, AAA; William Metzler, Wage Board, and other labor people. They were of the opinion that there was a strong sentiment among growers for stabilization of farm wages for 1944 seasonal workers in California. This was a sharp change, in fact, a reversal of sentiment from a year earlier. Further, that almost all fruit, nut, and vegetable crops in the state would be included. A grim prospect for those who would have to provide the basic statistics.

152/ William Ham, Ag. Labor Economist, DAG. WDO.

Leaving Sacramento, Brooks travelled down the Valley with Gene Blair -- an encyclopedia of knowledge on California agriculture -- to Los Angeles where he joined Carl Schiller, Vegetable Statistician in the California office, for a visit to some of the labor camps, and to plants processing agricultural products. Carl had traversed California repeatedly for years and almost literally knew every vegetable patch and important grower and processor in the State. 153/

Growers, processors, shippers and other well informed people were contacted in the course of the next two weeks. In Thermal a stop was made to see Mr. Hollis of the Urrich and Hollis Company. Mr. Hollis related an amusing thing that had happened recently. The desert country surrounding Thermal was alive with troops training for desert warfare and of course, the boys suffered greatly from the heat. One thing that gave them a little relief was ice-cold watermelon. One day an Army truck drove up to a cold storage plant and the young soldier driving it said he wanted to buy some watermelons. "How many do you want?" asked the warehouseman, thinking he probably wanted two or three melons. But the GI retorted: "I want a hundred dollars worth!" He explained that the men in his outfit had all chipped in to the tune of a hundred dollars and sent him off to buy all the watermelons he could get. The truck was loaded to the hilt with watermelons as it pulled out of town.

One incident on this trip with Schiller has stuck like a leech. A farm was visited that was operated by a Japanese-American family and no one could ever forget their faces etched with searing apprehension, even those of little children, as the car arrived bearing a government insignia. The forcible exodus of Japanese-Americans from the West Coast had caused great hardship and concern to these unfortunate people, and understandably they feared any Government official. Despite friendly overtures and assurances that the visitors had no connection with that fear-inspired program the anxious people never lost their stricken expressions.

Previous impressions of the need for a blanket type farm wage stabilization program for California changed to one favoring a more selective process as the actual situation clarified. The pros and cons of this will not be gone into here, but they are available in SRS files to anyone interested, in a 30 page report prepared at the end of the trip to California, Oregon, Washington and Montana.

153/ Although special fruit and truck-crop surveys made by mail provided some indications of the acreage and production of these commodities, response was very low and primary reliance was placed upon the contacts and observations of such roving specialists as Carl Schiller. Some statisticians using more advanced procedures on other crops referred deprecatingly to these data as "windshield estimates." However, it was going to take years of research and the expenditure of large sums of money, to develop objective measurement surveys that presumably provided significantly improved estimates of some of these items over those of the old-line commodity specialists. In fact, costs of such scientific methods was prohibitive for general use, and reliance continues to be placed on personal contacts, primarily by telephone supplemented by seasonal field travel.

The Farm Labor Situation in Oregon, Washington and Montana

In Portland, N. I. "Nicky" Nielsen, Statistician in Charge of the Oregon office, arranged a round of visits that included conferences in the State with R. T. Maglibe, Head of the Regional Office of Labor; Harold Brach of the Food Distribution Administration; Virgil Saxton, War Manpower Commission; Ervin Petersen, Director of Agriculture; W. T. Clare, Shipping Point Inspection Service; "Boots" Paulus, former head of the Hop Control Board, as well as numerous growers and members of trade associations. Also Nielsen arranged a meeting in his office in Portland attended by William A. Schoenfeld, Dean of Agriculture at Oregon State College; Ralph Beck, Extension Farm Labor; Curtis Mumford, Prof. Farm Management; Roy Breithaupt, Extension Economist; and R. B. Taylor, Chairman of the War Board and Head of AAA. From all these contacts and discussions, it appeared that wage stabilization was not particularly desired by Oregon growers, but that the most "iffy" situations were in respect to hops, potatoes, and snap beans.

George Harvey, Agricultural Statistician in the Seattle office, took Brooks on a trip that included sessions with a large number of growers, packers, shippers and labor officials. The big desire here seemed to be for assignment of some 4,000 Germans and 6,000 Italian War Prisoners to help pick apples. Also, they wanted all the Mexican Nationals they could get. Given such out-of-state farm workers, they thought they would not need farm wage stabilization in the state of Washington.

The farm labor situation in Montana seemed quite low keyed compared to that in the Coastal States. The sugarbeet harvest presented a problem and a State Wage Board had been set up on which Jay Diamond, State Statistician for Montana, was a member and it had adopted some wage ceilings that seemed to take care of the situation. Jay Diamond was a fabulous character, who later served in Military Government in Berlin, Germany and retired to Greece.

Upon return to Washington, a report and recommendations were submitted to P. L. Koenig, Director of Agricultural Estimates Division, who passed them on to the officials concerned with Farm Labor problems and wage stabilization in particular. The basic recommendation was that the proposal to establish nationwide farm wage stabilization be abandoned:

".... in favor of ceilings imposed in a relatively few special situations utilizing a policy of greasing the squeaky wheel. If stabilization for an area, state or nation is undertaken, a force adequate to quickly inaugurate and supervise the program is essential. Thus, quick decisions on appeal cases resulting from undue hardship, and investigation of alleged violations can be made. My impression is that farm wage rates have about reached their peak on the West Coast. This assumes that at least as many Mexican Nationals will be available for farm work in 1944 as last year, and that inductees deferred for farm work will not be called into the Service. War industry activity seems to be easing off and some of these workers are returning to their farms or local communities in order to become established before the slump in employment arrives which they seem to think is coming. If this

Division (Agricultural Statistics) is called upon to provide current information on rates the best plan I believe would be to send a special inquiry to a list of AAA county or community committeemen.

My reasons are:

1. A special list of reporters will be needed in any event because of the detailed information required and because no established lists adequately cover the specialized crop areas where wage stabilization is most important.
2. Triple A committeemen are distributed well geographically thus assuring that all areas would be contacted.
3. The committeemen are above the average farmer in intelligence and ability to fill out forms rapidly and accurately.
4. Because of their position the committeemen are well informed concerning their communities and could probably provide more accurate information concerning wages paid for handling certain crops which they themselves did not grow than could the average farmer."

What impact, if any, this report had on the deliberations of the policy makers is not clear, but in any event, no blanket farm-wage stabilization program was proclaimed during World War II. Instead ceilings were imposed on a relatively few highly selective crops in specific areas at a precise moment of time. These actions are discussed a little further along in this narrative.

DRAWING THE MASTER SAMPLE, 1944

Following the Master Sample Conference in Ames, Iowa in August, 1943, referred to earlier, plans had been pushed forward steadily by the Statistical Laboratory of Iowa State College and by the Bureau of Agricultural Economics.

The Master Sample, as it was eventually established, was a scientifically drawn sample of about 67,000 areas of land having natural boundaries as far as possible, such as rivers, roads, creeks, railroads or other easily identifiable features with each sample area containing, on the average, the headquarters of about 5 farms, making a total of approximately 300,000 farms for the country as a whole, or about 5 percent of the 6,000,000 total number of farms. ^{154/} The sample was drawn in such a way that every acre of land in each county in the United States and every farm and dwelling had an equal or known chance

^{154/} In the actual procedure one-eighteenth of the units were drawn rather than one-twentieth, or 5 percent. This resulted because it was desired to subdivide the 300,000 farm sample into three equal parts, and it was noted that, if the townships were divided into two parts of 18 sections each, and one section drawn from each part it would provide a sample of one-eighteenth or essentially one-twentieth; the desired goal.

of being included. It comprised 3 major divisions: (1) incorporated towns and cities, (2) unincorporated places, and (3) open country. 155/

The Master Sample can be visualized best, perhaps, by thinking of each county in the United States, all 3,000 of them, being divided into small areas of land or segments, ranging in size from 1 mile to 100 miles square, with each assigned a number, and then one out of 20 being drawn as part of the sample. A sample segment, therefore, was a microcosm of a macrocosm.

The Census Bureau became interested in the Master Sample project as a means of obtaining a sample that they could use in connection with their 1945 Census of Agriculture. It could, they thought, provide them additional information on a sampling basis that could not be obtained in the complete enumeration. As a consequence, the Census Bureau, the BAE, and the Statistical Laboratory at Iowa State College, collaborated in the actual drawing of the sample. King and Jessen took the lead in hiring, training and supervising some 180 clerks who worked throughout the summer of 1944 at Iowa State College. King and Jessen soon became loaded down in the mass of technical detail, and in trying to supervise the large staff scattered in five locations around the college campus. As a consequence, it was recommended that 6 or 8 men be brought in to help the hard-pressed team of King and Jessen get the job done.

Accordingly, the country was scoured for some men, mostly 4F's exempt from military service, who could be freed up from their current jobs and sent to Ames to work on the project. In addition, it was evident that a man was needed to be the overall production manager to expedite operations and to take care of the many details involved in such a project. In talking this over with Paul L. Koenig, Director of the Agricultural Estimates Division in Washington, it was agreed that Robert Straszheim, the Assistant Statistician for Indiana, would be a good person to take on such an assignment. Mr. Koenig asked Brooks to arrange to meet Mr. Straszheim in Chicago and break the news to him. This he did in a crowded little Italian cafe in the loop, and after hearing the explanation of the project, Bob readily agreed to go out to Ames for 3 or 4 months and direct operations under the general direction of Messrs. King and Jessen. His only stipulation was that he get home once a month.

The drawing of the master sample was a terribly involved, complex undertaking, a mystic maze of details, which required obtaining good maps of each county that would show the location of farm residences; drawing the sample segments on county maps; securing aerial photographs of each segment; and delineating the segment boundaries on the aerial photographs. The task was of such proportions that it drained the resources of all the Agencies involved in getting the thing done. A particular problem was finding competent professional people that could assist with the project as a great many were in the military service. Clerical help, however, was readily available in a college town like Ames during

155/ "Agricultural Statistics," 1967, p. 510, USDA, for U.S. number of farms. Also see "History of Master Sample for Agriculture," by Arnold J. King, Jour. Amer. Statistical Association 40 (229): 38-45 March, 1945.

the summer months. For a time part of the work was done at Raleigh, N.C. under the direction of Walter Hendricks, but this attempt at a split operation, predictably did not work well, and was discontinued. The master sample materials have been used many times over the years and the sample has been redrawn and improved in many respects since that long, hot summer of 1944.

WAR PRISONERS AS FARM WORKERS

In October an extended trip was made to Chicago, Ill.; Ames and Des Moines, Iowa; Little Rock, Ark.; Baton Rouge, La.; Gulfport, Miss.; Athens, Georgia; and Raleigh, North Carolina. As usual this was a multipurpose trip to confer with State Office staffs concerning use of the Master Sample, explain the revised procedure for estimating farm employment, and to carry out a rather unusual assignment respecting the use of war prisoners in agriculture. The latter request had come from George W. Hill, Chief, Program Branch, War Food Administration, who needed some guidelines on when, where, and under what conditions war prisoners should be used for farm work, and how to measure their productivity -- pounds of cotton picked, bushels of corn husked, number of stacks of peanuts put up per day, etc. Upon returning to Washington, a memorandum dated November 9, 1944 was sent to Mr. Hill, which with his reply reads as follows:

George W. Hill, Office of Labor

November 9, 1944

Emerson M. Brooks, Division of Agricultural Statistics

Output of Work for War Prisoners

As you suggested, I endeavored on a recent trip through the South to determine the effectiveness of the use of war prisoners in agriculture. I contacted a considerable number of farmers who had actually used or were using war prisoners for picking cotton, shocking rice, cutting cane, stacking peanuts, piling lumber, etc. and also Extension Service personnel, Camp Commanders, Farm Security people, and other informed individuals in Arkansas, Louisiana, Georgia, and North Carolina. My observations lead me to believe that:

- 1. War prisoners are making a real contribution to the production and harvest of crops, and in some instances crops are being saved that otherwise would be lost. The number of prisoners used represents, of course, only a small part of the total farm labor force and obviously they harvest only a small percentage of the total production.*
- 2. Compared to normal free labor, the employment of war prisoners is expensive and is annoying to use because of the necessary "red tape" involved, hauling, etc., and they should not be used if free labor can be obtained.*
- 3. The output of work per prisoner varies greatly by types of job and between farms, and, in general, is about one-half to two-thirds the output of normal free labor but is not*

a great deal less than that accomplished by the quality of free labor currently available.

4. The amount of work accomplished per prisoner this season is greater than last year for a number of reasons but primarily because all concerned have had more experience with the problem.
5. In my opinion the most important factor in successful use of war prisoners is the attitude of the military and civilian personnel involved. If the military authorities take the position that the war prisoners who apply for work are expected to accomplish a reasonable day's task and let the prisoners understand that that is their viewpoint, and the farmer demonstrates that he is fair-minded, considerate, and willing himself to work, the results are usually satisfactory.

Output of Work Per Prisoner Greater Than Last Year

There seems to be universal agreement in the areas I contacted that the use of war prisoners in Agriculture was much more satisfactory this year than last.

The following seems to me to be the principal reasons for this improved situation:

1. More experience by all concerned with the problem.
2. Assignment of definite tasks to be accomplished each day.
3. No Italian prisoners were being used by the people I contacted, and from all reports they were very unsatisfactory workers last year.
4. Realization of Germans that the war is not going well for them. Soldiers captured in Normandy are, in general, either much younger or much older than those in the African Corps and have had an opportunity to observe the power and effectiveness of our armed forces and apparently have spread the word among the prisoners captured in Africa that Germany most likely will lose the war. I was told that until their arrival, many of the prisoners stoutly maintained that New York and Washington had been destroyed by bombs.
5. Unusually favorable conditions for doing farm work. The weather has been clear for the most part, and crop yields have been especially good.
6. Some shifts of military personnel have resulted in improved situations. Apparently some officers last year "leaned over backward" in treatment of prisoners, and their attitude of indifference to the amount of work done was reflected in the output of work of the prisoners.

Changes that Might Result in Further Improvement in the
Output of Work by War Prisoners

1. An educational program is needed to obtain more uniform handling of prisoners by both military men and farmers alike. If prisoners are allowed certain rest periods or given special consideration on one farm and are not accorded these privileges on the next farm they are assigned to, the result is dissatisfaction among the prisoners and lowered work output. Also, if a Camp Commander indicates his lack of interest in the amount of work accomplished by the prisoners, and is not inclined to try to encourage the prisoners to put forth reasonable effort, the results are not satisfactory for anyone concerned.
2. My understanding is that the tasks established for governing the amount of work that should be accomplished by war prisoners are on a group basis: that is, if the task is picking 100 pounds of cotton per day and there are 10 prisoners working on a particular farm who pick 1,000 pounds of cotton per day, the task has been accomplished regardless of whether one prisoner picked 120 pounds and another only 80. On some farms it was ruled that each prisoner had to pick 100 pounds and if he did not get his 100 pounds picked, the group had to wait until he had completed his task. Probably what happened in actual practice was that if a prisoner could not pick his allotted amount of cotton, others in the group would add to his sack in the field, but the point is that by putting the task on an individual basis, it centers responsibility on each prisoner and makes him feel more responsible than when there is only a group obligation. My observation was that where the task was on an individual basis the amount of work accomplished seemed to be greater and with less friction.
3. The tasks established appear in general to be satisfactory but for certain operations they need to be reviewed and re-evaluated. This seems to be particularly true in regard to stacking peanuts. In the southwest Georgia area, the task was 7 stacks or shocks per day by hand behind a side-delivery rake. This appeared to be too low, judging by what I was told, but just what would be a fair rate is somewhat doubtful -- probably 10 stacks would be satisfactory. Farmers pay 23 cents a stack and this appeared to be acceptable. The excellent yields and harvest weather this year makes it easier than usual to accomplish a given amount of work and in some cases makes it appear that the tasks are too low.
4. Additional camps are needed to reduce the distance that farmers have to haul the prisoners each day. This was frequently mentioned as a reason for not using war prisoners more extensively.

5. *If the Army could place men in charge of the camps that have had farm experience and preferably experience with the crops grown in the area, it probably would improve the situation, especially in some areas. There is apparently some reluctance, and understandably so, on the part of some Camp Commanders to take disciplinary action against war prisoners who are not accomplishing the task assigned to them. This is apparently not a big factor and, in general, the Camp Commanders have been very cooperative and have done a good job.*

I am having my field notes typed and will send you a copy of them as they contain some detailed information which may be of interest to you.

In a letter November 25, 1944, George Hill, Chief Program Branch, War Food Administration, acknowledged receipt of the memo and stated in part, "your letter came just in time to be read before a meeting that we had with the Provost Marshall General, during which time we gave that office some of our suggestions for smoother operations next year."

The changing attitude of farmers, and especially their wives, toward the war prisoners was most interesting. At the outset there was a certain reserve, perhaps even hostility toward them, but when the German and Italian boys arrived at the farm, looking much like those of their neighbors and worked willingly the situation changed rapidly. Along in the afternoon some member of the family would go for a crate of coca colas. The "Mama" would start thinking about her own son in the Service and that might be a prisoner of war on the other side, so next day she would bake a batch of cookies to go with the cokes. Next, neighbors started competing with each other and before long the prisoners of war were being surfeited with good things and very little work was getting done.

While visiting some of the Prisoner of War Camps in Georgia, Brooks traveled in a car with D. L. Floyd, Statistician in Charge of the Ag Estimates office in Athens. One night they stopped at a big, old fashioned, country-type hotel, and were assigned a huge room with double beds far apart in each corner. As they were preparing for bed, Floyd asked mildly, "Emerson, do you snore?" Brooks replied that he had been married for 10 years and had not had any complaints on that subject. The next morning when they were dressing, "D. L." asked in his soft, slow, Georgia drawl, "Emerson, is your wife deaf?"

LABOR CAMP SURVEYS

The Office of Labor in the Department of Agriculture conducted Farm Supply Centers in numerous parts of the country where large numbers of migratory workers were used and where adequate housing was not available. In order to obtain wage and employment data on this segment of the farm labor force, it was decided to ask the managers of 24 of these places to interview a sample of workers

in their camp. This proved to be a good source of information and had the additional virtue of being inexpensive. Usually someone from Ag Estimates visited the camp, explained the project to the Camp Manager (who had already been notified of his participation in the project by his District Office), drew a sample of names and left a supply of questionnaires for the Manager to use in interviewing the sample of workers. The camps surveyed were:

North Carolina: Grundy, Belerors, Aurora, Bayboro.

Florida: Canal Point, Okeechobee, Everglades, Pompano, Redland, Osceola.

Texas: Sinton, Robstown, Hoslinger, McAllen, Raymondsville, Weslaco.

California: Arvin, Linnell, Shafter, Yuba City, Westley, Thornton, Winters, Woodville, Firebough.

These camps were reasonably clean and orderly, but they inspired no desire for a prolonged stay.

SURVEY FOR THE FEDERAL COMMUNICATIONS COMMISSION

Another special project undertaken with the Program Surveys Division under Director Rensis Likert, was designed to obtain information on preferences of radio listeners. However, Program Surveys did not have a nationwide organization and it was agreed that the supervisors and interviewers who had been hired for the Wage and QSA Surveys, could be used for this project. The enumerations were made June 18-30, 1945, in 116 counties on about 2,500 farms.

RECONVERSION STATISTICS, 1945

In the summer and fall of 1944 the War appeared about to end and pressure was eased even to the extent that Major Clark Gable, among others, was released from military duty. With the end of the war apparently imminent a great clamor arose for a dynamic program to provide statistics considered essential for decision making during reconversion to a peacetime economy. Accordingly, Congress appropriated \$235,000 to the BAE for Farm Wage Surveys during the period January 1 to July 1, 1945. Despite the Battle of the Bulge and consequent prolongation of the War, the farm labor surveys went forward.

The farm labor situation during the war had been alleviated to a degree by the 1,641,000 able-bodied young men who were made exempt from military service to continue their work on farms. Another 4,105,000 were deferred to perform industrial and other non-farm work. In all a total of 5,746,000 farm and non-farm men were exempted from service in the Armed Forces during WW II. 156/

156/ "Farmers in World War II," p. 89, Walter Wilcox, Iowa State University press, 1947.

SIXTY SPOT SURVEYS ON FARM WAGES

Complaints about the farm wage situation in localized areas around the country resulted in the Division being asked to provide data for a number of communities where wage rates had climbed to unprecedented heights. In the ensuing months wage ceilings were established on selected crops in specific localized areas and to help provide wage rate data for this purpose, sixty special surveys were made. To accomplish this required some special handling as the areas were scattered all over the United States. It was decided to set up a traveling crew composed of a leader who could deal effectively with high level State and local officials; a sampling expert, and a "leg man" to locate and hire interviewers, obtain local maps, etc. and, in addition, in each state visited a person from the statistical office that was familiar with local officials, crops, and practices would join the team.

In keeping with this concept, Preston Creer, Statistician in Charge of the Utah office was borrowed to be the Leader, Catherine Senf as the Sampling Expert, and Charles F. Leatherman from the Oregon office as the leg man. They were issued a government car, a permit to buy an adequate amount of gasoline and turned loose to get the job done. This they did in superb fashion, making on-the-spot surveys in 60 areas, covering 74 crops in 15 different states between January 1, 1945 and January 30, 1946. 157/

Preston Creer, leader of the survey teams, was a mild mannered, soft spoken individual with a solid background of experience in agricultural and statistical surveys. He did an excellent job as leader of the team. When Preston was born his father was in England on a Mormon mission and named his new son for Preston, England. Mr. Creer liked to tell his English friends, "I have four children and haven't seen one of them." He thoroughly enjoyed the inevitable awkward pause that ensued until his hearers grasp that he meant only his latest born, Preston.

The first of these special area surveys was made in January, 1945. There had been great agitation over scarce labor and high wages in Florida, particularly in the strawberry producing area around Plant City. Accordingly, the traveling crew made this the first stop. One of the problems here, and in all the specialized areas, was obtaining a list of growers from which to draw a sample for interviewing. After considerable scratching around, the problem was solved for this particular area when it was suggested that the list of people be obtained that had been issued permits to buy shotgun shells! The explanation was that birds had been so destructive to the strawberry crop that growers had been issued special permits enabling them to buy highly restricted shotgun shells to drive off the ravenous pests. It was believed that this list included every strawberry grower in the county especially since some of the shells might, in addition to the purpose intended, be bootlegged for use on more interesting game.

157/ Special acknowledgement should be made to Thomas W. Brand, Jr. of N.C., and Wynne Rolands of the California office who made significant contributions to this effort.

The epitaph for the BAE war-time farm labor program was written in 1950 by Arthur J. Holmaas, Chief, Wage Stabilization Division, USDA in his forthright, detailed, and candid report, "Agricultural Wage Stabilization in World War II." Mr. Holmaas, in writing about how specific ceiling rates were formulated, states:

"Generally, best-informed opinions and historical relationships were the only bases upon which decisions could be made. The available specific statistical information was inadequate. Work in the field by the Bureau of Agricultural Economics and several colleges generally consisted of averages for too-broad areas or for too-limited periods to be of much value in specifically defined localities. At best, these data could provide only rough approximations." 158/

Benedict Arnold has come down to us as the arch traitor in American history. However, he had fought valiantly for the cause in early years of the Revolution, and at the battle of Saratoga he lost a leg. Today on the battlefield a monument in the shape of an officer's boot pays tribute to Arnold's leg. Not even such a macabre recognition has been vouchsafed the strenuous, but ineffectual, efforts made by BAE to meet a wartime need.

Overall the Wage Stabilization Program appears to have had some success. Mr. Holmaas states that an analysis of the effects of the program on farm-wage rates revealed that:

(1) the program did not prevent farm-wage rates from rising, (2) the rate of upward acceleration of wage rates was retarded during the time of the programs operation, and (3) the disparity between agricultural and industrial wage rates for the Nation generally was not substantially decreased. 159/

"The program appeared to be popular judged by these comments. Congressman Gearhart of California stated: This is one program that has been administered with the unqualified approval of everyone whose attention has been called to it. The wage stabilization is popular with both the workers and the owners of the farms. Congressman Horan of Washington said: There is no question but what this has worked. Without it a great many of our crops would not have been harvested." 160/

QSA - QUARTERLY SURVEYS OF AGRICULTURE

Following the strawberry survey in Florida, preparations began for making the so-called Quarterly Surveys of Agriculture. This project was intended to

158/ Holmaas, p. 97.

159/ Ibid, p. 70.

160/ Ibid, p. 82.

provide a vast amount of current information on a great many aspects of the agricultural economy including such elusive items as farm expenses, debts, insurance and family health. A Bureau Committee chaired by Dr. Conrad Taeuber, and including as members Paul L. Koenig, Ralph Rogers and Rensis Likert, had overall purview of the project, but a Sub-Committee headed by Howard L. Parsons, and composed of representatives from eight Divisions, determined subject matter and related details. Responsibility for field operations was split with the Division of Agricultural Statistics in charge in 29 States and the Division of Program Surveys in 19 States. Fortunately, Charles F. Cannell handled the operations for Program Surveys and working relations were fine despite the difficulties inherent in such a hyphenated arrangement. The demands for serviceably accurate data that could be used in making management decisions affecting the war effort had prompted the inauguration of this series of surveys, and no doubt such data were needed if they could be obtained satisfactorily.

The QSA enumerations were made in April, July and October, 1945, and in January, 1946. Interviews for about 2,800 farms were obtained each quarter, approximately 1,600 in "Program Survey States" and 1,200 in "Agricultural Estimates States."

The QSA surveys were an additional burden to the already overburdened offices of the Crop Reporting Service. This, plus the general aversion to the subject matter, caused much resentment among field people. In California, a weary George Scott, in charge of the Statistical Office for that state, said: "Emerson, you know that you personally are always welcome in this office, but God, I wish you would leave some of your projects back in Washington!"

Funds for the project ran out and the QSA Surveys ended with the survey in January, 1946. Howard L. Parsons, BAE, had the difficult assignment of preparing a requiem for this undertaking. He did his usual good analytical job and presented the facts as he saw them quite objectively. Concerning the purpose of the QSA, he said,

"From the start it was felt that the QSA must be considered more or less as an experiment - not from the point of view of sampling, but rather from the point of view of testing interview design, data improvement, and the development of new fields of data. It was decided then that the survey would be used to (a) collect some data in areas where no data or insufficient data existed, (b) collect some data in areas not covered by mail to aid in evaluating the two methods, and (c) collect these data in such a manner that it would be possible to study the body of collected information more or less as a single project. This last objective had as its longer aim the aiding of better coordination of research in the whole of BAE." 161/

161/ "The Bureau of Ag Economics' Quarterly Survey of Agriculture" by Howard L. Parsons. Mimeographed statement "Based on a discussion September 10, 1946 before members who were on leave during the war."

After describing the surveys, subject matter covered and the like, he asked in conclusion, "What has been accomplished?" and goes on to say:

"Since no publication of the statistical results of the QSA has come forth, it is difficult to see just what has been accomplished. In general, however, it can be said that some very desirable results have been achieved. First, and probably one of the most important achievements, the machinery for enumeration surveys with a Bureau-wide focus has been set in motion. Now, a greater concentration on how to keep the machinery moving with ever increasing productivity can be turned to. Second, a greater interest in collecting data to enable analyses of economic factors with the individual farm as the unit of observation was engendered.

And, perhaps equally important, we re-learned some lessons with respect to the use of such a device as the QSA. For example, we were again impressed with the necessity of providing adequate funds for such a task - or to put it in other terms, any project should be scaled to the amount of funds that are available. Last year the lack of funds was particularly serious in connection with training and supervising interviewers; also, the delay in analysis of data was due in a large part to the uncertainty of availability of funds. Secondly, someone, or some body of persons, must be in a position to make final decisions regarding data to be collected, manner of collection, methods of analysis, etc. And the most important lesson re-learned was that it is absolutely essential to construct tabulation plans before collection of data - even before constructing a questionnaire. This serves more as a protection to the analyst than anyone else. For he is then assured that the data necessary for his analysis will be obtained; he is also sure that the tabulation process will bring forth the data in the form needed; and he is assured that the analysis which he plans will not tend to stretch the data beyond the limits of reasonableness."

Although the QSA was, perhaps, the most frustrating and annoying project to the Ag Estimates' field staff, of any undertaken by BAE during the war period, it represented a type of economic survey program greatly needed by the Department. Unfortunately because of the depleted and overly burdened field staff, the inauguration of the QSA, could not have been made at a worse time from the standpoint of efficient operation and acceptance by the data collectors as an essential project. If it had been pursued after peace came, it would have provided data of inestimable value, such as that being obtained in 1976 by the SRS Annual Economic Survey of Agriculture.

FARM EMPLOYMENT AND WAGE SURVEYS IN 1945

The funds available under the Reconversion Statistics Program, made it possible to conduct three nationwide enumerations of about 20,000 farms in 158 counties in March, May and September, 1945, to obtain data on farm employment

and wages. A standard pattern of operation for such large-scale surveys had been developed which included preparing questionnaires, interviewer instructions, field forms and related material in Washington; holding Regional Training Schools of 3 or 4 days duration for a couple of men from each of the 44 state offices, who in turn held similar training sessions in their state for their District Supervisors and local enumerators.

For the Farm Labor Surveys in 1945, Regional Training Schools were held in Chicago, Denver, and Sacramento. Mr. Koenig, Director of Ag Estimates, attended part of the session in Sacramento and at its close, over riding a telegram from R. K. Smith that Brooks return directly from Sacramento to Washington, asked that he and Walter Hendricks return a government car to the Ag Estimates office in Las Cruces, New Mexico, headed by Fred Daniels. This was the government car that had been used by Preston Creer and his crew for making spot labor surveys in the West. It was not a particularly welcome assignment, weary as they were and anxious to get home, but since plane reservations were impossible to obtain, and train travel anything but pleasant, they decided that a trip by car part of the way might not be too bad. When they got to Bakersfield, California, they started looking for a place to spend the night, but the prospects were bleak. Referred from one place to another, each a little less desirable than the preceding one, they finally arrived at a dingy, run-down, hotel and asked for a room with twin beds and a bath. The desk clerk, a middle-aged, fat, sleepy-eyed Mexican-American, said he was sorry, but they were filled up. "Don't you have anything?" he was asked. "Well," he said, "I guess there is space in the dormitory." This sounded good to Brooks, but Walt sagely inquired, "Could you show it to us?" The Mexican-American gave them a blank look, but led the way to the elevator, and, as the ancient cage moved slowly and shakily up to the second floor, their guide mumbled, more to himself than to his passengers, "I have shown a suite, I have shown a room, but never have I shown a 'dormitory'!" A glance inside explained his bewilderment at the request. The dormitory was simply a long narrow room jam packed with non-descript cots, covers, and occupants. It looked as a refugee camp must look. The weary travellers turned back and sought better quarters further along and found them in the Hotel Lebec forty miles south of Bakersfield.

The next day the two men stopped briefly at the Ag Estimates office in Phoenix and as they were about to leave, Meade Wells, Assistant Statistician for Arizona, asked if they planned to go by Roosevelt Dam on their way East. They replied they didn't know where Roosevelt Dam was. Meade said when you get about 30 miles from Phoenix the road forks, one route (Rt 60) swings south and comes out at Globe, and the other (Rt 88) swings north and comes out at the same place. Asked if there was any difference in mileage Meade said, "Not much, but if you take the Northern branch, you'll go by Roosevelt Dam, and I think it is worth seeing."

Walt was driving when they arrived at the fork in the road, a sign bearing the ominous name, "Apache Junction" was ignored, and they decided to go to the left past the Dam. Shortly they were in the midst of great canyons and going along a narrow, winding, unpaved, one-way road that led on and on around hair-pin curves and along the sides of precipitous cliffs. They were on the old

Apache Trail in the Tonto National Forest, preserved in as primitive condition as possible by the Park Service. Brooks was enjoying the grand scenery and pointing out to Walt special views "away up there" and "away down there." Walt didn't seem very appreciative and then Brooks realized that his companion might not like such mountainous driving, and asked if he wanted him to drive. Hendricks quickly agreed and for the next 3 hours they crawled cautiously along, hugging the wall, and keeping a sharp lookout for cars coming from the opposite direction. However, only one car was met in the 100 mile drive and it was spotted in time to stop and let it pass at one of the niches in the rocky precipice that had been gouged out for that purpose. Walt said later that when he was driving and looked out at the deep chasm alongside the road, everything went black! Driving did not affect Brooks quite that bad, but he certainly did not enjoy the experience and was happy to reach Globe. A minor concern was the possibility that they would be reported for driving a government car off the beaten path, in this case, a National Forest, and therefore, guilty of using a government car for personal pleasure. The penalty for such being, under the so-called Byrd Law, dismissal from the Federal Service with no recourse. 162/

MAIL INQUIRIES ON FARM EMPLOYMENT AND WAGES, 1946

In addition to the interview surveys, a greatly expanded program of mail surveys to collect data on farm employment and wages was conducted. The names of about 150,000 farm operators and 75,000 landlords were taken from the 1945 Census books and placed on addressograph plates for use in mailing farm wage questionnaires quarterly and for one-time inquiries on Agricultural Finance and on Land Economics. The farm wage inquiries were mailed from state offices and replies were returned there for editing, tabulating, summarizing, and analyzing. State offices sent their recommended figures and comments concerning the wage and farm employment situation to the Washington office for review and incorporation in the regular monthly Farm Labor report.

The first of the mail surveys was made as of April, 1946. Since this was a large mail inquiry and had not previously been made, it was considered essential that the questionnaires and mailing procedures be carefully pretested. To accomplish this a sample from the 150,000 name list was sent a copy of the questionnaire to fill out and return for appraisal by the Division of Farm Population and Rural Welfare. In addition, the 20,000 farmers listed in the October, 1945, interview survey were circularized. Most of these people had been contacted three times in 1945 to obtain wage data for the March, May, and September enumerations and it was planned to send them a brief statement on the results of the surveys in appreciation for their cooperation.

In the mail survey project, work was done in close cooperation with both the Division of Program Surveys and the Division of Farm Population and Rural Welfare. In fact, everything done during the War Period seemed to involve a great many people outside the Ag Estimates' staff. There was concern in high

162/ A Public Law reportedly sponsored by Senator Harry F. Byrd, of Virginia.

places that the Monthly Farm Labor Report might reveal critical information to the enemy about the farm situation here, therefore, it had to be reviewed by an infinite number of people before being released. Early in the war, when everyone had the jitters it was necessary to get 16 high level initials on the clearance sheet!

Another indication of the extreme anxiety about the possibility of revealing useful information to the enemy was the restriction placed on sportscasters of commenting on weather conditions during games they were describing on radio. One resourceful broadcaster managed to convey understanding that it had been raining torrents during the football game when he observed casually that an official was having difficulty because the football he had placed down had floated out of position.

Paul L. Koenig, wartime director of the Division of Agricultural Statistics, literally worked night and day, and worried inordinately about the unusual, complex, and exasperating problems with which he was confronted daily. His tour in the position was, perhaps, the most difficult period ever experienced by the Head of Crop Estimates. Koenig's long career in the Crop Reporting Service began in Pennsylvania where he became SIC in 1924. Later he served as Chief of the Fruit and Vegetable Section in Washington, Assistant Director, and Director of the Division. During the years, 1936 to 1938, he was Assistant Director of the Resettlement Administration, but returned happily to his original and lasting loyalty--the Crop Reporting Service, where he was a whirling dervish of activity, and probably one of its best liked members. Koenig kept meticulous records, especially of personnel, and without them this narrative would have been much less factual.

The war brought incessant demands for more and more data; a high percentage of the Agency's best men were in military service; and shortages of all kinds limited travel and hampered operations. Another factor that made the tasks so noisome was the necessity to work with some people in whom, it appeared, truth was a trace element. The things, though, that caused so much irritation and frustration were the special surveys and projects considered by both field and headquarters statisticians as "unnecessary roughness" at a time when a depleted staff was swamped with "regular" work. However, these "extra-curricular" activities--the Master Sample project, many of the farm labor surveys, and the QSA--all had the full support of Mr. Howard Tolley, Chief of the BAE, and his brace of assistants, called integrators, Raymond Smith, O. V. Wells, and Conrad Taeuber. Although Mr. Tolley would no doubt have agreed that the War years were a time of unrelenting toil for the entire Crop Reporting Service, he would not have concurred that the special projects were out of place even in wartime.

In a leaflet labelled "Family Album", March 31, 1943, Mr. Tolley expressed his credo:

"Good intentions and shrewd guesses simply will not do. We must have facts to fight this war. To get them in agriculture the Government relies on the BAE, where many kinds of facts about American agriculture are being continuously collected, tested, and prepared for use."

The Bureau's facts are indispensable tools of the Secretary, the Department's executive officers, executives of other agencies, members of Congress, people whose business is agriculture, and of the whole people. What makes them so indispensable is the experience and skill and trained organization with which the Bureau provides them. It has reliably provided them in the past. Now we are engaged in a great struggle for existence, and the need for them is greater than ever." 163/

To those who would say that the need for statistics on farm labor was perhaps justifiable, but how about the QSA and the drawing of the Master Sample? Mr. Tolley gave an answer in the same Family Album:

"We must work for tomorrow as well as for today. It will be necessary to know American agriculture's capacity to produce food and fiber, to understand its proper adjustment to the post-war world, to learn more about the relation between agricultural and other incomes, and how to keep them in balance, to work with others in improving the American farmer's potential contribution to the new world." 164/

Mr. Tolley might also have added that projects like the QSA and the Master Sample must be done when funds, never easy to obtain, are available.

163/ SRS files.

164/ Ibid.

PART III

FOUNDATION LAID FOR LONG RANGE PROGRAM

1946-1961

WORLD WAR II ENDS - A NEW ERA BEGINS

With the war over, most of the 12 million men who had been with the Armed Services returned home and there was a wild scramble to get them back into their previous jobs or into one of equal stature and salary. Ray Hurley came back from war battered Germany to be Director of the Agriculture Division of the Census Bureau. Accordingly, Mr. Callander who had been pinch-hitting for him returned in January, 1946, to the Department of Agriculture to head up his old agency, the Crop and Livestock Reporting Service, with Paul L. Koenig handling operations and R. K. Smith, technical functions.

DIVISION OF SPECIAL FARM STATISTICS ESTABLISHED, 1946

Mr. Callander, anxious as always, to improve the techniques and procedures used by the Service, established the Division of Special Farm Statistics, and to head it brought back his old colleague, the brilliant and aggressive, Dr. Charles F. Sarle, who for the past five years had been Assistant Chief of the Weather Bureau.

The new Division had three Sections, one headed by Glenn D. Simpson, concerned with sampling problems; another on farm employment and wages, headed by T. C. M. Robinson, and a third on field operations, headed by E. M. Brooks. Sarle also acquired Paul Pownall and Kathleen Stewart from Rensis Likert's Program Surveys Division. 164A/ In addition, there were Catherine Senf, Dave Mesick, Jim Koepper and Tom Spivey, making a total of 11 people on the professional staff, plus of course, clerks and secretaries. It was a very strong aggregation, and soon was heavily engaged in numerous activities.

FIRST NATIONWIDE ENUMERATIVE SURVEY, JANUARY, 1947

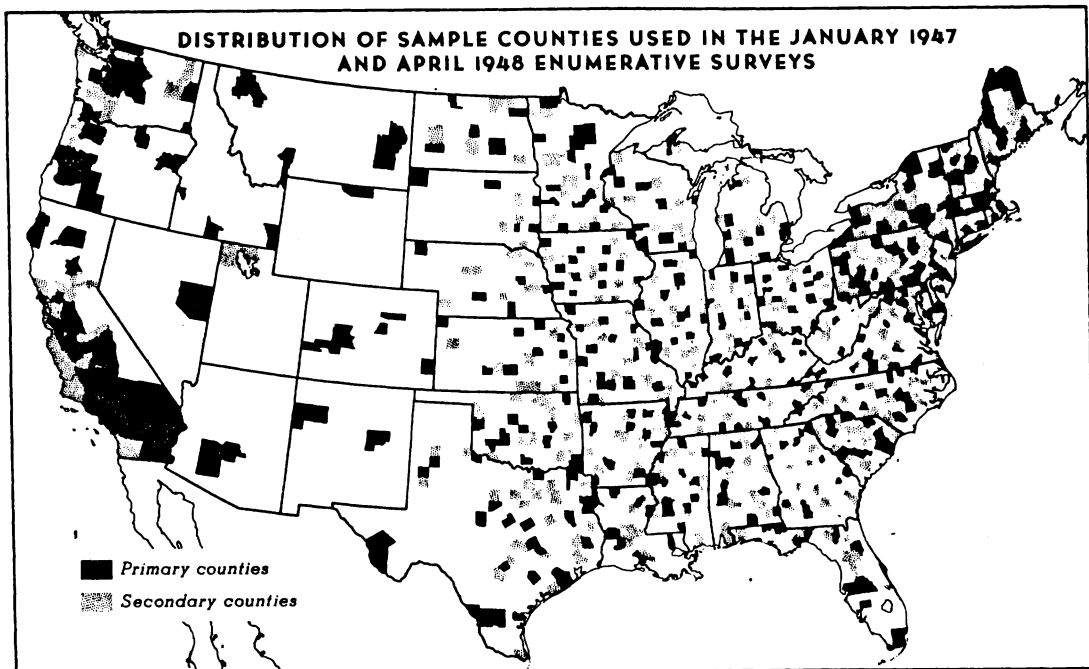
The first big project was an Interview Survey of some 15,000 farms associated with a probability sample of areas of land in 800 counties of the 48 States. Two questionnaires were used, a long one and a short one. The short questionnaire obtained information on accidents to farm people, acreage in farms, farm population, farm employment and wages, livestock numbers, farm tractors, crops on hand, and value of farm products sold. The additional topics on the long schedule included farm expenses, family living expenses, other income of members of the household and operator's dwelling facilities. The short questionnaire was used on 10,000 farms and the long questionnaire on about 4,500 farms. The reason for not using the long questionnaire on all 14,500 farms was because it was believed available funds were not sufficient to pay for the time required to ask all the questions. It was Dr. O. C. Stine, Director of the Division of Statistical and Historical Research, BAE, who suggested this

164A/ The brilliant and very likeable Dr. Rensis Likert left the Department to found and head for many years, "The Survey Research Center" of the University of Michigan at Ann Arbor. Likert took with him Angus Campbell, Charles Cannell, and perhaps others.

solution of the time-cost squeeze.

Tom Robinson was designated the Project Leader which meant that, in addition to other things, he presented the questionnaire to the Budget Bureau, and he did a masterful job. For every question that came up, he had a lucid, persuasive, and confident answer. The survey was considered successful as only 1.8 percent of the farmers refused to reply, costs were within the budgeted amount, and the data were usable for numerous reports.

As this was the first large scale interview survey the new Division had made and obtained data of concern to an assortment of people, it excited a great deal of interest in the Department. A session was arranged for Sarle, Simpson, Robinson and Brooks, to explain the plans and procedures to Secretary of Agriculture, Clinton P. Anderson in his office. He greeted the group in his usual pleasant manner as he fondled a Corona - Corona cigar that he said Secretary of the Interior, Harold Ickes, "The Old Curmudgeon", had given him. The procedure for drawing a probability sample of land areas was described to the Secretary and he expressed interest in learning later on what the survey had found in McKinley County, New Mexico. The implications were that he would be surprised if the survey turned up anything beyond a few Indians, goats and sheep. The Secretary said he understood there were seven counties in the United States that invariably go the same way as the Nation in Presidential elections. "Why", he asked, "couldn't you determine seven counties or so that will indicate accurately how crops are doing, the number of livestock on farms, and other such critical information about agriculture?" Some of the problems and difficulties in such a project, were discussed and a promise made to explore the matter further. (So far as is known nothing more was done on such a fruitless "exploration".)



When Brooks was preparing to leave for a pretest of the questionnaire in southern Virginia, Dr. Sarle asked who was going along. The reply was: Wally Wallrabenstein, Paul Pownall, and Kathleen Stewart. Dr. Sarle looked rather owlishly a moment, then said, "You know, Miss Stewart is a woman and an attractive one." Brooks replied, "Yes, that is agreed, but she is also the expert on questionnaire design, has done much of the work on it, and pretesting it in the field, is part of her job." Sarle concurred, so Kathleen made the trip and thereafter, attended Regional Training meetings along with the usual group of men. Kathleen was raised on a Mississippi farm, graduated from college in Social Sciences and had worked as a questionnaire designer in the Program Surveys Division. She was highly intelligent and had a real flair for the tricky business of questionnaire design. Some of her ideas are still being used in 1977.

In October 1946, Regional Training Sessions were held for the forthcoming January, 1947, survey in Columbus, Ohio, and Salt Lake City, Utah. On the return trip a stop was made for a day at the Denver office and, surprisingly, taxi fares had been upped from 50 cents to 90 cents because of a heavy snow storm which made traffic difficult and slow to move. The next stop was Columbia, Missouri, where Brooks had promised Paul Koenig, Deputy Director in Washington, to undertake to persuade Howard Teeter to transfer to the Idaho office. Howard owned a farm in Missouri, liked Columbia, and wasn't particularly concerned about a promotion if it meant leaving his home State. Long distance tactics had failed and Paul promised that if Howard was persuaded to get "on the train" for Idaho, Brooks could take two weeks leave, a thing devoutly longed for as he had had no time off since before the war.

It was necessary to take a taxi from Centralia to Columbia as the combination "hog and human" train wouldn't get to Columbia before the office closed. Howard took Brooks home to have dinner with him and his wife, after which they visited about Idaho until one o'clock in the morning when the Teeters finally said "OK, we will go". There would be no reason to relate this little incident except for the sequel to it. The interesting aspect of this whole thing is that after the Teeters had been in Idaho awhile, they fell in love with the place and didn't want to go back to Missouri although they finally did after several years in Idaho. This is a phenomenon frequently encountered in transferring men around the country and especially moving them into Washington. After five years in the Nation's Capital, the men may be willing to leave, but the wives hardly ever. By that time the "Mamas" have made so many friends in Washington they hate to leave them and go to a strange town where often it is a difficult and long process to establish new friends.

A Farmer's Daughter Makes a Good Interviewer

When the January, 1947 nationwide survey was over, an analysis was made of the work of the 453 interviewers by age, sex, education, and background. According to this analysis, the type of person who made the best interviewer was a farmer's daughter under 30 years of age with a college education. Appearances to the contrary, this is not a facetious statement, but one that can be support-

ed by valid considerations. Being a farmer's daughter, she is familiar with agricultural terms and practices. Being a female, she will gain acceptance and obtain information where a male would meet failure. Being a college graduate, she will readily grasp the concepts of the survey and master the details of the complex questionnaire. Being under 30 years of age, she still has the energy and stamina to leave her stalled car and walk a half mile in the mud to get an interview. Given an adequate size, trained, equipped, and geographically distributed staff of such women, dependable information can be obtained on any subject.

The large Enumerative Survey taken in January 1947, was followed by similar surveys in April 1948, and in September 1948. In addition, numerous mail questionnaire surveys were made to collect information on radios, telephones, electricity, stocks of grain, number of cattle and tractors on farms, meat curing methods, and data on frozen food lockers. Incidentally, the 1947 survey showed that 37 percent of the farms had telephones, 61 percent electricity, and 83 percent radios. Comparable figures for 1971 showed that 86 percent of the farms had telephones and essentially 100 percent electricity and radios. No record of TV's on farms is available for 1947 but in 1964, 2,767,831 farms reported having television, or 88 percent of all farms.

What is a Farm?

A perennial problem that the Census Bureau has, and in fact any agency has that is concerned with studying the agricultural economy, is the answer to this question: "What is a farm?" A simple question for which there is no simple answer. If you had a dollar for every man-hour that has been spent trying to resolve this question, you would be richer than Croesus. Some years ago a young, attractive, intelligent college girl -- one of those "summer flowers" that work in the Department during vacation, listened to a long harangue one evening on the way home in her carpool about the difficulty of defining a farm, and finally said "I don't know what a farm is, but I can tell you what a farmer is." "Fine", someone said, "What is a farmer?" She chortled as she replied, "A farmer is a man outstanding in his field!"

The Census definition of a farm at that time was basically this: "A farm -- is all the land on which some agricultural operations are performed by one person -- alone or with the assistance of members of his household or hired employees..."

This seems quite straightforward but, it went on to state, "...When a landowner has one or more tenants, renters, croppers or managers, the land operated by each is considered a farm." 165/ In the South this latter clause created havoc because under it a cropper, that is a person who provided only his labor to a plantation's operations, was considered a farm operator, as were also tenants and renters. In some instances, a "farm" or "plantation" included a hundred or more "croppers", tenants, and renters, and thus one farm became

165/ 1945 Census of Agriculture.

many. Actually, no one person, neither the plantation operator, nor any of the tenants, renters or croppers associated with the over-all operation, could provide all the information requested in a census or even in a sample survey.

Information for the plantation operator's activities had to be obtained in such a way that it could be combined with constituent croppers, tenants and renters into one report for the entire plantation. It was very difficult to devise a system that would get the desired data satisfactorily, and accordingly an extensive pretest of this so-called "Multiple-unit" problem was made, in conjunction with Census people, in North Carolina, Alabama, Mississippi, and Texas.

The pretest crew included Henry Brown, Kathleen Stewart, and Brooks from Agricultural Estimates, Lee Langsford and Buis Inman from the Farm Economics Division, and Warden Jenkins, Hilton Robinson, and Snider Skinner of the Census Bureau. Work was done in Johnston County, North Carolina; Montgomery and Pike Counties, Alabama; Leflore County, Mississippi, and Navarro County, Texas.

These pretests resulted in the adoption of a procedure, probably finalized by Warden Jenkins, for determining farm acreages that has been widely used since in Census enumerations and sample surveys here and abroad. The sequence of questions is like this:

1. How many acres of land do you:
 - a. Own? _____
 - b. Rent from others _____
 - c. a + b _____
 - d. Rent out to others _____
 - e. Acres in this farm (c - d) . . _____

In the case of a plantation, i.e. a "Multiple-unit" the land operated by growers who contributed only their labor was not considered as "Rented out to others" and therefore, included as a part of the plantation operators farm. 166/

Pretesting the questionnaire, and the operating procedures used in the field, was a standard practice in Ag Estimates and considered absolutely indispensable. After all when a sizeable amount of money is to be spent, every reasonable precaution should be taken against failure. It is very easy to overlook something important even after careful preparation as it is impossible to anticipate every contingency in a complex operation. Admiral Richard E. Byrd gave a classic illustration of this in his book "Alone", relating his experience in 1934 when he spent several months alone at a remote, icy, dugout in the dark, frozen, wastes of the Antartic. His crew had just left him to return to the

166/ See "The Multiple Unit Problem in the South", by Emerson M. Brooks, 1947 memo. SRS files.

base at Little America, 123 miles away across rugged and treacherous ice, when he wrote in his journal:

"Although I had been through all the gear, I couldn't recall seeing either the cook book or the alarm clock, Good God! I exclaimed, and the explosive echo of the words, the first spoken aloud since the tractors had left, almost brought me out of the bunk. In all the planning, the scrutinizing of every detail, the checking and the double checking, could we have forgotten these two common but indispensable tools! Telling the time was no problem. I had three chronometers, plus a wrist watch. What worried me was getting up in the morning for the 8 o'clock weather observations, now that the winter night was coming, and the twenty-four hours of the day would all be nearly the same----." 167/

Admiral Byrd does not indicate that an actual pretest was made, that is, where someone took the gear to an away spot and went through the step-by-step, hour-by-hour, activities that had been scheduled. If so, the need for the alarm clock (as well as the cook book) would have been made manifest. 168/

The Regional Training Schools for the April, 1948, Enumerative Survey were held in Montgomery, Alabama; Columbus, Ohio; and Salt Lake City, Utah. These early training schools, especially those for the first large-scale enumerative survey in 1947, invariably raised a rash of questions on procedures. There were so many details that required experience to resolve. Looking back, it may seem strange that so many answers were not obvious at the start, but new ground was being turned and previously untried techniques and procedures were being attempted. On the beautiful temple grounds in the shrine city of Necco, Japan, there is a carving that is said to be the original of the three monkeys known the world over as symbols for "Hear no evil, Speak no evil, and See no evil." On a near-by building is a much less familiar figure--a crude representation of an elephant. The story told is that the misshapened figure is that of an elephant made long ago by a man who had never seen an elephant nor even a picture of one. Actually, his sight-unseen elephantine sculpture did not turn out too badly. In the 1950's men who were struggling to visualize and create a new nationwide statistical system and structure that would meet the ever changing needs of American agriculture had a kinship with the ancient Japanese gentleman who tried, and with considerable success, to carve a resemblance to a huge, and strange animal that he had never seen in any form.

167/ "Alone," by Richard E. Byrd, G. P. Putnam's Sons, N.Y. 1938, p. 58.

168/ Byrd saw no one for several months, suffered terribly in his frigid hole-in-the-ice, and almost died from asphyxiation caused by fumes from a faulty heating system, but even so he apparently made the essential meteorological observations he had come to get.

Dr. Charles F. Sarle, Chief, Special Farm Statistics Division,

Goes to Japan, 1948

In September 1948, Dr. Sarle, Head of the Special Farm Statistics Division, left for an assignment in Japan to assist in improving its statistical reporting service, or at least to make it more meaningful to our Military Government people. He was gone longer than expected, about six months, and when he returned he agreed to go to Turkey on a similar mission for a couple of months. Dr. Sarle once remarked that he had never worked in any one position for more than three years, except for the five years at the Weather Bureau, and that he considered to have been a mistake. His feet were beginning to itch again. Brooks was asked to find a replacement for Sarle in Japan and at a dinner meeting of the Agricultural Economics Club at the Brookings Institute in Washington, D.C. Creighton Guellow was asked if he might be interested in a two-year assignment in Japan. From the way his eyes gleamed it was obvious that he was interested, and before long he and his wife, Ethry, who had formerly worked for Ag Estimates, were on their way to Tokyo. Guellow was the first of a long list of men who would be sought out and sent on foreign assignments in the years ahead.

Tom Robinson, in addition to his other duties, took on the formidable task of revising Miscellaneous Publication 171, "The Crop and Livestock Reporting Service of the United States" which Sarle had been so instrumental in preparing in 1933. The result of Tom's efforts and those of numerous others who prepared the 23 chapters was, "The Agricultural Estimating and Reporting Services of the USDA" (Miscellaneous Publication 703) published in December 1949. This publication carried for the first time a chapter on "Interview Surveys" a description of procedures used, and a discussion of some of the problems. Tom also went to Irak for a couple of months to conduct a training course in crop estimating procedures. It may have been in Baghdad that he was bitten by the foreign service bug from which he never recovered.

DESIGN OF QUESTIONNAIRES FOR MAILED SURVEYS

The Crop Reporting Service sent out about ten million questionnaires each year, of which only some three million were filled out and returned by voluntary reporters. The design of questionnaires 169/ was therefore, of great importance. Anything that would clarify the questionnaires, make them easier to answer, faster to process, improve the format, and increase response was worthy of consideration. Kathleen Stewart spent much time on reviewing proposed questionnaires to be used by the various branches, and those of other agencies in the Department. These ran the gamut of subject matter and included such topics as "Yearly Kill of Game in Montana" and "Fire Damage on Farms." This was a continuing activity and in the next six months, Kathleen worked on 31 questionnaires for 22 different Ag Estimates' people.

169/ See "Interviewing Techniques" by Kathleen Stewart and the "Design and Constructions of Questionnaires," by E. M. Brooks, 1948 Memo. SRS files.

FROZEN FOOD LOCKER PLANT SURVEY

Anxious to strengthen the sagging financial situation of the Division of Special Farm Statistics and to promote utilization of its unique talents and services by other agencies in the Department, a contract for \$16,000 to plan and carry out mailed surveys of some 11,000 frozen food locker plants throughout the country, was entered into with the Bureau of Animal Industry. Before the job was finished the Division had earned its money. An excerpt from a letter to Dr. Sarle in Japan, explains:

"Beyond doubt this has been the most difficult project to get worked out satisfactorily that we have had anything to do with. The difficulty arises from the great volume of questions asked, extremely technical nature of the subject matter, and the pretty general lack of precise knowledge concerning the industry. Yesterday we discussed a couple of questions at some length and finally one of the "experts" said that probably it would be just as well not to ask those questions, as the Government forbids the use of those practices and the locker plants might think we were checking up on them!"

ANNUAL SAMPLE CENSUS OF AGRICULTURE PROPOSED, 1948

The idea of making a so-called annual sample census of agriculture is an old and persistent prospect that has come up periodically over the years. In 1895 Secretary of Agriculture, Henry Robinson proposed an annual enumeration of agriculture. John B. Shepard at the Indianapolis Conference of Agricultural Statisticians in 1923, also suggested such an annual survey and in the May 1937 Journal of Farm Economists, page 464, he discussed "Selection of Areas for Sample Agricultural Census Enumeration". In this article Shepard proposed a national sample of townships, or similar areas having 100-150 farms each, for a total sample of 340,000 farms, (5% of all U.S. farms), half to be enumerated annually in November; 120,000 in December and 50,000 in January, that would be "reasonably representative of the State of the Nation." Further, Shepard suggested, "additional small blocks of land may be needed to secure adequate county samples, and second, to make a complete enumeration of all the very large farms, plantations and ranches."

Actually the name is a misnomer since a census, by definition is, "an official enumeration of the population, with details as to age, sex, occupation, etc." 170/ Whereas advocates of a sample census have more in mind a selective survey to obtain general economic information of a varied and wide ranging nomenclature, with variable sampling rates, across the whole field of agriculture, that would provide estimates at national, state, and sub-state levels.

The first, or certainly one of the first, efforts at such a project was in Alabama where "an annual sample census, including only a small percentage of the farms in each county" was started in 1927 and continued for several years. 171/ A decade later at the St. Louis Conference in 1938 Dr. Charles F. Sarle presented a paper in which he said:

"One way to provide periodic information--items needed only once in several years--would be to take a sample census of, say 25 percent of the farms. Our research to date indicates that a representative sample of 25 percent of the farms would have sufficient precision, with items occurring on the majority of farms, to justify building up the sample to approximately 100 percent completeness by States, crop reporting districts and type-of-farming areas---." 172/

During World War II, Morris Hansen of the Census Bureau was active in promoting use of the Master Sample in connection with the 1945 census of agriculture and apparently the idea of an annual sample census took hold of him then, and he pushed it with vigor and determination, but in the end unsuccessfully,

170/ Random House Dictionary of the English Language, Random House, N.Y., 1968.

171/ Proceedings St. Louis Conference, 1938, p. 49. However, George Strong and other former employees of the Alabama office know nothing of these surveys so they must not have been of much significance.

172/ Ibid, p. 47.

for 15 years. Mr. Callander, while Director of the 1945 Agricultural Census during its final phases, had taken to the annual census idea as a means of improving the bases for, and widening the scope of, agricultural estimates. When he returned as Assistant Chief of BAE for Agricultural Estimates, he was receptive to the proposals that streamed from Morris Hansen at the Census Bureau, especially because he saw no chance of BAE ever getting adequate funds for such a project. 173/

In the Spring of 1948, the Census Advisory Committee recommended that a committee be appointed to consider the whole problem and make recommendations looking to the development of a program of an annual sample census of agriculture for the purpose of surveying each year a representative cross-section of the farms in each State. It was felt by the Census Advisory Committee that if the regular census of agriculture, taken every 5 years, could be supplemented each year by an annual sample census of agriculture, it would be possible to secure information of greater value to the agricultural interests of the country, and the questionnaires used for the regular census of agriculture could be reduced in size and simplified.

Joint Census - USDA Committee Appointed, 1948

To explore these possibilities, a Joint Census/USDA Committee was appointed by J. C. Capp, Director of the Census, and O. V. Wells, Chief, BAE, to draft and submit recommendations regarding an "Annual Sample Census of Agriculture." Members of the Committee from the Census Bureau were: A. Ross Eckler, Assistant Director; Morris Hansen, Statistical Assistant to the Director; Ray Hurley, Chief, Agriculture Division; and the BAE members were: W. F. Callander, Assistant Chief; Earl Houseman, Statistical Assistant to the Chief; and Emerson M. Brooks, Acting Head, Division of Special Farm Statistics. A member of the Census Advisory Committee, Dr. M. R. Benedict, Professor of Agricultural Economics, University of California, was also a member of the Committee considering an annual sample census of agriculture. The Committee memorandum of May 27, 1948, addressed to O. V. Wells and J. C. Capp was primarily the handiwork of the Census contingent, and when it was brought around by Warden Jenkins of the Census Bureau to sign, a majority had already endorsed it. Brooks also signed as it seemed certain that some of the undersirable aspects would be dehorned before, as Mr. Callander put it, "firm commitments were made." 174/

Committee Recommendations, 1948 Sample Census Proposal

Paragraph three of the Committee memorandum stated:

173/ Confidential memo from W. F. Callander to State Statisticians, May 27, 1948, SRS files.

174/ Ibid.

"It is recommended:

a. That the obtaining of authorization and funds for and the planning and the actual taking of an annual census of agriculture should be a joint activity of the Bureau of Agricultural Economics and the Bureau of the Census with the responsibilities of the two Bureaus to be as follows:

- (1) General over-all planning-Joint responsibility.*
- (2) Design and selection of the sample-Joint responsibility.*
- (3) Contents and design of the schedule-Joint responsibility.*
- (4) Instructions to interviewer and editing personnel-Joint responsibility.*
- (5) Expansion of survey data and publication of results-Joint responsibility.*
- (6) Operations, including employment of supervisors and interviewers, editing, punching and machine tabulation of the data-Bureau of the Census.*

It is suggested that the responsibilities outlined for items (1) through (5) above should be discharged by committees, set up with alternating chairmen from each Bureau. Also, in the case of responsibilities listed above for items (1) through (5) it is recommended that the Bureau of the Census have the responsibility for seeing that time schedules are established and met and that the required planning work is performed as scheduled so that the program can be properly executed.

b. That authorization, and funds be obtained and plans made for taking of such an annual census not later than 1951 and that consideration be given to the feasibility of taking such a sample census for 1950 in connection with the 17th Decennial Census of Agriculture and Population."

Although, a signer of the Committee memo, Brooks was deeply concerned about the proposal and made these points in a memo to Mr. Callander of May 26, 1948, (a day earlier than the date on the Committee memo), which probably reflected the concerns of many, if not most of the Ag Estimates Staff.

"It is generally recognized, presumedly, that the proposal for an annual sample census--is one of the most important developments that has occurred in many years, and that the results may be far reaching so far as our work is concerned--

---this proposal would definitely make the Census Bureau the primary fact collecting agency of Government.

---the Census Bureau would be the agency that would make and release estimates on a great many items that are now handled by other agencies.

---the exact meaning of "joint responsibility" needs to be fully defined so that misunderstandings will not occur or develop.

---it appears almost a certainty that -- most if not all of the present State Farm Censuses or Assessors would be discontinued.

---the dropping of State censuses and the reliance of State officials on data from the annual Sample Census would, in my opinion, almost certainly result in major changes in our present cooperative agreements with a number of States.

---the work of the Bureau on such things as R.M.A. projects would also likely change. If a State wanted data collected --whenever possible they would utilize the large interviewing staff that the Census Bureau had already available in the State.

---the same appears true of such projects as the proposed large scale survey in Texas to provide district and possibly county estimates on a number of crop and livestock items. The role of BAE both in the field and in Washington would be primarily that of a consultant and advisor on questionnaire design, editing procedures, tabulation plans, and possibly on analysis of the data.

---the Census people indicated that they would probably expand their present 60 field offices to about 120--If this is done and a person put in charge of each office with about a P-2 or P-3 rating and all schedules are funneled through our State offices for editing, tabulating, and such analysis as seems desirable, I think much of the possibility for misunderstanding and conflicting purpose will be eliminated.

'I voted yes' on the question of exploring the possibilities of a joint BAE-Census Bureau annual sample because first, I couldn't see that under the circumstances the BAE had any other alternative, and second, if properly handled the proposal would provide much better statistical data for the future without detriment to our organization."

Mr. Callander distributed the Committee's proposal to the field in a memo marked "Strictly Confidential," and dated the same day as the Committee memo, May 27, 1948. The proposal received a cool reception, and many State Stats felt that, if the plan actually was implemented, it would mean a virtual takeover of the Crop Reporting Service by the Census Bureau. Floyd Reed said, and probably a majority of State Stats would have agreed that, "We have sold our birthright." 175/ While there was general opposition to any sort of "joint" operation because of the inherent difficulties and confusions that would result, the principal cause of the resentment and opposition was item six which gave the Census complete and sole control of field operations and processing of

175/ Personal interview with Reed.

survey returns. To repeat, item (6) stated:

"Operations, including employment of supervisors and interviewers, editing, punching and machine tabulation of the data-Bureau of the Census."

It is no wonder the Ag Estimates field staff, as well as many in Washington, believed that this provision of the proposal would mean their being taken over in due course, and, if it had been put into effect as stated, they were probably right. Undoubtedly any significant fulfillment of item 6 would have had a tremendous impact on Ag Estimates' data collection procedures. Once an agency gets practical control of that activity, plus the data processing phase, it dominates the program and, if it is so inclined, and there is not a mutual boss to say "nay," about all that is left to the other member of the "joint" operation is to sign on the bottom line.

It did not seem reasonable that a split operation of the type Mr. Hansen proposed, could be made to operate effectively by two agencies under different leadership in two Departments physically located 17 miles apart, one in Washington and the other in Suitland, Maryland. All accumulated experience indicates that, for efficient operation of the type under consideration, a straight-line chain of command is essential.

On October 12, 1948, the first meeting of a Joint Working Committee was held with these members: From the Census, M. H. Hansen, Ray Hurley, and W. B. Jenkins; from BAE, C. F. Sarle, E. E. Houseman and H. L. Parsons, with Brooks to serve for Sarle during his absence. 176/ There followed weeks and months of meetings with much wrangling over subject matter to be included, and operating procedures. On December 27, 1948, Mr. Wells, Chief of BAE sent a memo to all "USDA Agency Heads" telling them that plans were being formulated to make an annual sample census of agriculture around October 15, 1949 with funds, to start with, of \$950,000, which would "provide a representative sample of 80,000 to 100,000 farms scattered in all counties of the United States. The sample would be large enough to give State estimates except for items with low frequency of occurrence."

Each agency was requested to submit proposed topics to be included in the questionnaire. This invitation brought in a mountainous mass of suggested topics as each Agency submitted a long "Christmas list" covering virtually every aspect of agriculture, including such diverse items as "Mortgage debt outstanding" and "Total rabbits sold this year." Earl E. Houseman, as Chairman of the Annual Sample Census of Agriculture Committee, had the unenviable task of trying to reduce this tangle of confused, and intertwined proposals, to manageable proportions.

176/ Typed Minutes of Meeting of October 12, 1948 in Brooks record book "Annual Sample Census," SRS files.

As the months went by it became increasingly clear that the proposed plans did not match available nor prospective funds. Not much attention was being given to this important matter as it seemed to be accepted by some, and particularly at the Census Bureau, that the Agricultural Estimates budget would be available for this purpose since the mail surveys would be largely eliminated. This naive notion could not stand the icy waters of realism. Making estimates of survey costs was a regular, and very serious, task of the Division of Special Farm Statistics, therefore, to test the water, a detailed analysis was made of the approximate costs of collecting annual sample census data from samples of three different sizes: the first year, 60,000 farms; second year, 200,000 farms; and the third year, 400,000 farms in 2,749 counties in the 48 States.

On March 30, 1949, Brooks sent (through Dr. Charles F. Sarle) a brief memo to Earl E. Houseman, Chairman of the Annual Sample Census of Agriculture, accompanied by 5 tables of details on the cost analysis, and 7 pages of documentation of the cost estimates, which indicated that approximate collection costs of such an Annual Sample Census of Agriculture, would be: the first year \$1,300,000; second year \$3,300,000 and the third year \$6,500,000. 177/ Total costs, including data processing would be double these amounts.

Since neither the Census Bureau nor the BAE had any such funds on hand, or in prospect, the annual sample census project withered on the vine, not to be resuscitated for a decade, that is, until 1958.

THE ELECTION OF 1948 AND THE POLL TAKERS

The great Truman triumph in the 1948 Presidential Election, contrary to all the pollsters, (not quite all as Louis Bean had the best handle on the situation), caused much discussion of what went wrong with the public opinion sample surveys. As the sample survey was the principle vehicle of the Division of Special Farm Statistics and, in fact, its main reason for existence, concern was more than academic. Several of the staff attended a luncheon at the Willard Hotel where George Gallup, founder and head of the famous Gallup Poll, gave a talk on the problems of election polls in general and the recent one in particular. He was the first person we had ever heard make the defense that "hindsight is always 20/20 vision." A few days later Mr. Gallup sent one of his men down from Princeton, N.J., to talk to the staff about area sampling as compared to quota sampling, the method Gallup used in his surveys. Earl Houseman, Catherine Senf, T. C. M. Robinson, Dave Mesick, and E. M. Brooks, met with the Gallup pollster for what turned out to be an interesting discussion with no decisions.

In a letter to Dr. Sarle in Japan, Brooks added a longish footnote concerning the election polls which read as follows:

"It (the failure of the pollsters) was probably a combination

177/ Brooks to Houseman, March 30, 1949, memo in Brooks record book "Annual Sample Census," SRS files.

of several factors:

A. Sample:

- (1) The quota may not have been set up properly.
- (2) Interviewer's may not have followed sampling instructions precisely in the field.
- (3) There may not have been a follow-up of not at homes, etc.
- (4) The sample may not have been large enough.

B. Timing of Survey:

Apparently, there were no surveys made during the last few days before the election.

C. Questionnaire:

The questionnaire apparently asked simply whether they were going to vote for a, b, c, etc., rather than probing to discover why or what the respondent's attitude was toward certain issues involved. This probing might have indicated that the respondent was going to vote for someone other than the one he said he was going to vote for.

D. Interviewing:

- (1) The interviewers may have biased the answers consciously or unconsciously according to their personal preference.
- (2) Respondent may have said "Dewey" because that seemed to be more in line with what other people were doing-- he didn't want to appear to be different.
- (3) Many respondents may have changed their minds between the time the polls were taken and election day.
- (4) There may have been a bigger percentage than was expected of people who were uncertain as to how they would vote.

E. Processing:

- (1) The coding clerks may intentionally, or otherwise, have erred in the coding operation.
- (2) The analysis may not have always been made by competent people.
- (3) There may have been bias injected consciously, or unconsciously in the interpretation of the returns.

On November 5, Tom Robinson gave this interesting appraisal:

"The following appear to me to be probable sources of error in the recent pre-election forecasts:

1. Polls elicited preferences of persons interviewed, but were unable to learn categorically whether or not person interviewed would vote. Undoubtedly, over-confidence fostered by polls kept many persons with Republican leanings from voting. Interviews in depth might be able to get an intensity of preference and therefore, the probability that the interviewee would vote.
2. Shifts in income levels may have made economic categories used in setting up quotas obsolete, and errors in classification by interviewers may have further distorted the sample. It is unfortunate that no public opinion poll is operating on an area-sample, nation-wide basis.
3. A reluctance to admit that one favors the prospective loser may have led a significant number of Truman sympathizers to tell the pollsters they're for Dewey but, voting in secret, to vote for Truman."

A. J. SURRATT KILLED IN CAR ACCIDENT, 1948

In the fall of 1948, anxious to catch up on a backlog of work, Brooks begged off going on the Annual Acreage Review, but then there occurred a tragic event that changed plans for a number of people. A. J. Surratt, in charge of the Illinois office and affectionately called the "Sage of the Sangamon", had headed for Oklahoma with his wife as soon as he had finished work with the acreage reviewer, C. E. Burkhead. Andy was noted as a fast driver, which is one thing on the broad, straight, level roads of Illinois, and something quite different on the narrow, winding, hilly roads of Missouri of that time. Whether speed was actually a factor is not certain, but in any event he passed a truck and after a little way his car went off the road on the right hand side, "Andy" gave the steering wheel a jerk, apparently lost control, the car went off the right side of the road and rolled over several times. Andy was thrown from the car and killed, although his wife escaped serious injuries. 178/ Joe Ewing, recently appointed Assistant Statistician for Illinois, was the Acreage Reviewer for Colorado, Utah, and California, and had just finished the work in Denver and immediately returned to Illinois for the funeral of his old friend.

When Paul Koenig, Acting Director of the Division of Agricultural Statistics, raised a question with Brooks about taking over the acreage review for Ewing in Utah and California, Brooks told him he simply had too much "hay down" to be away two weeks. Koenig called Dick Smith, who was making the Review in South Dakota, for suggestions, and Dick also proposed that Brooks take up Joe Ewing's assignment, and when Paul told him that Brooks had said he was too busy, Dick replied, "No, he isn't." So in a couple of hours Brooks was on his way to Utah. The country was experiencing a massive snow storm of blizzard proportions and planes were grounded, but fortunately Brooks had the weekend to get to Salt Lake City and was able to pick up the Review on Monday morning in accordance

178/ Brooks to Sarle in Japan, December 8, 1948.

with the original schedule. In California, a poultry survey was being planned and as much time was spent on that project as on the Acreage Review with Lowell Clark.

SUPPORT TROOPS

It is a familiar principle in the Military that the ratio of non-officers to officers needs to be about seven to one. The principle is applicable also in the government, (although the ratio may vary) where leaders get nowhere unless they have a strong, intelligent and competent staff to support them. As economists might put it the super-structure must be undergirded by a sturdy infrastructure--no weak and shaky scaffolding will do.

The Crop Reporting Service has always had the benefit of dedicated and competent support troops--men and women of character, devotion to duty, and skill. To name a few would be an injustice to many; perhaps though it may be acceptable to mention a handful with whom Brooks was directly associated during the period of this narrative 1933-61. The first secretary encountered was certainly one of the most efficient ever employed by the Crop Reporting Service--Gwen Sailer (later Mrs. John L. Wilson), of the Iowa office. In Washington, Lillian Breshears with whom Brooks worked for nearly twenty years was industrious beyond compare, and lightened the load and smoothed the path for all endeavors; Lil was especially helpful to foreign visitors and gave them a warm and friendly image of America that they might otherwise have missed; Hilda Frye was efficiency personified; Zoraida Moorhead was a gentle soul loved by everybody; Doris Sanchez combined an assortment of talents to become a very competent secretary. For years Mrs. Lellie McDaniel supervised the large computing corps of the Crop Reporting Board with a steady and gifted hand. Her counterpart in preparation and distribution of Reports was flamboyant Ann Swetman later succeeded by the quietly effective, Dorothy Williamson. Catherine Upton, Frances Cron Arrowsmith and Nina Carroll were top supervisors in the Special Farm Statistics Division and its successor agencies. Frances' brother, Larry Cron, worked in the Price Branch for awhile during World War II and then returned to the Lower Valley of Texas to manage the family farm. He went to Peru for two years to assist with preparations for the 1950 Census of Agriculture in that and several near-by countries, and in improving their statistical programs. He did an outstanding job for which he received an award from the Peruvian Government. Our State Department, following a long-standing policy, would not let him keep the medal, but kept it in its files. It must have a warehouse full of such baubles.

WORK WITHOUT PAY

The Administrative staff is an all important part of the operation of any Department, Agency, or Division. To illustrate the havoc that can result from faulty performance of administrative officials consider the occasion in the Spring of 1947, when the entire staff of the BAE, both in the field and in Washington, was placed in jeopardy of having to work three days without pay unless offsetting arrangements could be made. The cause of this once-ever blunder should be an unforgettable lesson for budget administrators for all time. An increase in pay was approved that spring, and the crucial question was whether the amount involved in the pay increase should be considered as coming under the ceiling of the regular BAE appropriation. Budget officials for the BAE were deeply concerned because, if the increased salary funds were considered as being under the "regular" appropriation, the agency would be guilty of exceeding its fund ceiling. The matter was taken up with the office of the General Counsel in the Department which provided no clear-cut opinion concerning the situation. Still perturbed the Bureau Chief had the question referred to the General Accounting Office which ruled that the pay increase was a part of the regular appropriation, and therefore, the BAE had exceeded its fund limitation unless it could be offset by reductions. All sorts of stratagems were employed to salvage the situation, including having Reserve Officers like Glenn Simpson and George Harrell go back on active military duty for three months, and Frank Taylor of the Kentucky office taking leave to do graduate work, etc. Despite such heroic measures throughout BAE the additional funds could not be offset. One grim afternoon in May 1947, O. V. Wells, Chief of BAE, called the entire D.C. staff of his agency into a meeting in the Department Auditorium and told them the bad news that the agency's appropriation had been declared exceeded and there was no way to avoid every BAE employee, from the newest employee to the Chief himself, working from one to three days without pay. Wells concluded with a statement to the effect that "While this situation can not be avoided, I promise you that the person responsible will be held accountable." Secretary of Agriculture Clinton P. Anderson, in a wrathful mood told Mr. Wells to send the Business Manager of BAE, Ralph Rogers, "to the North Pole!" Wells was reluctant to fire Rogers and instead demoted him from P-7 to P-5 and transferred him to the Regional Office at College Station, Texas. 179/

Under Civil Service regulations, whenever an Agency exceeds its appropriated funds, a written explanation must be submitted to Congress and disciplinary action taken. Accordingly the responsibility of an Administrative Officer is great indeed, and the Crop Reporting Service has been fortunate that the men who have served in this capacity have been competent and never gotten it into trouble. W. H. "Bill" Evans, filled this exacting job with distinction for many years, aided by sharp minded, outspoken, Roy Jennings. The mild mannered, ever smiling Don Fisher succeeded Bill Evans as "Mr. Moneybags" for the Crop Reporting Service.

179/ Based on personal experience, discussion with O. V. Wells, W. H. Wolfrey, and with Roy Jennings, Budget Officer for Ag Estimates in 1947, who had the unwelcome task of adjusting payrolls in accordance with the new ruling while receiving no pay.

During the period 1933-61 Ag Estimates, like most agencies of that time, did not have a strong career development and personnel service program. Promotions, transfers, and awards were handled rather entirely by a few top officials on the basis of personal judgment. Efficiency ratings were made annually by a special committee designated for the purpose. The multitudinous paper work, and the job of keeping up with Civil Service regulations, was done largely by conscientious girls like June Vaught whose patience was beyond belief.

THE VA-N.C. CORN WAR, 1949-50

Everyone is familiar with what the Governor of North Carolina said to the Governor of South Carolina 180/ but only a relatively few know what the Governor of Virginia said to the Governor of North Carolina. It went something like this: "Our Virginia farmers have achieved a great increase in the yield of corn per acre in recent years--a really phenomenal accomplishment". To which the Governor of North Carolina replied that he doubted that it was any greater feat than had been achieved by his farmers in the Tar Heel state. One thing led to another and it was agreed to have some special corn surveys made in the two states for three years or so and see how things stood. The Governor of Virginia called on Henry Taylor, SIC of the Ag Estimates' office in Virginia for help, and Henry promptly called on the Division of Special Farm Statistics. Soon the staff was hot on the trail helping make a sample survey in each of the warring states. After some rather frenetic survey preparations, C. E. Burkhead, J. W. Kirkbride, John C. Scholl, a visitor from India named J. N. Tewari, and E. M. Brooks, drove down to the Virginia Polytechnic Institute in Blacksburg, Va., to help finalize plans and to give two days instruction on survey procedures. On Wednesday they drove to Raleigh, N.C. for a similar session on Thursday and Friday. In Blacksburg the group joined Jack Rigney, W. W. Cochran and Walt Hendricks from Raleigh, and Boyd Harshbarger and others from V.P.I., plus enumerators who would do the field work.

In both Virginia and North Carolina the project was carried on cooperatively by the State Statistician's office, the College of Agriculture and Experiment Station, and the State Department of Agriculture. The purpose of the survey was stated to be, "to obtain reliable data on acreage, yield, and production of corn, and the extent to which hybrid seed corn is being used by farmers in the State; acreage and production of certain small grains; quantities of corn and small grains sold; type and capacity of farm storage; rotation and fertilization practices with corn." This information, it was said would, "improve the marketing of corn, wheat, oats, and barley, and will also assist in planning off-farm storage as well as storage on-farms for these crops---. The corn contest between Virginia and North Carolina will be decided by the December

180/ In case you have forgotten, in the 1840's some unpleasantness developed between the two Carolinas because of the refusal of the Governor of North Carolina to allow an alleged escaped convict to be extradited to South Carolina. Hot tempers flared on both sides of the boundary line and finally Governor J. M. Moorhead of North Carolina and Governor James H. Hammond of South Carolina met to try to resolve the complex situation. However, this conclave generated more heat than harmony, and during a hot exchange the fired up South Carolinian threatened to send troops into North Carolina to retrieve his errant prisoner. At this the Governor of North Carolina, thinking that matters were getting a bit racy, said to the Governor of South Carolina, "It has been a damn long time between drinks!" Whereupon, the two governors repaired to the bar where they settled their differences amicably over a soothing potion. The Carolinian Library, University of South Carolina, Columbia, S. C.

estimate of the United States Department of Agriculture. This estimate is based upon information supplied by a large number of farmers, who have been reporting to the Department of Agriculture on crop yields for many years. The information secured by this survey will supplement that furnished by the crop reporters." 181/

Sampling experts at V.P.I. and at N.C. State University drew a probability sample of areas of land in all but a few urban counties in each State. This procedure resulted in a sample of 2,400 of Virginia's 173,000 farms, and 3,300 of the 287,000 farms in North Carolina. Responsibility for field enumerations in Virginia was split between V.P.I. for western counties, and the Crop Reporting Service in Richmond for counties in the East. J. W. "Wally" Kirkbride served as Supervisor for the eastern half of Virginia, and in his excellent report on the survey, advised against a repetition of such a geographical division of control, but suggested instead a delegation of authority for specific phases of the project. 182/

The corn surveys were scheduled for the three years 1949, 1950, and 1951, but were concluded after two years for reasons given further along. The Corn War was highly publicized and farmers in both States were well aware that they were engaged in a mighty battle.

In 1976, Mary M. Bowes, bright and perky editor of the "Bulletin", monthly publication of the Virginia Department of Agriculture and Commerce, digging deep into old records and newspaper files, wrote an article about the corn conflict a quarter of a century previously, entitled "The War Between Virginia and North Carolina", which, despite an understandable Virginia tilt, presents an interesting and informative account of the epic struggle.

The War Between Virginia and North Carolina

"Of the many wars that Virginia has been involved in, the Revolutionary War will be the war most likely to be remembered by Virginians this Bicentennial year. Few people will remember that this year marks the 25th anniversary of another war that Virginia was involved in; a war where the fighting was fierce, but no blood was shed; where the leaders of the opposing forces were good friends instead of enemies. It was a war where the fighters were farmers instead of soldiers, and where the fighting was done with hybrid seed and fertilizer instead of bullets and guns. Twenty-five years ago the great corn war between North Carolina had just ended, and Virginia emerged victorious.

It all started on February 16, 1949, when William M. Tuck, who was Governor of Virginia at the time, flung down the gauntlet to then Governor W. Kerr Scott of North Carolina at a meeting of the

181/ Interviewer Instructions for Virginia Grain Survey, September 1949. SRS files.

182/ The Virginia-North Carolina Grain Survey, 1949, by J. W. Kirkbride. SRS files.

Prince George County One-Hundred-Bushels-Per-Acre Corn Club. In Tuck's absence, L. M. Walker, Jr. who was Commissioner of Agriculture at the time, delivered the Governor's challenge to see which State could produce the greater increase in its average corn production, based on its average yield for the ten year period 1937-1946. The contest would run for three years, and the State with the better increase for two of these three years would be declared winner and receive a tall corn-growers trophy. Implicit in the Governor's challenge was a warning that Virginia corn yields had soared in the last few years; from 23 bushels per acre to 43 bushels per acre between 1944 and 1948.

On February 17, North Carolina's Governor Scott accepted Virginia's challenge, and said that Virginia had good reason to be proud of her corn yield increase, but also said that the progress made in North Carolina during the past years certainly justified the acceptance of Virginia's challenge.

Virginia's average for the ten-year period 1937-1946 was 27.8 bushels and North Carolina's average for the same ten years was 21.8. The year before the contest, Virginia had an average yield of 43 bushels per acre, and North Carolina had 31.

'You of course understand that it is generally easier to bring about an increase on low performance than it is from high performance,' wrote Commissioner Walker in a letter to all Virginia corn growers, but the Governor and the writer, as well as the State agricultural leaders and farmers are interested in seeing the Old Dominion come out in front in the corn growing contest with Governor Scott of North Carolina; therefore, your interest in this matter from the standpoint of increased production and farm efficiency will be appreciated by his Excellency.

In Virginia three committees were formed to direct the troops of 700 corn-producing farmers. Heading the action committee was M. A. Hubbard, executive secretary of the Virginia Farm Federation; Paul D. Sanders, editor of the Southern Planter and Master of the State Grange, was appointed chairman of the publicity committee; and State Senator Garland Gray of Waverly was appointed chairman of the steering committee for Operation Corn.

The Virginia Tech Extension Division urged on corn growers by sponsoring 100-bushels Corn Clubs throughout the corn-growing region of the State. In 97 of Virginia's 100 counties local corn growing contests were held.

All the promotional efforts paid off; on December 19, 1949, Virginia was officially declared winner for the first year of the contest. Virginia produced an increase of 19.2 bushels per acre over North Carolina's increase of 13.2 bushels. Virginia's harvest was 69 percent above its 1937-1946 average, and North Carolina's was only 61 percent above its 1937-1946 average.

Tuck paid tribute to Virginia farmers saying, 'They have been handsomely paid,' he said, 'in lower production costs, better soil conservation, and more feed for livestock and poultry.'

Tuck said that it was more than a victory for Virginia, but that it was a victory for the whole agricultural region, which demonstrated that 'all of us can work together for a common cause when the objective is to build a better standard of living for all of our people.'

December 29, at a luncheon at the Commonwealth Club, Governor W. Kerr Scott of North Carolina presented the trophy, which was donated by the National Fertilizer Association, to Governor Tuck. Scott said that the Tar Heel State still claimed the distinction of raising more corn than Virginia, and probably raised more gallons of corn to the acre.

Scott felt that North Carolina would do much better in the second year of the Corn War.

The second year, however, was an easy victory for Virginia, with the Crop Reporting Service reporting on December 19, 1950, that Virginia's average increased to 49 bushels per acre, and North Carolina's average had increased to 37. The two factors held largely responsible for Virginia's win were increased use of fertilizer and the use of hybrid seed.

'North Carolina farmers more often preferred to plant their own-open-pollinated seed rather than buy the high-priced hybrid seed each year, despite the higher yields of the hybrids', said Virginia's Agricultural Commissioner Walker.

So the Corn War was won by Virginia in the first two years, and if there had been any question at all about it, the 1951 corn yield results showed Virginia ahead of North Carolina for the third straight year.

The Corn War did a lot for corn production in Virginia; it stimulated the growing of corn, and it was largely responsible for better cultural methods and heavier application of fertilizer. In the 25 years since the Corn War, Virginia has increased the average yield per acre by 40 bushels, proving that the Old Dominion rightly deserves the gold ear-of-corn trophy that has since been converted into a lamp and now brightenes the conference room of the Virginia Department of Agriculture and Commerce."

Although North Carolina lost the Corn War it did make a greater percentage increase in its corn yields in the quarter of century since that notable conflict. The average yield per acre of corn in North Carolina for 1973-74 of 78.0 bushels, is 258 percent of the 1937-46 average, whereas the comparable yield for Virginia of 80 bushels is 188 percent. 183/ However, both States are to be congratulated on their successful



Trophy won by Virginia in the Virginia-North Carolina Corn War, 1949-50

$$\frac{183}{1937-46 \text{ avg.}} \text{ N.C. } \frac{78.0 \text{ bu.}}{21.8} = 258\% \text{ Va. } \frac{80.0}{27.8} = 188\% \text{ SRS files.}$$

efforts to improve their agriculture including the yield of the crop which precipitated the famous Corn War.

Frank Parker, State Statistician for North Carolina had been an active participant in the Corn War, but accepted defeat in good grace. Characteristically he took advantage of the situation to do something thoughtful for someone else--at his instigation Governor Kerr Scott made C. E. Burkhead and E. M. Brooks, "Honorary Tarheels", for their roles in the interstate feud.

Frank Parker was a rugged, aggressive, gregarious, creative man, whose first love, next to his family, was the North Carolina State Farm Census. In this regard there is a story, perhaps apocrophal but certainly indicative of the man, that is told about him. Frank had fathered, nursed and fought for the State Farm Census in his state over many years, and never missed an opportunity to talk about it and to extoll its virtues. One day, according to the story, Frank was going along a rural road and came upon a small crowd around a country church. Attracted, as always, by a group of people, Frank stopped to inquire as to what was transpiring. It developed that a member of the community had died, everything was in readiness at the church for the funeral except that the minister had failed to show up. One of the group said, "Mr. Parker you are obviously an educated man, would you please conduct the services?" Frank said, no, he didn't feel that he could do that as he had not known the deceased, but he would be glad to say a few words about the State Farm Census.



Headquarters Support Troops, 1946. Back row, left to right: Kathleen Burke, Laura Verdier, Ann Swetman, Vera Chambers, Catherine Upton, Lucille McKeever, Frances Gray. Front row, left to right: Lellie McDaniel, Margaret Demanee, Ruth Dabbs, Emily Kendall, Ida Trowbridge, Sue Parker, Fay Curry. Luncheon for Mrs. Kendall on visit to Washington.

PRETEST OF 1950 CENSUS IN LOUISIANA

In May 1949, about a dozen people from Ag Estimates participated in testing procedures designed to be used in the up-coming Census. One of these was E. M. Brooks, who after helping put on a Census training session in Birmingham, Alabama, flew on to Vermilion County, Louisiana to assist in the training school, and with the pretest of the 1950 Census questionnaire and procedures. After the two day training school for Enumerators, he went out with one of them--a soft voiced, pleasant young Cajun, named Huey P. Vincent, to observe his work. Under the training plan the enumerator was not permitted to ask any questions of the Observer. If he didn't know, he was supposed to look up the answer in his Instruction Manual. Vincent got into something of a quandary when he came to a vacant house and he had forgotten what the instructions were for recording information concerning a vacant house. Since, under the pretest regulations, he couldn't ask the Observer, he thumbed through the training manual instructions backwards and forwards several times, but could not find anything about what to do with a vacant house. Finally he threw the Instructions in the back of the car and said, "Oh, well, I'll come back tonight and burn the damn house down!"

TRAVEL BY PLANE AND TRAIN

The airplane is a wonderful vehicle for getting around the country in jig-time, and the Washington staff was learning to use it effectively. On August 30, 1949, B. Ralph Stauber, Chief, Agricultural Price Division, Earl E. Houseman, Chief, Standards and Research Division, and E. M. Brooks, Chief of the Division of Special Farm Statistics flew to Raleigh, held a couple of conferences and flew back to Washington the same day. Leaving National Airport in Washington at 9:30 a.m. and getting back there at 10:41 that night.

Most of the staff had used plane service intermittently for years, but some really hated to give up traveling by train. To such railroad buffs there was nothing quite like getting on one of the elegant stream-lined trains of that day, eating a sumptuous meal in the dining car, then relaxing in the luxurious lounge car and watching the ever changing, fascinating, and beautiful countryside roll by. As night came on and the scenery could no longer be seen, there were always interesting people to chat with, and occasionally a celebrity would be aboard. Arnold King told about sitting down in the Club Car of the Union Pacific out of Chicago beside a man, only to discover he was the movie star-- Clark Gable.

The Union Pacific was especially proud of its fast trains, and boastfully displayed, on a forty foot sign in its Chicago station, that it made the 1,048 mile run to Denver in 16 hours. A trip from Washington, D.C. to San Francisco took two days and three nights--a pleasure or a pain depending on the temperament and attitude of the traveler. A thing that annoyed most trans-continental travelers was that they had to unload in Chicago and change to another train. There were no through passenger trains in Chicago--a hog could go through Chicago on a train, but a man couldn't. A long trip by train provided an excellent opportunity to catch up on reading official memos and related material, but it

was impossible to do any effective writing because of the constant jerking and lurching of the train.

A trip one night on the Union Pacific out of Butte, Montana, enroute to Denver, was an experience to remember. The Lounge Car was of ancient vintage--a relic of the opulent days of railroading. Across the back was a canopied platform encircled by a heavy wrought iron fence of intricate design, topped by a shiny brass rail. Inside all was highly polished mahogany, gleaming, ornate, brass lamps, and burnished leather. Whoever created this elegant vehicle was a devotee of the Victorian era of baroque design and the gilded accouterments of conspicuous consumption. It was glamour personified. The grade was steep and the train crept slowly upward past "the glittering hill" with its thousands of lights blinking in the gathering darkness. The handful of fellow passengers were all men, bronzed-faced and rugged, dressed in the traditional garb of cattlemen on a trip to the city--dark suits, "western shirts" with 3 buttons on each cuff, string ties held together by a polished stone, a silver dollar, an Indian ornament, piece of topaz, or a gold nugget. Their narrow-legged pants, casually stuffed into low-cut boots, were held up by wide leather belts heavily embossed with floral designs, and secured by broad, silver, filigreed buckles. No pair of boots were identical, some brown, others black, and still others a combination of these colors interspersed with white leather. All were highheeled, pointed-toed, and ornately stitched in swirling designs. Astride each man's head was a large, cowboy hat. These picturesque chapeaus were of assorted styles--rolled or flat edges, high or pinched crowns--black, gray or brown--which were never taken off during the trip. These stern looking men may have been bankers or bakers, and may never have been on a horse, but the impression they exuded was that of cattlemen just off the ranch.

Then there was the time when two lone passengers spent all day in a Club Car winding slowly across Arkansas. It was Thanksgiving Day and railroad tradition called for something extra special in the way of sustenance for lounge car occupants. The Chef rose to the occasion with a mighty effort despite the paucity of patrons, and spread out a most elaborate, tastefully arrayed buffet. It was beautiful to look at, and impossible to consume. The two lonesome passengers ate until their eyes bulged, but made hardly a dent in the enormous cornucopia of plenty.

On another occasion on the Portland Rose an attractive, blond haired, girl of college age entered and seated herself in the Club Car. She was stylishly dressed in a travel outfit that was obviously expensive. After getting settled in her chair she opened a handbag and fished out--of all things--a sack of Bull Durham smoking tobacco, and a pad of cigarette papers. She then proceeded, with the expertese of a ranch foreman, to roll herself a cigarette. Naturally this performance attracted the eyes of all, and when she had lighted up, taken a deep drag and exhaled it slowly through her nose and mouth, the man seated across the aisle, blurted out, "Now where did you learn to do that?" The girl, with an easy smile, replied, "From my father, he has always rolled his own, and taught me how to do it, now I have learned to like them better than the commercial brands." She then turned attention away from herself by asking her questioner, "What is the story of that unusual tie clasp you are wearing?" He laughed, "That is a piece of quartz with streaks of gold ore in it. I spent

several thousand dollars to learn that it was an exhausted vein. This nugget is all I have to show for my investment."

Plane travel has never seemed glamorous and rarely interesting to many travelers--to them it seems like riding a bus through a tunnel--nothing to see nor do. During a long wait at railroad stations one could usually walk uptown, go to a library or museum, but not at an airport as they were always miles from anywhere with nothing to do but listen to the roar of planes taking off or arriving, reading a paper endlessly, or nursing a concoction from the bar.

In the early days when flying was still considered by many people contrary to nature--sort of flying in the face of Providence--most people, including Brooks, were quite apprehensive when boarding a plane. As the plane was about to take off it was interesting to look around at fellow passengers, some with their heads buried deep in a magazine, others of the "white-knuckle" type obviously in anguish, and a few who tried to show their nonchalance by forced laughter and animated chatter. Some disturbed passengers probably could have benefited, and calmed their nerves, with the philosophy expressed by Mark Twain's mother when informed that her young son had almost drowned in the Mississippi River, "Boys that are born to be hung are safe in the water."

The old "prop" planes, even the four-motor jobs, usually gave a bumpy ride, and occasionally a real pitch and buck performance. On a clear July day in 1957 Brooks was flying with Wally Wallrabenstein to Little Rock, Arkansas, to conduct a Regional Training School when all of a sudden, with no warning at all, the plane dropped sharply--Wally guessed 500 feet--shaking up the passengers and throwing loose articles around, then leveled off and proceeded smoothly. The worst of such incidents was on a trip back to Washington from Florida on May 17, 1963, when the four-motor plane began to roll and pitch violently and kept it up for what seemed an eternity before calming down. The flight map in Orlando had indicated a storm area over North Carolina, and it couldn't have been more right. But these and a few others, were isolated incidents in more than 200,000 miles of comfortable flying. The coming of the jet made plane travel much more pleasant, but still even less to see from 35,000 feet. There are two things, though, that we hope we never have to do--one is to jump out of an airplane, either with or without a parachute, and the other is to be worked on by a left-handed dentist.

SEMINARS ON U.S. AGRICULTURAL POLICIES AND PROGRAMS

That fall of 1949 a number of employees were "invited" by O. V. Wells, Chief, BAE, to participate in a 15 week series of seminars on U.S. Agricultural Policies and Programs. This "invitation" was extended by Nellie Jerman, the Chief's attractive and always friendly secretary, who made it clear that it was not a "must" invitation as the enrollees would be required to pay the \$18 fee. However, it was basically the same type of "invitation" as that said to have been sent by a Commandant of the Coast Guard Academy for his annual reception which reportedly read: "you are invited to attend, and will attend, a reception..." Actually, it was an enjoyable series as some top flight people such as Secretary Charles F. Brannon, Edwin G. Nourse, Brookings Institution, Dr. John

D. Black of Harvard, and O. V. Wells discussed agricultural problems of that period. There were some 25 men in the class and one woman that worked for the Foreign Agricultural Service. One evening the lecturer was a ranking official of the Department and he explained how the Secretary's program was presented to the Congress. Our lady classmate, Doris Rafler, the bright, spunky, attractive sister of the famous Washington hostess, Gwen Cafritz, asked the speaker whether he cleared his program with the American Farm Bureau Federation before submitting it to Congress. He replied hastily, "Oh, no, no, that was not considered necessary." Our gal persisted, "Did you get your program approved by Congress?" "No-o-o" he admitted. The roar of laughter drowned out any defense he might have made.

FARM HOUSING SURVEY

The next Enumerative Survey after those during the Corn War was the Housing Survey made in 1950 of 20,000 farms in 382 counties in 45 States designed to provide estimates of national farm housing needs. It was a new venture for the staff as the subject matter was unfamiliar, complex, and difficult to collect. Roy J. Burroughs, Chief, Farm Construction Section, BAE, worked closely with the Branch and provided the expert knowledge on housing that it lacked. A pre-test was made in North Carolina and in the Lower Valley of Texas. The purpose of the survey was to make an inventory of farm housing prior to providing loans for rehabilitation and construction. Because of the "closed season" on field surveys during the period March 15 to May 15, 1950, when the Federal Census was being taken in the field, the Housing Survey was started in the southern tier of warm weather states from New Jersey to California on February 20 and in the remaining States on May 15. Regional training schools were held in Raleigh, N.C.; New Orleans, La.; Lansing, Michigan; and Cheyenne, Wyoming. Following these training schools for state supervisors, similar training sessions for local interviewers were held in each state. Brooks attended all of the Regional Training Schools, and when the one in Cheyenne was over, he headed for Denver, but enroute stopped off at Colorado State College in Ft. Collins with Jack Hamblin, Chief of the BAE Personnel Division. They wanted to talk to Professor Raymond T. Burdick, Head of the Department of Agricultural Economics, about having his students take enough mathematics and statistics to qualify for appointments in the statistical service. At that time it required nine semester hours of math and statistics of which only six had to be statistics. Professor Burdick, however, became quite incensed. He was not, he declared, going to insist that his boys spend their time studying "calculus" just to satisfy needs of an agency of the Federal Government. Unfortunately this attitude was quite general, and the Crop Reporting Service had to spend years getting agricultural colleges to provide enough basic courses in statistics to enable it to hire their graduates. To meet the growing need for qualified people, a student trainee program was started under which agriculture students could work for the agency during their Junior and Senior years and the intervening summer vacations. They took the required math and statistics courses so that, upon graduation they could, if they wished, go to work for the Crop Reporting Service. This program is still in use and has provided many recruits, some of which are among outstanding staff members of the Crop Reporting Service.

After leaving Colorado, Brooks stopped off at the Statistical Laboratory in Ames, Iowa. Then, following a couple of days in the Des Moines office of Ag Estimates, he went up to Fargo, North Dakota and made a short field trip with the Assistant State Statistician, Leonard Orvold. Leonard had been in Patton's outfit in France during World War II and related an interesting incident that seemed characteristic of that tough, rough and ready General. Leonard's unit was moving up a road when they came to a short bridge on which a mine could be plainly seen lying on it. The column stopped while the Lieutenant debated what to do. Soon a long line of troops were backed up and after awhile an irate General Patton came roaring up demanding to know what was causing the stall. The Lieutenant motioned toward the land mine on the bridge. "Well, pick it up and carry it off of there," thundered the General. "Sir, is that an order?" asked the unhappy Lieutenant. "That's an order," Patton snapped. The Lieutenant went forward picked up the mine and very gingerly carried it a hundred feet off the road and laid it gently on the ground. And going with him all the way was General Patton. 184/

The Housing Survey enumerators in Southeastern states were asked to take a picture of each house inside their segments. These snapshots were put into an album and made a very interesting cross section sample of housing in rural areas in the South at that time. Unfortunately this album was destroyed later by a banjo playing, happy-go-lucky, clerk who did not appreciate its value. A similar photographic survey 25 years later in 1975 would have provided an interesting and perhaps instructive pictorial record of some of the changes in the South.

As usual a number of Ag Estimates staff members were serving on various committees planning the 1950 Census of Agriculture. On one occasion the Training Committee heard experiences of training experts from private industry who were brought in from all around the country as consultants. One of them was a man who was responsible for training clerks for Macy's Department Store in New York City. He said they had a large turnover in clerks and, therefore, conducted a continuous program for training new people. One of the main features of the training program was how to fill out a sales slip; therefore, in the course of a day's training, a girl would fill 100 or more sales slips, and she would be provided a basket to throw the slips into when she had finished with them. He said that every now and then some girl, who had been through the training, and was spending her first day on the sales floor, would look around and ask, "Where is the wastebasket to put the sales slips in?"

DR. SARLE AND OTHERS DEPART

Over the years the Crop Reporting Service has lost men periodically to other government agencies, international organizations, and to private industry. Invariably these have been men of exceptional ability like Nat Murray who went with Curtis, Clement & Co., in the early twenties and B. B. Hare of South Carolina who became a U.S. Congressman. The strongest magnet has always been

184/ Incident confirmed by Leonard Orvold in a letter of 2/27/76.

the foreign service. In earlier years of this century Victor Olmstead, former Chief, went to Cuba and the Philipines to help conduct the Census. Leon Estabrook, also a former head of the agency, went to Argentina for a couple of years and then to Rome to head up the World Census of Agriculture (1925-30), and traveled to "all civilized countries" to promote the Census. Paul Nyhus, at one time SIC for Wisconsin, (1923-26), served as attache in China in the late twenties. His letters reveal his keen insight into the deplorable conditions there and the probable consequences of allowing them to ferment. In early 1928 he wrote, "the dishonesty, insincerity and corruptness of their governmental machinery is something that they will have to change to ever set up a functioning government along western standards." 185/

In addition to such men who made permanent separations from Ag Estimates, there has been a steady stream of staff members who have served a few years abroad or made short tours to provide technical assistance. Glenn Ray, SIC, Ohio went to Argentina in 1930 on what he understood would be a three month assignment, got caught in the Depression budget squeeze and was kept there three years, a lonely batchelor.

Of the eighteen staffers who left and did not return during the years 1933-61, ten went into the Foreign Agricultural Service of the USDA, the State Department's Agency for International Development or to the UN and FAO; two men went to the Census Bureau; two others went elsewhere in the government service, and four into private industry. The list of eighteen names reads like an Honor Roll of outstanding citizens: Joe Orr, Jack Whitaker, Irvin Holmes, Arnold King, Joe Sales, Charlie Sarle, Ray Vickery, Bob Gastineaux, J. A. Becker, Z. R. Pettet, Jim Lankford, Carl Robinson, Bob Harris, Ross Packard, Tom Robinson, Jay Diamond, Charlie Gage and Asa Tuttle. Some like Jim Lankford became agricultural attaches, others like Joe Orr, (Director of the FAO Liaison Office with the UN in New York) and Tom Robinson (Executive Director of the World Food Program in Rome) achieved key roles in international organizations.

By 1950, there were many familiar faces missing from the 1946 staff of the Special Farm Statistics Division. Dr. Sarle and Kathleen Stewart were married and had left for a two year assignment in Turkey. Glenn Simpson had transferred to the Livestock Division, Catherine Senf was in graduate work, Tom Spivey had transferred to another Agency, Paul Pownall was in Maryland, and later would become the first Statistician-in-Charge of a statistical office in Alaska. Jim Koepper had transferred to Kentucky where he would soon become Statistician-in-Charge, and Tom Robinson was agricultural attache in Australia and would go on to a distinguished career as the top official of the World Food Board in Rome. In many respects, Tom Robinson was one of the most unusual and gifted men this Agency ever had on its staff. He had a very fast, precise, inquisitive, retentive mind; was very articulate; had a friendly disposition; and the lithe energy of a catamount. His departure was a great loss to the Agency. Glenn Simpson went on, of course, to become Secretary of the Crop Reporting Board; Director of the Field Operations Division; Chairman of the Crop Reporting Board and Deputy Administrator of the Statistical Reporting Service - an outstanding

185/ The Omnibus, October 1928, p. 3.

career. Catherine Senf had a highly scientific type of mind and was a very good statistician, but, because she was a female, the Agency never used her talents to the best advantage. She did excellent work in the Special Farm Statistics Division, but actually her abilities could have been better used in the Research and Development Branch, but that never came about. Catherine did not return after receiving a PhD degree, but worked in Thailand and elsewhere overseas, and for the Census Bureau. Men in charge of State Offices objected that they could not have an assistant that they couldn't sleep with on a field trip. They had a point in that often two people from a State office making a field trip together had to spend several nights away from home, and none were willing to take the risk of doing so with a female companion, (or at least their wives weren't!). The public reaction could have been quite serious, too, in those benighted days before Women's Lib had become a significant force. Travel from the Washington headquarters was a different matter as several men usually travelled to Regional Meetings together and stayed at large hotels, so having one female employee along raised no eyebrows.

Actually Ag Estimates in those days was a difficult place for a woman with professional ambitions. Ella Sue Minor, in the Cotton Section, received a Superior Service Award for her accomplishments, but never advanced to a management position despite her undoubted technical competence, a thorough knowledge of the agency's cotton estimates program, a solid background in cotton production in Georgia, and a distinguished brother elsewhere in the Department. A man with such a background and competence would almost certainly have moved up in the organizational structure. Marjorie Miller Armstrong fared somewhat better in the Price Branch where Ralph Stauber took an advanced view of the working woman. Even Stauber, however, could not save one of his employees, Herschel Hadley, who insisted on wearing a full beard. It was not the style at that time and seemed to carry onerous connotations--it just wouldn't do. Hadley certainly received no ultimatum, but the feeling that his beard was contrary to the image the agency wanted to create and was definitely frowned upon, no doubt was a factor in his decision to seek a more congenial locale elsewhere.

In that era minority groups in general were conspicuous by their absence, or rather would have been if anybody had thought or bothered, to look. This condition did not result, it would appear, from a conscious or deliberate agency policy, but rather was a reflection of the whole pattern of American life at that time. Certainly, so far as the rank and file Ag Estimates' official was concerned there was no overt discrimination, but neither was there a direct effort to locate and employ blacks, Jews, and other Americans of minority status. There seemed to be a plausible explanation for the lack of Jews on the professional staff. In this country Jews have not traditionally been farmers and consequently the number of young Jews that were farm raised, studied agriculture at a Lang-Grant College, and took the Civil Service examination to qualify for appointment as Jr. Agricultural Statisticians was infinitesimal. The same was true, to a degree, concerning blacks. Although a relatively larger number of blacks than Jews had farm backgrounds, those that majored in agriculture in college, and had the required courses in mathematics and statistics, were very few. For both Jews and blacks these supply limitations still hold today, and it requires vigorous efforts to acquire qualified "minority" candidates for employment as Agricultural Statisticians. Such considerations, however, did

not hold at all concerning clerical employees and others in support positions in the 1940's and '50's. An aggressive agency recruitment policy would undoubtedly have located any number of qualified minority support personnel, but this was not done during the period of this narrative, i.e. 1933 to 1961, although there were a few blacks on the Washington staff, and Mexican-Americans and Orientals in State Offices. 186/ In 1953, when the Cold Storage unit was transferred from the Production and Marketing Administration to Ag Estimates, and placed in the Special Farm Statistics Branch, it had a number of blacks as secretaries and clerical workers. They represented the first sizable group of blacks in the Agency and when it was made clear that in the Branch they were to be accepted simply as any other new staff members would be and were to participate in all Branch activities--social and otherwise--without any discrimination whatsoever, they were quickly and fully accepted, and rapport established with the entire staff even though some of the whites were from the Deep South. The Head of the Cold Storage unit was Jewish and he, too, established a happy working relationship, and has had an outstanding career in the Agency. After 1961 when a definite program, directed from the White House, was vigorously pursued, the de facto discrimination that had existed in the Federal government was eliminated, or at least significantly reduced.

Frequent mention has been made of Dr. Sarle as he was a vital and innovative factor in the growth and development of the Crop Reporting Service intermittently over many years. Shortly after taking over as head of the Iowa office in 1922, Sarle received a visit from Mr. Callander of which Sarle later said:

"We talked about several things, but then there was one thing that was really emphasized--it was my job to so conduct the office that we could sell our service to one H. A. Wallace who had frequently taken cracks at us in Wallaces Farmer. That was my first assignment. I didn't even call on Mr. Wallace for the first nine months, that is, until I had something worthwhile to offer him. I got off to a good start then, I hope I satisfied Mr. Callander on that point."

This procedure was typical of Sarle, he always did his "homework" before tackling a problem. He and Wallace became good friends, worked together on statistical problems, and Wallace became a strong supporter of the Crop Reporting Service. In 1929, Sarle won a Social Science Research Council award which enabled him to acquire a PhD degree from Columbia University.

Remarks have been made indicating that on occasion Sarle lashed out at what he considered asinine opposition "up with which he would not put", but these

186/ According to Ralph Stauber, Chief, Agricultural Price Statistics Branch, it was he, and an assistant Margie Miller Armstrong, who, in 1946 made the first positive and direct effort to locate and recruit a black woman, Mrs. Anita Brown, as a clerical employee.

turbulent flashes should not obscure the fact that he was a delightful person with whom to be associated. He was a brilliant conversationalist, had a fine sense of humor, was generous in praise of work of his subordinates, and appreciative of anything done for him. During a long career he touched, and enhanced, the lives of hundreds of people both here and abroad. He was always on the look-out for people who had "the spark". Everlastingly he tried to lift their horizons, make their lives fuller and more interesting, and broaden and deepen their education. One winter he had several of his staff, himself included, enrolled in a course in General Semantics taught by a Captain Saunders, who had spent twenty years on the Hill persuading Congressmen to the Navy's way of thinking. The course was an exciting, mind stretching, experience and the group learned something about the theory of "non-allness". Strangely enough, despite Sarle's brilliance and Ivy league PhD, he never learned to spell budget--it always came out "buget".

The idea that when Sarle was around, his staff "kept one foot in the stirrup", 187/ simply was not true. None of his employees ever were fearful that he might unleash his caustic tongue at them. There was one occasion early in his tenure as Chief of the Special Farm Statistics Division that might have been a near miss. In the fall of 1947 the New York Yankees and the Brooklyn Dodgers were engaged in a frenetic World Series. By October 6 each had won three games, all cliff-hangers, and now they were engaged in the seventh and final game of the Series. The entire nation, it seemed, was agog with excitement, and pulling for the boys from Flatbush to humble the mighty Yankees. "Casey at the Bat" was being re-enacted with all its thrills, drama, and eventual heartbreak. Contrary to custom, a portable radio was brought to the office and a group gathered around for the final showdown to see if the Brooklyn Dodgers could really win a series from their arch enemies. As excitement mounted, the group became rather noisy. Next door Dr. Sarle was deep into some problem and the din finally penetrated to him. He opened the door with dark clouds hovering over his scowling face. Someone called out, "Come on in, Dr. Sarle, this is a historic event, the Dodgers are beating the Yankees!" His face relaxed abit, he managed a strained smile, and went back to his beloved calculations. And the Dodgers went down to defeat.

Sarle was a chain-smoker--literally lighting one cigarette from the other. Using up two or three packs of cigarettes per day was not uncommon, and when working in Japan in 1949 he burned up five packs a day, 100 cigarettes!

He had such a dominating personality it didn't matter where he sat in a meeting, he was always at the head of the table.

When Brooks moved up to replace Dr. Sarle, as Director of the Special Farm Statistics Division in 1950, he screened all potential candidates to head the Enumerative Survey Section very carefully as he knew the difficulties inherent in the position and that a serious failure in handling a survey could end, or at least long delay, the hoped for development of a permanent program of enum-

187/ Turkish proverb, "He who tells the truth should have one foot in the stirrup", quoted by John W. Gardner in "How to Prevent Organizational Dry Rot".

erative surveys. Hedging a bit on some other positions was one thing, but not on the man to head enumerative surveys. In 1950 the choice was J. W. "Wally" Kirkbride, and when he was drafted in 1951 to work with J. Richard Grant as Asst. Clearance Officer, Ward Henderson was selected. Five years later when Ward left for California, Brooks tapped Bruce M. Graham. These were all men of character and ability with outstanding records in World War II, Kirkbride in the Army, Henderson in the Navy, and Graham in the submarine service. They went on to be top leaders in the Crop Reporting Service--Kirkbride as Director of the Survey and Data Division, Henderson as Statistician-in-Charge of the California Office, and Graham as Deputy Administrator of SRS and Chairman of the Crop Reporting Board. Their contributions to the expansion, development, and technical upgrading of the Service cannot be exaggerated. They had much in common but were different, too. Kirkbride had a mind that functioned with the smooth precision of a swiss watch. Henderson could sell Kosher pickles to an Arab. Graham's mind was an animated grabbag, into which he could reach at any time and pull out whatever he needed.

In the summer of 1950, the Division of Special Farm Statistics was faced with a reduction in its budget, there were no large scale enumerative surveys in prospect and, in a memo of August 26 to the new head of the organization, S. R. Newell, it was frankly admitted that the existence of the Special Farm Statistics Division was threatened, and reasons given why that shouldn't happen. In this extremity, Wally Kirkbride was loaned to the Census Bureau for a couple of months, and Catherine Senf departed for a year's leave without pay to do graduate work. The 1946 staff of eleven professional statisticians had been reduced to four--Brooks, Kirkbride, Wallrabenstein, and Mesick. The budget situation was so tight that nerves were taut. Actually, the fears were not justified as Sterling R. Newell, the new Director of Agricultural Statistics, fully appreciated the need for the Division of Special Farm Statistics 188/ and gave it his support. The thing that enabled the Division to hold together until later developments made it secure, was the inauguration of an extensive foreign technical assistance program in which the Division of Special Farm Statistics was assigned a major role and in which it was actively engaged for the next twenty years.

188/ After November 2, 1953, when the Secretary's Memorandum 1320, Supplement 4, established the AMS, the title "Division" was changed to "Branch". This was a cosmetic treatment that did not effect anything except the face of organizations throughout the Department. The switch in label was reportedly made to bring the Department's organizational phraseology into conformity with the standard and uniform Civil Service sequential format of: Department-Agency-Division-Branch-Section-Unit. The mis-alignment that had existed was said to have occurred when an effort was being made to up-grade the Department's grade and salary structure at the Branch level. By the simple expedient of switching the labels "Branch" and "Division", the upgrading was accomplished. Now in 1953, the labels were being reversed to conform to the traditional terminology.

POINT IV PROGRAM, EXPLOSION IN TECHNICAL ASSISTANCE ABROAD

In his inaugural speech, January 20, 1949--a cold, blustery day--President Truman listed four main points as objectives of his new administration:

1. *"--unfaltering support to the U.N. and related agencies*
2. *"--continue programs of world economic recovery*
3. *"--strengthen freedom-loving nations against aggression*
4. *"--embark on a bold new program for making the benefits of our scientific advances and industrial progress available for the improvement and growth of under-developed areas."*

The last item, the famous Point 4, was pushed vigorously after the President, on June 5, 1950, signed Public Law 535 entitled, "An Act for International Development". For the period 1949 to 1973 a total of more than 55 billion dollars (\$55,366,000,000) was used by the United States in economic development abroad, of which less than ten percent (\$4,890,773,000) was utilized for technical assistance, but still a considerable amount of money. 189/

The Department of Agriculture was soon heavily involved since it had so many of the skills needed by developing countries. As a consequence of this, by the fall of 1950, the Division of Special Farm Statistics was asked to assume responsibility for training foreign nationals who would be coming to the United States to obtain training in crop and livestock estimating methodology. This work was entered into with great enthusiasm.

The program envisioned first, consultation with foreign governments concerning agricultural statistical programs; second, selection of outstanding candidates; third, instruction of foreign trainees in the United States for about a year; fourth, operation periodically of regional training schools of about 6 weeks duration in various places outside the U.S.; and fifth, follow-through assistance and consultation of the trainees after they returned to their home countries.

These were all things that the Agency had done over the years on a periodic, intermittent, catch-as-catch-can basis, but now they were to be systematized and made into a formal, standardized program. With the help of Gertrude Drinker, Theo Vaughn, and Dr. Douglas Ensminger, Director of Extension, Education and Training of OFAR, a prospectus was drafted and sent around the world announcing the new training program in agricultural estimating methodology. Not long after that, "Doug" Ensminger left for India where he was to spend some twenty years as the distinguished head of the Ford Foundation's program in that country.

189/ Operations Report, June 30, 1973 AID, Washington, D.C.: Marshall Plan Period 1949-52, \$14.5 billion; Mutual Security Period, 1953-61, \$16.6 billion; Foreign Assistance Period 1967-73, \$24.4 billion.

One of the first groups was a team of economists from Europe who arrived in January, 1951, and asked a great many questions about this country, and, in trying to answer them, it was decided to put together what turned out to be a "Statistical Handbook of Agriculture of the USA". Another early group consisted of six economists from Great Britain and included Roger M. Dixey, Deputy Director of the Institute for Research in Agricultural Economics at Oxford University, and Ford Sturrock, Deputy to Head, Farm Economics Branch at Cambridge University, all active participants in the affairs of the International Association of Agricultural Economists. They were to be followed by many other groups and individuals. In the next twenty-five years Ag Estimates was to provide training in crop estimating methodology and survey procedures to hundreds of foreign trainees, provide technical consultation and support to Americans working overseas, and to send members of its staff on both long and short term assignments abroad, including Vietnam during its most difficult period. Yet, the international assistance program of Ag Estimates was, for almost all of this period, a fringe activity. At the outset the admonition was made that it was all right to use the foreign aid money, but "don't learn to live on it". Consequently no real staff was created to develop and implement a dynamic on-going program such as those of the ARS (Agricultural Research Service), the Extension Service and other agencies. Part of this low-keyed activity was, of course, due to the small number of statistical trainees each year. Allocated funds were absorbed and justified on the basis that certain staff members spent an assumed percentage of their time assisting foreign trainees and visitors. After 1953 when the AMS was organized two or three "catalytic agents" were designated to aid in drafting programs for trainees and guiding them into the proper areas of expertise.

When the SRS was established in 1961 all responsibility for even this minimum service was terminated and the two "catalytic agents", Fred Coffey and Elbert Schlotzhauer, were transferred to ERS (Economic Research Service) from whence they were to carry on as before making contacts within SRS as deemed desirable. This change in operating procedure was made, reportedly, in order to centralize all foreign affairs in Agricultural Economics under ERS Deputy Administrator, Dr. Sherman Johnson, in charge of Foreign Economics. This arrangement may have looked efficient on an organization chart, but in practice it functioned reasonably well only because the people involved made it do so.

Fortunately plans for the 1970 World Census of Agriculture brought about the establishment of an inter-agency committee with the following members representing their Departments or agency: P. E. Sukhatme, FAO, Rome; Charles Lawrence, Census Bureau; E. M. Brooks, SRS; and George Dawson AID (Agency for International Development). Under the auspices of this Committee a program combining census methodology and sample survey procedures was conducted in the Auditors Building at 14th and Independence Avenue, S.W. in Washington, D.C. with field practice sessions at Washington State and Pennsylvania State. Funds were provided by both FAO and AID with instructors from all four agencies participating.

Over the four-year period, 1968-71, some 169 trainees from 70 countries were enrolled in the twelve-month course. This program has continued, but with

reduced enrollment and with emphasis on sample surveys. 190/

THE COTTON BUST OF 1951

The year 1951 was a very important one in the story of agricultural estimates. In November, the Crop Reporting Board lowered its estimate of cotton production by about 7 percent from its October forecast, and the results had great consequences. The price of cotton jumped rapidly and the farmers who had picked and sold their cotton, thus missing out on the higher prices, blamed the Crop Reporting Service for their losses. Cotton producers complained to their Congressmen and their Congressmen complained to the Department. The result was that a Congressional Committee, chaired by the Honorable Thomas G. Abernathy of Mississippi, 191/ was appointed to investigate the Crop Reporting Service, its techniques and procedures. In the next few months Wells, Newell, Smith, Morgan, and in particular Burkhead, met four times with this Committee and explained to them what the Board did, how it was done, and why.

At the end of the investigation, the Committee submitted a report dated June 16, 1952 and in the letter of transmittal, the Chairman, Thomas G. Abernathy stated, in part:

"The subcommittee suggest herein a number of steps which it believes will improve the Board's operations --- Several of the recommendations made by the Subcommittee will take some additional appropriations and the Subcommittee hopes that the Bureau of Agricultural Economics will take cognizance of this in preparing its next budget and that it will receive the support of the members of Congress for those improvements which are deemed to be a good investment." 192/

This was a most happy ending to a long investigation. To have a Congressional Committee investigate a government agency for over a year, and then say that what it needs is more money, and hopes the agency will ask for it certainly must be an uncommon occurrence.

In retrospect, it is obvious that the cotton bust of 1951, painful as it was, especially to southern farmers, was actually a very fortuitous happening

190/ 56 trainees in 1968; 53 in 1969; 32 in 1970; 28 in 1971; 22 in 1972; and 17 in 1973. Census Bureau records.

191/ Other members were: George M. Grant, Ala.; E. C. Gathings, Ark.; John L. McMillan, S. C.; Carl Albert, Okla.; Clark W. Thompson, Texas; Paul C. Jones, Mo.; Harold A. Patten, Ariz.; Sid Simpson, Ill.; Ernest K. Bramblett, Calif.; and Page Belcher, Okla.

192/ "Report of Recommendations of a special subcommittee of the House of Representatives, Eighty-Second Congress, Second Session", G.P.O. Washington D. C. 1972.

so far as the Agency was concerned. Numerous times in discussing this incident with foreign visitors it was pointed out that if you are going to make an error in a statistical estimate, make a big one. Little errors just annoy people and don't do anything for you. But a big error attracts attention to your problems, and, if the situation is handled properly, will enable you to get money to improve your statistical service.

One of the things that the Congressional Committee had criticized the Agency for was the lack of a research staff, and therefore, \$100,000 was requested to get some research work started and a small staff installed. The research staff at the outset consisted of Walter Hendricks, Raymond Vickery, and Harold Huddleston. A Panel of Consultants was also appointed to advise the Agency concerning a research and development program. The members of this Advisory Committee were representative of both producers and consumers of statistics: Thomas K. Cowden, Michigan State University; F. F. Stephan, Princeton University; Earl O. Heady, Iowa State College; and George M. Kuznets, University of California. Their first meetings were held August 25 and 26, 1953, and have continued intermittently ever since although, of course, Committee membership has changed over the years. In addition, in the beginning, John Heimburger, Counsel for the Committee on Agriculture of the U.S. House of Representatives, Morris Hansen of the Census Bureau, and Peyton Stapp of the Office of Statistical Standards, Bureau of the Budget, were invited to participate and they attended some of the meetings. 193/ Events had been set in motion that would have long-range and sweeping impacts on the inter-related parts of the world of agricultural statistics. Again and again the truth of an old saying from Iran about the effect of interactions would be demonstrated: "A broken arm causes a pain in the neck."

MEET ROBERT S. OVERTON

Probably not many people would think of Bob Overton as a speech therapist, but on at least one occasion he was just that. In 1962 and for a long time previously Brooks had been having trouble speaking easily as his voice flopped around and was quite weak. He never knew when he started a conversation or a speech whether his voice would be strong or weak, go up, down or sideways. Very embarrassing. In January, 1962, he and Overton, at that time State Statistician for Colorado, were driving from Denver to Cheyenne in temperatures 25 degrees below zero and sinuses were protesting. Bob remarked he had found that a particular brand of cold tablets helped him more than anything. And he was right. A few of these tablets--ordinary drugstore cold pills--taken several days in advance of a speaking engagement will usually provide a voice that is clear enough for normal use.

Among homo sapiens, Robert S. Overton is a case apart. One would have to scrutinize his ancestry, early environment, and the impact of myriad swirling currents in his life to do an in-depth profile. No such study is attempted here, only a few observations based on the visible and known man. Tall, lank,

193/ "Statistical Reporter", No. 189, September, 1953, SRS files.

taut, his hard spare frame garbed in the colorful finery of a discriminating cowboy movie actor, he stood out in any crowd and made his prosaically attired colleagues look like ribbon clerks. His carefully selected, skillfully blended, colorful attire, on another man might have seemed out of place, but on him it appeared quite appropriate.

Overton followed a practice others might well adopt, that of sitting down at the close of business and reflecting awhile on the events of the day and of things to come. Years after that cold, wintry trip to Cheyenne, Overton, having scaled the career ladder from Tabulator Clerk, to Jr. Statistician, Assistant Statistician, Western Livestock Statistician, SIC in Colorado, and then Missouri, he was called to Washington by the Administrator, Dr. H. C. Trelogan, because, it was said, "Overton sees the Big Picture". The thing that probably will be remembered most about Overton is that he became convinced the agency had become a gerontocracy; that is, governed, or at least dominated, by old men and, as Assistant Administrator for Field Operations, he set about changing the pattern with more force than finesse.

A TRAINING CENTER FOR FOREIGN NATIONALS

In the beginning of the Foreign Training Project, each foreign participant was programmed individually, but as rapidly as possible group training was adopted which was considered much more effective as well as making more efficient use of available resources. Also, it was decided that a better training program could be accomplished away from the congestion, confusion, and distractions of Washington.

After careful consideration, Raleigh, North Carolina, was selected as it had all these facilities and favorable factors:

1. State Statistical Office
2. Land-Grant College
3. Statistical Laboratory
4. State Department of Agriculture
5. Diversified agriculture
6. Enumerative and objective yield surveys
7. Annual State Farm Census
8. Agencies of USDA, e.g., Production & Marketing Administration
9. Extension Service
10. Special Mail Surveys (using Farm Census lists)

Raleigh also had two outstanding advantages not included in the above rating system--it was close to Washington, 40 minutes or so by air, and the program had the unqualified support of the SIC, Mr. Frank Parker.

Keeping a statistical training center alive was a very difficult task. When the number of participants dropped to less than ten, the program was shifted to the University of Wisconsin where a small number of trainees could be blended into regular courses including one given by Dr. Walter Ebling the Statistician in Charge of the State office in Madison. Ebling had an out-

standing career as State Statistician for Wisconsin, Chairman of the "Committee on Agricultural Data Needs", of the American Farm Economics Association, and President of the American Agricultural History Association. He did a fine job making statistics available to Wisconsin farmers, and obtained the participation of children in rural schools in getting crop estimates questionnaires completed. His State Farm Census was considered to be well operated. He was the only State Stat, and the only other member of Ag Estimates of that period except the Director, S. R. Newell, to receive the USDA Distinguished Service Award. He liked foreign people and did much to help them. Madison, therefore, was an ideal facility for the training program except that Dr. Ebling tenaciously avoided teaching the methods and courses needed in making Enumerative and Objective Yield surveys, the procedures probably most useful to agricultural statisticians in developing countries, where surveys by mail are nearly impossible.



Foreign Trainees Visit California, 1952. Back row, left to right: Lu, Nien-Tsing, Taiwan; Saepardjono, Indonesia; Chang, Tsang-Han, Taiwan; A. Khadje-Nauni, Iran; A.M. Zikry, Egypt. Middle row, left to right: A.D. Izaguinee, Venezuela; S. Miric, Yugoslavia. Front row, left to right: El Mahdy Said, Egypt; Tao, Tai-Keng, Taiwan; George A. Scott, USDA; Clorinda Mesquita, Paraguay; Richard W. Young, Farm Credit Adm.; N. Novosel-Brncic, Yugoslavia.

Finally it was decided to arrange a training program with American University of Washington, D.C. This did not prosper because the number of trainees, always small, was further reduced, due in part, to the lack of support of some of the people in the Training Division in the Department who thought the participants should be in a Land-Grant College. Next the University of Maryland was tried and it had everything going for it except desire. The University enrollment had gotten so large it was not really interested in pushing a small project designed to train foreigners in statistical methods. The statistical training program eventually was combined with that of the Census Bureau, as mentioned earlier on, and continues on a modest scale as a joint operation.

The first group of trainees arrived in the fall of 1952 and was sent to Raleigh, N.C. They were, almost without exception, highly competent people, and with good basic experience, as their records of accomplishment in the years since then fully demonstrate. Apparently their sponsors in the home countries believed with Samuel Johnson "One must carry knowledge with him if he is to bring home knowledge." Their names, and that of their countries, indicate the broad geographical distribution of the members of this initial group.

The Great Suitcase Robbery

When the group training in Raleigh had finished their school year in June, they went on a tour of the United States. Before they had even left Washington, D.C. an incident occurred that was reported to Mr. Newell in this memo of May 11, 1953.

At 5:30 Saturday evening, May 2, we started a group of about 15 of our foreign trainees, under the leadership of C. H. Whitworth, on a 5-week trip to the West Coast and back. While waiting in the Union Station here in Washington for their train, the suitcase of Mr. Chaudhury of Pakistan was stolen. The loss was reported to the station police and a partial list of the contents of the suitcase was given to Captain W. A. Peal of the Washington Terminal Railroad police.

Upon arriving in Chicago Sunday morning, Mr. Whitworth called Captain Peal by long distance telephone, but was told there was no further information about the suitcase. Mr. Whitworth then wrote me a note concerning the incident which I received about 1 o'clock on Monday. I called Captain Peal and he said they had a record of the case and that a man was working on it, but he seemed to feel there was little hope of recovering the suitcase. I, too, felt that it was almost a hopeless case, but I proceeded to explain to the Captain the seriousness of this incident and what a grave matter it was for a guest of the United States Government to have his suitcase stolen, that it was a reflection on the United States, the fair city of Washington, and our police. To further impress upon him the importance which I attached to the unfortunate event, I told him that I had a bright and energetic young man, George Ferrell, whom I would be glad to loan to the Captain to assist in any "leg" work such as checking pawn shops, etc. This offer was, of course, declined with thanks. When I finished, the Captain agreed that it was a very

serious matter indeed and assured me that he would keep me advised of any developments.

About midnight that evening I was awakened by a telephone call from the Captain, who informed me that the thief had been captured with the suitcase intact in Trenton, New Jersey. This was indeed good news, but was dampened somewhat by the Captain's statement that we would have to bring Mr. Chaudhury back here at once to identify his property, so that the law could proceed against the man being held in Trenton. I demurred on this and the Captain agreed that he would look into the matter further on Tuesday to see if there was any alternative.

On Tuesday morning Captain Peal called me to say that he was sending a Lieutenant to Trenton to personally handle the case, but that it would be up to the United States attorney in Washington to decide whether it would be necessary for Mr. Chaudhury to return here to identify his property. After discussing the matter with you, I went to the Solicitor's office in the Department of Agriculture and talked to Mr. Forbes, who handles most legal matters for the Foreign Agricultural Service, but he said there was not much we could do inasmuch as the decision lay entirely in the hands of the United States attorney. I also talked to Mr. Cannon Hearne, head of the Extension, Education, and Training Division of Foreign Agricultural Service, and had him talk to Captain Peal as it seemed to me this was a matter that fell more logically in the province of the Foreign Agricultural Service than with me. However, because of my familiarity with the case Mr. Hearne asked me to continue working on it.

Later on Tuesday, the Captain called to say that the New Jersey authorities were going to hold the thief on other charges and that Mr. Chaudhury's suitcase was to be returned here. On Wednesday, Captain Peal had arranged for the suitcase itself to be held as evidence but for the entire contents of the suitcase to be turned over to us for transmitting to Mr. Chaudhury. I recalled then that another one of our trainees, Mr. Geckiner of Turkey, was flying to Los Angeles Thursday night to join the group, so I asked the Captain that, if he could possibly do so, to send Mr. Chaudhury's effect to us by not later than Thursday afternoon, and this was done.

When the police officer turned over the suitcase contents to me, I signed a receipt for them and placed them in an old suitcase of mine which I took to the Airport about 7 o'clock Thursday evening to turn over to Mr. Geckiner. Shortly after 7 o'clock Mr. Geckiner arrived but when he started to weigh in, he discovered that he had lost his ticket. A search of the airport limousine and his suitcase accomplished nothing, but a phone call to his landlady developed, after considerable search, that he had left his ticket in his quarters at 1837 R. Street, N.W. I took him there in my car, and eventually saw Mr. Geckiner off to California with both his, and Mr. Chaudhury's suitcases.

When I first learned on Monday that the suitcase was stolen the previous Saturday night, I thought that the chances of recovering it were practically nil, so when it was retrieved, I was

much interested in how it was accomplished, and Captain Peal has given me some of the details. It turned out that the thief was a white man 71 years of age, who was working at a tourist camp across the river in Virginia. It seems that he stole the suitcase at the Union Station around 5 o'clock Saturday evening, and took it to his room, but for two days did not even bother to open it. On Monday night he decided to take the stolen property to New York, but on the train he saw another suitcase which appealed to him, and he decided to steal it and get off at Trenton, New Jersey. This second suitcase belong to an Army Chaplain, a Catholic Priest on his way to Spain. The thief did not time his operation very well as the Chaplain discovered the loss of his bag and notified train officials, who promptly alerted police at the stations along the route, and when the thief got off at Trenton, he was promptly nabbed. The Trenton officials recognized Mr. Chaudhury's suitcase immediately as they had been alerted that very day to be on the lookout for it by Captain Peal in Washington. In addition to Mr. Chaudhury's suitcase and that of the Chaplain, it developed that the thief had in his possession two other suitcases which did not belong to him, one which was apparently stolen on the New Haven Line sometime ago.

It is uncertain as to what action will be taken in regard to the theft of Mr. Chaudhury's bag, but the culprit, of course, will be punished and it may be necessary for Mr. Chaudhury to appear in court against him when he (Chaudhury) returns from his trip in June. I assured Captain Peal that we would cooperate in every way possible.

It seems to me that this entire matter has been handled very well by the police and, therefore, I have written a letter of congratulation and commendation to the Manager of the Washington Terminal.

Foreigners Make You Laugh

More than twenty years close association with people representing a kaleidoscope of colors, creeds, and cultures was a tremendous educational experience, a solid pleasure, and convincing evidence that we are indeed "all God's Chilluns". They were all so different, but yet, all so much alike. Invariably the visitors from abroad were exceptionally bright people, serious minded, but with a highly developed sense of humor. After the first stage of reserve and timidity was past, they revealed a capacity for good, clean, fun that is as universal as thinning hair. When U. Than Aung, U. Aye Kyaw, U. Tha Mya, and U. Maung Maung Khin were here from Burma, the first three endlessly kidded Mr. Khin-- the only bachelor in the group. They claimed that the gentle, rather shy young man, had written a letter to his girl friend back home in Rangoon every day for three months only to learn that she had fallen in love with the postman!

It doesn't take foreign guests long to acquire a collection of jokes about Texas, and they loved to tell them. A favorite of El Mahdy Said of Egypt, was one in which a girl was introduced to a boy who was called "Tex". "Oh", she exclaimed, "you are from Texas." "No", he replied, "I am from Louisiana, but what man would want to be called Louise."

The English language is difficult to learn and because of the multiple uses of the same word it can be murderous for the recently arrived foreign visitor. R. Raul Villalobos of Mexico told of his confusing bout with the word "check." He mentioned to an American that he needed some cash and his friend said, "All right, you write out a check, and I will get it cashed for you." Then he added, "Let's go to lunch and we can stop at the bank on the way, but first I must check with my secretary to see if I have any prior commitments. As they waited for the elevator the American asked, "Have you noticed the checks in the ceiling." Mr. Villalobos looked up and saw that there were numerous small cracks in the ceiling plaster. His friend continued, "An additional storey was added to this part of the building and the extra stress and strain caused the plaster to check." At the restaurant an attractive girl in a maid's uniform asked, "May I check your hat?" And when he handed it to her, she held out a ticket bearing a number and said, "Here is your check." By this time, Mr. Villalobos was becoming disturbed about the exact meaning of the word "check" -- but more was to follow. As the waitress handed the somewhat dazed Mr. Villalobos a menu, the sharp edge accidentally grazed his hand causing a slight cut. The waitress was very sympathetic and told him that if he would wrap his finger with a paper napkin, it would check the flow of blood. Lunch finished, the American asked the waitress for the check, and then further confused his Latin American friend by saying, "Excuse me, but I think I will check this," and proceeded to re-add the cost of the various items. As they were leaving the restaurant the American spoke to a couple of women and he turned to his Mexican friend and commented, "The woman in the dress with the small black and white checks rides in my carpool." Back at the Department, they paused a moment before going their separate ways. Mr. Villalobos asked, "Is it correct that I am to be in Room 1453 at 9:30 tomorrow." And his friend replied, "Check." As the visitor went down the hall now thoroughly bewildered, he looked at his watch and thought to himself, "I guess I have just time enough before my engagement at the Embassy to go to my hotel and check out."

Foreign participants in the statistical program were encouraged to express their opinions frankly, especially in respect to all technical matters. Mr. Lu Nien-tsing, who came here in 1952 from Taiwan, said, with a bright smile, "When I left Taiwan, I wanted to improve our crop reporting service. Now, after spending months studying statistical techniques here, I want to improve the U.S. Crop Reporting Service." Mr. Lu said this in fun and to lead up to the question as to why we did not make the fullest possible use of the advanced techniques that were being taught to



U. Maung Maung Khin of Burma,
The Postman Rang Too Often.

foreign trainees. It was a good question, but was finally answered by implementation of the Expanded Statistical Program.

The active mind and pleasant personality of Eletherios Gritsopoulos of Greece made him a most welcome guest. He saw Greek influences everywhere in our architecture, literature, and even in the weather. "It is a Greek day," he would exclaim on especially bright and sunny days.

Mountaineers, from the Green Mountain Boys to Sergeant York, have a long tradition in this country as fearless fighters. Apparently this is a characteristic of mountain people the world over. At least a story told by Vladimir Frankovic of Yugoslavia would indicate that the people from the mountainous Montenegro area of his country are redoubtable warriors. According to Mr. Frankovic when war broke out two Yugoslavs from Montenegro were in the enemy's capital. They immediately went into hiding and, by secret message, asked Belgrade for instructions: "Shall we return home or attack from the rear."

Among the first groups to come to the United States to participate in the statistical program were five young men from Indonesia, Messrs Lubis, Jazir, Soedarwanto, Gandhi, and Soepardjono. While on a field trip to California they visited a studio where a movie was being made concerning Indonesia. When the visitors suggested that they be given roles they were told, "Our make-up man can make an Indonesian out of an American in ten minutes."

It was considered an important part of the participants' training, in addition to text books, lectures, and laboratory experiments, to take them on look-see trips to various agricultural areas. These were strenuous jaunts. Kept constantly on the go, with late hours, long wearing speeches, eating strange food--all geared to the boundless energy of Americans at each place visited. The foreign guests never complained although one weary group expressed mild wonderment as to why they were taken on a 100 mile car trip in Wyoming since "they hadn't seen anything over the second hill that they hadn't seen over the first hill."

A young Russian--not a trainee but an interpreter, told about two American GI's who were prisoners of war and being very roughly treated by one of the guards. Finally one of the GI's said to his companion, "I promise you that someday I will see to it that that man is hung." His friend responded, "You mean hanged, not hung, don't you?" "No," replied the irate prisoner, "I mean hung, hanging is too good for him."

Many of the visitors from abroad were economists and, of course, economists always have a finespun explanation for any phenomenon, although sometimes their reasoning is somewhat circuitous. It was, as we recall, Eric Snowden, a brilliant young Britisher, who recited the following, straight-faced, catechism on the "why" of England's economic development. 194/

Why England Developed Economically

1. England developed economically because it had such a large Navy.
2. It had such a large Navy because it had so many virile men.
3. It had so many virile men because it had so many beef eaters.
4. It had so many beef eaters because it had such succulent clover.
5. It had such succulent clover because it had so many bumble bees.
6. It had so many bumble bees because it had so few field mice.
7. It had so few field mice because it had so many tabby cats.
8. It had so many tabby cats because it had so many Old Maids.
9. It had so many Old Maids because it had such a large Navy.

Erling Hole (pronounced Ho-la), certainly was not a foreigner as he came to this country many years ago from Denmark, became an American citizen, and had a fine career as an economist in the U.S. Department of Agriculture. However, at the outset his English was something less than commanding, and he was astonished that he was given so many letters to answer. Naturally he tried to make them as brief as possible and reached an apogee in this respect when, reportedly, he wrote: "Dear Mr. Jones: The answer to the question in your letter of May 8 is 'No'. Very truly yours."

Such brevity was commendable and was reminiscent of the shortest sermon ever preached--given to a suffering congregation on a blistering hot day--- "If you think this is hot, just wait!"

PLANNING A RESEARCH PROGRAM

Following the establishment of the Panel of Consultants in 1953, there ensued a long period of discussion as to what should be done, whether to try to establish a small nationwide sample, a regional sample, or a big sample in a few States. The decision reached was to start with an interview survey in June, 1954 in 703 segments in 10 Southern States, followed by a December Survey in 325 tracts of the June segments, and to inaugurate objective yield surveys with a total of 800 samples of cotton, corn, wheat and soybeans. ^{195/} For this research program the Agency had about \$150,000. It was a good start for a program that was to revolutionize the techniques and procedures used in the Crop Reporting Service.

The plan, therefore, was to begin in the South on a Research basis, increase the samples in subsequent years to an operating level, while concurrently adding a new block of "Research" States in the Corn Belt. This step-by-step pattern of development would be continued until all 48 contiguous States were on a full operating scale.

^{195/} EMB memo 2/27/63, SRS files.

The basic program included:

1. Enumerative Survey in June to estimate acreage, livestock numbers, and farm employment and wages.
2. December Survey of a sub-sample of farms or parts of farms enumerated in the June Survey to estimate harvested acreages, livestock numbers, and acres of winter wheat planted.
3. Objective yield surveys as of May 1, June 1, and July 1 to estimate winter wheat yields per acre.
4. Objective yield surveys as of August 1, September 1, October 1 and November 1 to obtain yield per acre data on corn, cotton and soybeans.
5. Intermittent enumerative surveys to obtain data on various phases of the economy, for example, cost of cotton production, use of pesticides, and cost of expenditures on farms.

This basic program remained relatively unchanged for years although many details in sampling procedures and operating practices were made. The size of sample segments were reduced in regions where small and unproductive farms predominated. A procedure of clustering 4 segments or so to constrict travel and thus save travel costs was inaugurated. Rotation of segments was begun to reduce the number of visits made to the same farmer.

The building of lists of large farms, the so-called, Extreme Operators, was found necessary to reduce errors in the estimates.

The "City" or non-open country segments were reduced in size but the number increased. The sample was redrawn for the Western, Mountain, and range areas into four strata:

- a. Privately-owned irrigated land
- b. Privately-owned non-irrigated land
- c. Public land
- d. Indian Reservations

"Closed" segments were used to reduce "within county" variability between segments. The number of segments per county was reduced to two with corresponding increase in number of counties.

All these things were done to improve the accuracy of the final results. Many more changes and innovations would be made in the future as the acquisition of reliable data is a continuous process of trial and error, success and failure.

The pattern of Regional and State Training Schools and the use of State Supervisors, Supervisory Enumerators, and Enumerators is still followed.

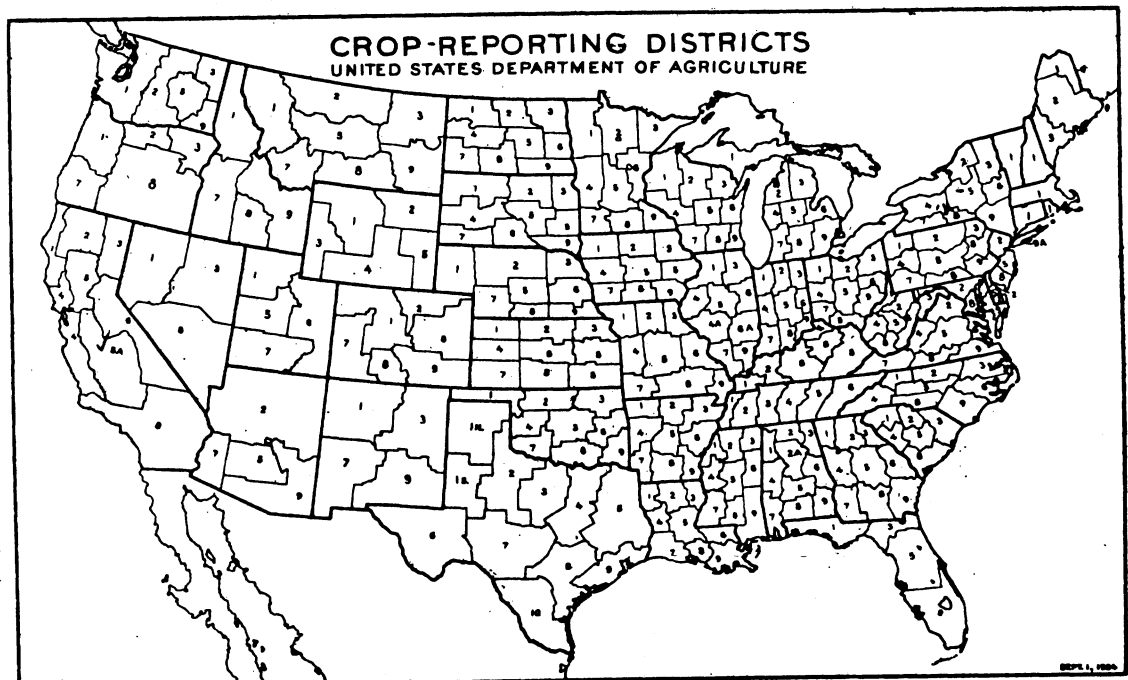
JUNE ENUMERATIVE SURVEYS BEGIN, 1954

In the Spring of 1954, a Regional Training School was held in Atlanta, Ga., for State Supervisors working on the June Survey, followed by State Training

Schools for Enumerators, one of them being in Ft. Worth, Texas. When on such field trips, advantage was always taken of any opportunity to look for pictures that would be suitable for the publication "Pictorial Agriculture - USA", that had been worked on in the Division intermittently for a year or so.

During a study period in the training session Brooks walked down to the offices of "The Cattleman" to see if the editor, Henry Beiderman, had any pictures of original Texas Longhorn cattle that he would make available for the proposed publication. As Brooks walked along the deserted street on a warm but pleasant spring day, he passed an old, battered, swinging-door saloon just as a tall, lean, lanky inebriate came out. To avoid banging into each other, they zigged and zagged a time or two, whereupon the fellow looked at Brooks with an inane grin on his face, and said, "What do you say, gang?"

Joining Ward Henderson in Oklahoma City, the two drove out to Clinton, and then into the Panhandle of Texas where the land near Perryton is so flat it seems, as you look around at the horizon, that the land rises gently in all directions, and that you are standing in a saucer. The questionnaire and procedures for enumeration of small towns were being pretested in that area. Often a town segment landed in a community with only a few farmers amidst a large non-farm population. The trick was to locate the farmers without knocking on every door. A "Skip" procedure was developed in which the interviewer would inquire at the first house whether any farm operators lived in houses down the street, then proceed as far along as he could, usually several houses, before inquiring again.



U.S. DEPARTMENT OF AGRICULTURE

NEG. 24-286-A AGRICULTURAL MARKETING SERVICE

Enumerative Survey Samples

The Master Sample was used as the "frame" from which the sample segments were drawn for use in the 1954 June Enumerative Survey. It was soon apparent, however, that some refinements were needed in order to obtain more dependable results. One difficulty was that the Master Sample segments were distributed proportional to the number of farms. This meant, of course, that an area, or District, of small farms would have many more sample segments than one of large farms. The situation in Kentucky illustrates the problem rather well. In the hilly and mountainous area of eastern Kentucky, (Crop Reporting District 6), there were many small subsistence type farms, whereas in the central part of the State in the famous Blue Grass region where farms were quite large and very productive, there were relatively few farms and therefore, a correspondingly few segments.

Three major criteria were studied to achieve a more satisfactory distribution of segments within a state including distribution proportional to the square root of: (1) value of products sold; (2) number of cattle and calves; and (3) cropland acres. An adopted number based on appraisal of (1), (2), and (3) was then made. Further study led to the adoption of a distribution by Crop Reporting Districts proportional to the square root of the value of products sold.

Another problem given much attention was whether to use "closed" segments, "open", segments or both. Originally only the "open" segments were used, that is, only those farms were included whose "headquarters" were inside a sample segment. The open segment approach was considered necessary if information, like farm employment, was to be obtained for the entire farm. But for crop acreages it was believed that more accurate data could be obtained by recording data only for the acreage of the farm inside the segments. Accordingly, a procedure was worked out for enumerators to delineate, on aerial photographs, the boundaries of each field inside the sample segments and record its acreage and the name of the crop. The sum of these acreages in all sample segments could be multiplied by the reciprocal of the sampling rate to obtain an unbiased estimate of the crop's acreage for the state and nation. A combination of the open and closed segments was used to obtain both crop data and information for the entire farm, such as population, employment, etc. Obviously this rather complicated procedure necessitated an intensive training program for Supervisors and Enumerators.

Counting Fields, Poles, and Bolls, Circa 1916

The Crop Reporting Service had long made boll counts on cotton; similar field observations on other crops; field and pole counts; and use of the "Crop Meter", 196/ to augment information obtained by mail surveys. According to Becker and Harlan:

196/ The name Crop Meter was suggested by Frank Parker's mother and was adopted over "Road Meter", "Frontage Meter", etc. Omnibus May 6, 1924, March 9, 1925, May 15, 1926.

"The first objective counts relating to acreage apparently were made about 1916 by B. B. Hare, Statistician for South Carolina. He began the practice of counting the number of fields of cotton, corn, and other important crops in his State from the train window. In the spring of 1921, his "field counts" showed only about one-half as large a reduction in cotton acreage as did other indications. Neither Mr. Hare's nor the Crop Reporting Board's confidence in this relatively untried kind of information was strong enough to give it much weight in preparing the June 25 estimate of cotton acreage in cultivation. The final ginnings, however, validated the indication of smaller acreage reduction and drew sharp attention to the possibilities of such means of estimating acreage. Following upon this experience, experimental counts of fields and telephone poles opposite fields were made during the early 1920's by Statisticians in other States." 197/

"Objective samples of growing crops for use as indications of probable yield derived from such factors as fruiting, stand, etc. are difficult to collect on a comprehensive scale. In 1925 Frank Parker of the North Carolina office submitted a plan for counting numbers of plants and bolls of cotton and making other objective measurements of the cotton crop." 198/

There were some people, notably Senator Thomas Heflin of Alabama who appeared to believe that counting cotton bolls was an impossibility. Mr. Gist, SIC, Alabama, --a man not to be tampered with-- took sharp issue with the Senator as related in the following excerpt from the Omnibus of October 26, 1925:

"Speaking of fighting back, an Alabama paper recently printed some comments by Senator Heflin ridiculing boll counts, in which the Senator said:

You might as well try to count the straws in a hay stack or the hairs on a dog as to estimate the number of bolls on the cotton stalks. And besides that no account has been taken in the estimates of cotton production of 5,000,000 abandoned acreage. I have wired Secretary Jardine at Washington a telegram in these words *****.

The same paper later printed the following rejoinder by Mr. Gist, who qualifies as a master of satire:

This columnist asked Figgers Gist what he had to say about the proposition that it is impractical to count the bolls on the stalks of cotton. Gist says that anything can be counted, and that anything that can be counted, measured, or weighed can be estimated. He says that he and his assistant and about 100 students of the vocational

197/ The count of poles was to provide a basis for estimating the size of the fields counted.

198/ "Developments in Crop and Livestock Reporting since 1920", by Joseph A. Becker and C. L. Harlan, AMS, Journal of Farm Economics Volume XXI, November 1939, No. 4.

schools in the state did count the bolls on 5,811 stalks in 184 fields in 24 counties, and found thereon 42,821 bolls of cotton, picked, unpicked, and mature. Of the total 22,478 had been picked, 13,642 were open but not picked, and 6,083 were mature but not open. These counts were made between the 10th and 20th of September. Anent this thing of whether a thing can be done or not, he says:

The bolls on cotton stalks have been counted; so have the straws in a hay stack, and so have the hairs on a dog. Men count the bacteria in water, milk, and blood, by the millions every day; men have even counted the stars; they have measured the distance from the earth to the moon; they have weighed the breath of a babe. And all these things may be estimated by samples at any time. About the only thing I know of which may not be estimated is the refusal of some men to believe what they do not want to believe. ----

Of course there are those who can not count the bolls on a stalk of cotton. Some have too much embonpoint, which would seriously interfere with the labor required to find and count up to 6,000. Others are long and lean and lank, and just naturally love to count as a hound loves to chase a rabbit. Some are afflicted with eyes to which a cotton boll seems about the size of a mustard seed, while others have eyes that see the truth and, seeing, believe. We have schools all over Alabama in which boys and girls are taught to count, and I have failed to find one over ten years of age who can not go into any field and count cotton bolls. If you find anybody who is unable to count bolls, you might recommend them to one of these schools. Anyone may enter, at any time."

Objective Yield Survey Program, 1954

The research and development program inaugurated in 1954 made it possible to give a great deal more attention to the possibility of determining yields per acre by weighing, measuring, or counting growth factors that are related to final yield.

Objective measurement surveys, like enumerative surveys are precision instruments that must be planned skillfully and carried out with greatest care. Quite often objective counts and measurements are made under boiling sun, drenching rain or freezing cold, therefore, the enumerator must be a person with great patience, dexterity, persistence, and integrity. Objective surveys like their counterpart, enumerative surveys, can be considered as having four parts, each of which, like the legs of a table, must be strong and stable. The first "leg" is the sample; the second, the questionnaire; the third, the field work; and the fourth, the analysis.

Sample procedures for objective yield surveys were usually quite simple. For cotton, corn, and soybean surveys, the subsample was drawn of fields enumerated in June with probabilities proportional to size. The enumerator was instructed to locate a specified corner of the sample field, walk along the edge a number of rows previously determined by random selection, and then walk

into the field a certain number of paces. He then carefully measured off a uniform size sampling unit and made the prescribed observations. Another such sampling unit was laid out 30 rows over and 30 paces deeper into the field. Each unit was precisely marked for return visits during the season.

For cotton a two row unit 10 feet long was laid out and marked with small stakes to which red plastic ribbons were attached so that the enumerator could return to this exact plot each month that the survey was made. A count was made of the number of cotton plants, the number of small bolls, large bolls, blooms, and squares, width between rows and similar factors considered significant in the final yield of the crop. Another plot 30 rows over and 30 paces deeper into the same field was made and observations recorded.

In the case of corn, 15 foot units were marked off and counts made of the number of hills, stalks, and ears; also the length and circumference of ears, stage of maturity, etc. were recorded. Just before harvest, the ears in the sample plot were picked, weighed, and two of them sent to the laboratory where the moisture content was determined. These data were used in an intricate forecasting or estimating "model" which turned out a yield per acre figure to which a sampling error could be attached. This indicated yield, however, reflected biological production, and not necessarily the quantity that got into the corn crib due to loss during the harvesting process. To measure such losses, the enumerator returned to the sample field after it had been harvested, laid out another plot equal in size to those used earlier and laboriously picked up every kernel of corn, or grain of wheat, or whisp of cotton, that was left on the stalks or lying on the ground when the farmer harvested his crop. This was tedious work and often done in cold weather or when fields were muddy or frozen. The post-harvest data were used to estimate the quantity lost in harvesting and was subtracted from the biological yield. For example, assume the pre-harvest survey showed a yield of 60 bushels of corn per acre and the post-harvest survey indicated harvesting losses at 1.5 bushel per acre. The net yield, therefore, would be 60 bushels minus 1.5 bushels or a net yield of 58.5 bushels per acre.

In addition to crops already mentioned, objective yield surveys were made on soybeans in 14 States, potatoes in Maine, Idaho, Wisconsin, Minnesota, North Dakota, Oregon, and Washington. Oranges in Florida, peaches, pears, lemons, grapes, and walnuts in California, filberts in Oregon, and tobacco in Kentucky. The list continued to expand as the years rolled on.

Much attention was given to the best method for selecting fields for objective yield surveys. The so-called route method, in which fields along an established route were sampled, had its appeal as it avoided searching out segments, time consuming interviews with farm operators, and visits to fields remote from the road. More fields can be visited faster and cheaper by the route method than by the segment approach.

Both methods were used in the fall of 1958 on the Illinois corn crop. Observations were made in 124 corn fields selected by a probability sample of segments in 24 counties, and in 270 corn fields on six routes, totaling about 3,000 miles, laid out along State highways in 90 of the 102 Illinois counties.

The route sample was proportional to the estimated acreage of corn per county. There appeared to be no significant difference in the results from the two methods of selecting a sample. 199/ The probability sample has the big advantage that confidence limits can be attached. Also acreages to be harvested for grain can be determined from month-to-month visits to the same fields, and observations on growth characteristics can be made that are useful in designing and improving the forecasting formula. The route method has the advantage of being faster and cheaper. As time went on, the route sample was largely abandoned in favor of the more scientific method of selecting fields from a probability sample of segments.

COLD STORAGE PROGRAM, 1953

As a result of the re-organization in 1953, the Cold Storage work was transferred to the Special Statistics Branch, and, through its Chief, Melvin Banks, much was learned about a whole new industry. Mel was told at the outset that it was hoped and expected that he would become the best-known Cold Storage statistics expert in the country. This actually did happen as Mel went to the annual meetings of the National Cold Storage Association every year, visited many, many plants around the country, and established and maintained excellent rapport with the industry. The transfer of the Cold Storage work to the Special Statistics Branch was suggested by J. Richard Grant, who, with much reason, feared that the failure to obtain adequate funds for enumerative surveys threatened the existence of the Branch in 1953 when so many changes were being made in connection with the re-organization.

MAINE POTATO SURVEY, 1955

An unusual survey was made in January, February, and March of 1955 in Aroostook County, Maine. The farmers there had put potatoes in storage the previous fall in a wet condition, and everybody was very much interested in knowing what the gradeout would be when the potatoes were taken out of storage. The problems were complex, the repercussions might be unpleasant, and no one wanted to take on such a project, but the Special Statistics Branch needed the business. Ward Henderson went up to Maine in January, drew a sample of potato storage facilities along the principal railroad track, and inaugurated a sample survey in which potatoes were graded as they came out of storage. Unfortunately for Ward, the temperature dropped down to 45 degrees below zero while he was there. At that same time, Secretary Benson came up to make a speech, and plans had been made to meet him at the train depot and drive him several miles to a meeting in an open sleigh. However, when the temperature dropped to 45 degrees below zero, the Arrangements Committee decided that would be no way to treat the Secretary of Agriculture, so instead they hitched a switch engine onto his railroad car and pulled it over to a small town near to where the meeting was to be held.

199/ Field Memo, SRS files.

The next month Wally Wallrabenstein went up to Maine for the second round of the survey and was subjected to an eighteen inch snowstorm. For the third and final survey in March, Brooks journeyed north and the weather was clear, dry and very delightful, although there were still snowdrifts 12 feet high along some of the roads.

MEET SERGEANT ALVIN YORK, 1955

In May, Brooks attended a Regional Training School for Supervisors in Memphis, Tennessee, and afterward went to Fentress County to assist the enumerator, Mr. Virgil Easley. Early on a Friday morning they started out in Easley's car to visit some of his sample segments that had caused some difficulty. In the Corn Belt where roads are laid out uniformly a mile apart in a grid pattern, it is usually easy to locate the boundaries of a segment. In contrast, in hilly and mountainous areas, like east Tennessee, where roads at that time twisted and turned every which way, it was sometimes almost impossible to define the outlines of a segment with precision and, on occasion, even with reasonable certitude. It was such indecisive situations that Mr. Easley wanted Brooks to appraise.

As they started down a steep, narrow, twisting dirt road into Wolf Valley Mr. Easley remarked jokingly that they could get down all right, but that if it rained they couldn't get out. All went well, however, and along in the afternoon they came out of the Valley on the far side and started driving along a ridge road. Mr. Easley asked Brooks if he remembered Sergeant York of World War I fame. He replied that he certainly did as York had always been a great hero to him. Mr. Easley said he knew the Sergeant very well and suggested that they stop by to see him as he lived a little further along the road.

Alvin C. York was drafted out of the mountains of eastern Tennessee in 1917 for military service in World War I. As a youth he had led a riotous life, but one night when returning home from a drunken evening with rowdy friends, he was smitten with religion and when, some years later, he was drafted, he was deeply opposed to war. An Army Captain out-quoted York on the Bible and convinced him it was all right to fight in a righteous war. During the Argonne offensive in France, York, single-handed, cleaned out a machine gun nest, then was attacked by 12 Germans who came at him flared out behind each other. York, using a trick he learned shooting wild turkeys in Tennessee, picked off the soldier furthest back so that the others would keep coming and not take cover and throw a hand grenade at him. The scheme worked and York methodically shot each of the 12 advancing soldiers. When the day was over, York, aided by seven "dough boys" picked up along the way, returned to the American lines with 132 prisoners. 200/

200/ "A Treasury of American Heritage", p. 382, American Heritage Pub. Co. N.Y., also see, "The Hero in America", by Dixon Wecter, Charles Scribner's Sons, N.Y. 1972.

As a youth York had lived in a mountain cabin, but now his home was a modern, attractive, substantial, two storey, white frame house. Easley and Brooks stopped in for a brief visit. Sergeant York had suffered a slight stroke which had crippled his legs, but otherwise he appeared hale, hearty and robust. He was sitting up in bed happily watching a TV program although there seemed to be more "snow" than picture. He greeted the visitors jovially and his huge paw seemed to encase theirs as he shook hands. He reminded one of the lovable old movie star, Wallace Berry. It was a memorable event to have met the man General Pershing reportedly labelled the greatest "civilian" soldier in the American Expeditionary Force and who was awarded the Congressional Medal.

Getting to the next location, Louisville, Kentucky, for a Monday morning conference illustrates some of the mixed travel arrangements occasionally necessitated by an irregular itinerary. On Saturday morning Mr. and Mrs. Easley drove Brooks to Oneida, Tennessee, a country store bus stop. From there a bus took him to Danville, Kentucky, where he spent the night. Sunday morning he made a deal with a young black man working for the hotel to drive him to Harrodsburg ten miles away, and that evening he caught a bus for Louisville. Such erratic travel patterns were not at all unusual for staff members traveling out of Washington on field assignments.

MR. MATSKEVICH OF RUSSIA COMES TO TOWN, 1955

The summer of 1955 was notable in that the Department of Agriculture entertained the Deputy Minister of Agriculture from the USSR, Mr. Vlatimer V. Matskevich who made a 20,000 mile tour of the United States. Brooks was on the Department Committee that planned his tour, and was Chairman of the Committee for the luncheon given by Secretary of Agriculture, Ezra Taft Benson on August 22 near the end of the tour.^{201/} Mr. Matskevich was accompanied by 11 of his staff including a Mr. A. V. Tulupnikov who was to be met again 15 years later at the Conference of the International Association of Agricultural Economists in Minsk in August, 1970. Members of the 1955 Soviet Delegation included:

Vladimir Vladimirovich Matskevich	Boris Vasilevich Savelev
Nikolai Mikhailovich Gureev	Aleksandr Aleksandrovich Ezhevski
Yuri Fedorovich Golubash	Aleksandr Vanovich Tulupnikov
Andrei Stepanovich Shevchenko	Petr Konstantinovich Babmindra
Petr Nikolaevich Svechnikov	Anatoli Maksimovich Sirotin
Mikolai Fedorovich Bogach	Boris Pavlovich Sokolov

John Strohm and Ray Christensen accompanied the group on the tour of the United States, and it appeared that the Russians wanted to see everything big, whether it was machinery, pigs, cows, or whatever. They seemed to have the idea that if a thing wasn't big, it wasn't good. This notion apparently subsided somewhat as they continued their tour and saw that, although much of our equipment was smaller than they expected, it was doing the job very well.

^{201/} Other Committee Members were: Gertrude Drinker, Glen Briggs, Frank Teuton, Everett L. Lommasson, and Barbara McCann.

Horace Davis, then U.S. Agricultural Attache in Moscow, said that he heard Mr. Matskevich tell several times after getting back home about an incident in Iowa. It seems that Matskevich was being driven along a country road, and he saw a young boy plowing a field with a tractor. Mr. Matskevich stopped the caravan and watched the boy perform. When the tractor got to the end of the field, the boy simply pushed a button, the plows came up out of the ground, the boy turned the power-driven steering wheel and the tractor turned around; he pushed a button again and the plows went back into the ground and away he went across the field. The fact that a boy of 14 or 15 could do this kind of work apparently amazed Mr. Matskevich, and he often told this story and always emphasized, "Now this is something I saw myself." As a result of their visit to the United States, the Russians reportedly redesigned their tractors and made them much smaller than those previously in use.

The job of Chairman of the Committee for the Secretary's luncheon turned out to be a real headache. Who was to be invited, and who was to sit where, was a matter of highest consideration. Also, the matter of what to serve. Someone on the Luncheon Committee suggested that a "Research Products Luncheon" be given where everything served would be an exotic item developed by the Department's research people at Beltsville and other Research Stations around the country. This seemed a good idea, and so arrangements were made to bring in watermelons from South Carolina, lettuce from California, and other items from wherever. The piece de resistance was to be a very special ham developed by the Animal and Poultry Research Branch. Accordingly, an appropriate number of "Beltsville" hams were obtained for the luncheon. Anyone who has been in operations very long is acutely aware that there is such a thing as failure. Therefore, Mr. Everett Lomasson, Head of the Department's cafeteria and member of the Luncheon Committee, was asked to have a backup for each item on the menu which read as follows:

Orange juice	Honey Fruit Spread
Baked Ham	Watermelon
Potato Salad	Milk
Green Peas with Mushrooms	Cheddar Cheese-Pickles
Stuffed Tomato in Lettuce Cup	Candy
Cornmeal Biscuits-Butter	

At last the great day arrived and the hams were put in the oven, but for some reason they would not cook up properly and various and frantic efforts were made to get them to cook the way they should. In desperation, Dr. Hazel Steiberling, head of the Department's Home Economics Administration, was called for, and she came over to the kitchen and tried to get the hams to behave properly, but to no avail. Finally the project was abandoned, but right alongside in the kitchen were the backup hams--good commercial hams--all ready to eat--and they were put on the table. Presumably, Mr. Matskevich never learned that he was not eating an exotic product of the Beltsville Research Laboratory. 202/

202/ For details on the Luncheon arrangements see: Memos of August 5 and 8, 1955 from Brooks to Cannon Hearn, Director, Foreign Training Division, FAS, Memo Sept. 27, 1955 to O. V. Wells, Administrator, AMS, from Edmund S. Pindleton Jr., assistant to the Assistant Secretary in Brooks Records, SRS files.

The luncheon for Mr. Matskevich was given in the Secretary's Conference Room and 41 people were seated in a series of organized clusters around the long, oval shaped table with Earl Butz, Assistant Secretary, serving as Master of Ceremonies. In each cluster an American was placed between two Russians on the outside of the circle, and opposite them on the inside of the circle was a Russian interpreter with an American at each elbow. Thus, each interpreter could take care of the conversation for two Russians and three Americans. The Americans at the table were, of course, top level people from the Secretary's Office, some Agency Administrators, and a few people who had a particular role in the arrangements for the Minister's visit. The Americans and the Russians all met in the Secretary's outer reception area, commonly referred to as the "Bird Cage," and at the exact time specified, the Americans were to latch onto a specific Russian and escort him to his place at the table. Each American was given detailed instructions as to how he was to proceed to get his Russian guest to the table, and provided with a diagram showing names of the people at the place he was to be seated. This carefully worked out plan did not operate with the precision expected. Apparently people accustomed to giving instructions sometimes have difficulty following instructions. Anyhow, everyone who was supposed to get to the table, got there, and seemed to enjoy himself.

The Soviet Embassy held a reception for Deputy-Minister Matskevich and his staff which was attended by Secretary of Agriculture Benson, Members of the Congress, numerous other dignitaries, the Press in volume, and some of the people who had worked on arrangements for the Minister's visit. It was an interesting affair in the elegant mansion built long ago by the railroad mogul, George Pullman, on 16th Street, that had been acquired by the Russians to serve as their Embassy. It was a fine place for a rich American in the Gay Nineties, but woefully inadequate as the Embassy of a major world power in the mid-Twentieth Century.

A sequel to his 1955 visit occurred in December, 1971, when Matskevich, by then promoted to Minister of Agriculture, accepted the invitation to visit this country extended by Secretary Hardin at the time of the 1970 Conference of the International Association of Agricultural Economists in Minsk. This time around Mr. Matskevich's concern was business--cattle buying, he said. The Russian Agricultural Attache, or Counsellor, as they call him, Mr. Victor Leshenko, who came to Washington in 1968 and replaced Mr. Pleshkoff in 1970, came to the Department feverishly searching for statistics on the U.S. cattle industry. He said only 20 percent of the Soviet cattle are beef type compared to 80 percent in this country. Their livestock experts, he claimed, had scoured the world and found that those in the United States suited the Soviet needs best--rugged animals that provide good beef. Mr. Leshenko was to travel with Mr. Matskevich in this country as advisor, and also as official interpreter--the latter assignment he did not relish. The next day a curious thing happened. Kay Patterson, editor of "Foreign Agriculture" called and said she had been looking for a picture of Matskevich and in her search called the Soviet Embassy and talked to Leshenko. She asked if he had a picture of Matskevich that she could use. He replied, "You have one in the Department." Kay said, "No, we don't. I've searched everywhere and can't find one." Mr. Leshenko replied, "Emerson Brooks has one, he showed it to me yesterday."

When Kay called she asked, "Do you really have a picture of Matskevich?" Brooks said, "I sure do, one of him sitting next to Earl Butz at lunch in 1955". Kay almost shouted, "You've got to be kidding". In no time at all she was in his office exclaiming over the "coup". She used the picture with an article she was writing for the December 13, 1971 issue of "Foreign Agriculture", but apparently the publication deadline prevented her from waiting to use the companion picture shown here that was taken at the 1971 luncheon.



TOP: Deputy Minister of Agriculture Matskevich, USSR and Assistant Secretary of Agriculture, USA at lunch in 1955. (Crop at brown marks)

BOTTOM: Minister of Agriculture Matskevich, USSR and Secretary of Agriculture Butz, USA at same spot in 1971.

In 1955 Earl Butz was Assistant Secretary of Agriculture and had served as Master of Ceremonies at the luncheon given for Deputy Minister of Agriculture Matskevich when he was here at that time. Now sixteen years later Butz, who just that week had been confirmed by the Senate as Secretary of Agriculture, and Matskevich who was now minister of Agriculture, were to be seated side by side for lunch at the same table as in 1955 thus presenting a re-take of the earlier situation and a chance for an unusual pair of pictures. 202A/

EXPENDITURE SURVEY 1955-56

That year, 1955, was notable in that a tremendously important and extremely difficult, farm expenditure survey was made throughout the country. The Expenditure Survey of 1955-56 was one of the watersheds in the growth of scientific methodology in the Crop and Livestock Reporting Service. When the proposal for the survey was made, Mr. Newell asked if we should try to take it on as he knew it would be a tremendous job, and that the Division had very few facilities for getting the job done. Neither the state nor Washington offices were staffed to plan and carry out such a tremendous project. The response to Newell was that actually there was no real choice in the matter because, if Ag Estimates did not undertake to carry out the survey, the Census Bureau would. If the Census Bureau made the survey, it would create a nationwide field staff which would enable them to inaugurate the annual sample census of agriculture they had so often proposed. With a sizeable field organization making sample surveys they would be in the current survey business in agriculture and it appeared probable that before long Ag Estimates would be absorbed by the Census Bureau.

Morris Hansen, a dynamo of energy at the Census Bureau, was still pushing hard to get the Census Bureau into the field of current agricultural statistics. Hansen had a quick mind, geared to a glib tongue, and unabashed aggressiveness--just the qualities anyone would like to have. He and William Hurwitz made a pair to conjure with. In some quarters of the Agriculture Department the term, "Hansen and Hurwitz" had become as synonymous and foreboding as the old familiar phrase "French and Indians".

The Expenditure Survey involved interviewing some 10,000 farm homes in 300

202A/ On September 24, 1976, in a talk before old friends and fellow economists in Washington, Secretary of Agriculture Butz stated that recently he had ridden in the cockpit of one of the executive planes on a trip to somewhere or other. Butz noticed that in landing the pilot dropped promptly onto the near end of the runway in an obvious effort to utilize the maximum length of the strip. Later when the Secretary mentioned this to the pilot, he grinned and replied, "You can't use the runway behind you!" Butz said that if he were a preacher he could prepare fifty sermons based on the philosophy inherent in that statement.

counties in the 48 states. ^{203/} Sixty percent of the sample farm operators were asked questions relating to farm production expenses and forty percent were asked questions pertaining to family living expenditures, so that the survey was really two surveys in one. The questions were many, varied and detailed. They included questions on expenses for supplies--farm tractors to shingle nails--and for household items ranging from stoves to spices. The average interviewing time was about two hours and ranged up to eight hours broken into a number of visits at the convenience of the respondent--usually housewives for the questionnaire on family living expenses.

The principle purpose of the Expenditure Survey was to obtain data for re-weighting prices used in the Parity Index. B. Ralph Stauber, Chief, Agricultural Price Branch, and as such the prime user of the survey results, explained the background, need, and procedures as follows:

"The term 'Parity Index', was a short name for the 'The Index of Prices Paid by Farmers for Goods and Services, Including Interest, Taxes, and Farm Wage Rates', used in the computation of 'Parity Prices' for farm products. A parity price of a farm product, it is to be remembered, is a price in the current market that will give a bushel of corn, a gallon of milk, or hundred pounds of beef cattle the same purchasing power for commodities bought by farmers as the same quantity of product had in the base period, generally the 5-year period 1910-14.

The Parity Index is the statistical device for measuring changes in the prices of commodities and services bought by farmers.

A cardinal principle of price index number construction is that the commodities included in the index should be those actually being bought and that the weights given to the various commodity prices should be proportionate to the expenditure pattern of the population (in this case farmers) to which the price index relates. Accordingly, in order that the Index might provide a dependable measure of prices paid by farmers it was essential that the commodities in the index and their weights should reflect the expenditure pattern of farmers.

The first part of the Twentieth Century was a period in which the industrial revolution was fast affecting agriculture. Horse and mule power was being replaced by gasoline power; the kind and size of farm equipment were adjusting to this change; kerosene lamps were being replaced by electricity. Radio, the telephone, and later TV entered the picture. Purchasing habits of farmers, as with other people, underwent far reaching changes. The purpose of the Expenditure Survey mentioned above was to get good data on the kind and quantities of goods and services being bought by farmers at about the mid-point of the Century.

The first Prices Paid Index was first developed about 1928, and to reflect farmers average purchasing patterns in the period 1920 to

^{203/} Actually there was obtained 6,715 usable Cost of Production schedules and 3,845 usable cost of Living schedules - see House Hearings p. 157 86th Congress First Session, 1959.

1925. By 1933 it was clear that weights representing the expenditure pattern of 1924-25 would be more realistic, so that the index was revised with weights based on that period. Interest on farm mortgage debt and taxes on farm real estate were added in 1935 as required by legislation. By 1950 it became clear that the purchasing pattern of 1924-29 could no longer be regarded as realistic. The commodity mix of farmers' purchases had changed. Commodities important in the earlier years had been replaced in whole or in part by others. Kerosene lamps were giving way to electric lights, horse collars and harness were being replaced by tractor related items, horses were giving way to tractors as a power source, so that as of January 1, 1950 the index was updated by introducing weights more representative of the new conditions--averages for the period 1937-41.

As time passed the commodity mix continued to change and these weights, too, became outdated. To reflect these changes a new revision was required, and to secure a solid set of data on the purchasing pattern, the Expenditure Survey of 1955 was conducted. By the time these data became available--during 1959-- the 1937-41 period was long past, and it was clear that the changes in farmers' purchasing patterns had been taking place on a more or less continuous basis. A careful study of price relationships strongly indicated that the new purchasing pattern had begun at least as early as 1952, and that the use of the 1937-41 weights after 1952 had introduced bias into the index as it had been computed. Accordingly it was determined that the weights derived from the 1955 Expenditure Survey should be introduced as of 1952 to eliminate at least some of the bias resulting from the obsolete 1937-41 weights.

No change in the level of the index resulted at the time of introducing the new weights, but as a result of the changed purchasing pattern, the revised index pursued a slightly lower course after 1952 than the unrevised index, so that by January, 1959, when the new index was announced and used as the official index, parity prices as computed by the new index were slightly lower than those computed by the old unrevised and upward biased index.

The revision caused some temporary unhappiness in some areas, but the unhappiness was short-lived. The experience underscored the importance, however, of updating the Index at frequent intervals so as to avoid the cumulative effect of long use of outdated weighing patterns on indexes used for important policy decisions." 204/

A series of Regional meetings was held in 1955-56 with State Supervisors and Assistant Supervisors for the purpose of training them in the intricate procedures of the Expenditure Survey. While attending the training school in Des Moines, Brooks walked down the hall for a courtesy visit with Sam Gilbert, State Agricultural Statistician. During the conversation, the subject of objective yield surveys came up. Sam said, "You know, Earl Houseman came through here recently and was sitting just where you are now. Earl asked me,

204/ Memo: Stauber to Brooks August 24, 1976. SRS files.

Sam, what are you going to do about the wide spread between your official corn yields and those the boys at the Ames Laboratory are getting with their objective yield surveys? Sam said to Brooks, "Do you know what I did?" Brooks replied, "Sam, what did you do?" Sam went on, "I just looked at him." Not knowing how to cope with that argument Brooks returned to the training school.

Snowbound in New Mexico

The last Regional meeting for the Expenditure Survey was in Salt Lake City. When it finished, Brooks decided to go down to New Mexico and help a new young statistician, Will Walther, conduct his training schools for enumerators. It was really a waste of time as it was soon obvious that Will Walther knew the program backwards and forwards, was an excellent trainer, and that he needed no help at all.

However, Walther did have one problem--indifferent grammar--as a result of attendance at that romanticized relic of another day, the one-room country school. This was quite a common failing among agricultural statisticians of that time as most had attended isolated country schools during their formative years before going to High School. Will was conscious of his grammatical flubs and worked on them so resolutely that he completely overcame them--a great accomplishment which enabled him to continue steadily up the ladder to top positions in the agency.

The training school in Tucumcari, New Mexico, started on Wednesday morning, and it also started snowing at the same time. The sessions ran for three days, and it snowed continuously throughout. When the group was ready to leave on Friday night, there was no way to get out of town, so they were snowbound in Tucumcari for 3 days with nothing to do, but shoot pool, struggle up and down the street to the drug store, which was an unusual drug store indeed as it was more a western museum than a pill dispensary. The druggist, a bazaar character, claimed to have 15,000 historical objects on exhibit in the drug store, and who could doubt it? The visitors' were lucky to have been marooned in a substantial place like Tucumcari as the storm was no joke. A story carried in the Tucumcari Daily News for February 5, 1956, dramatically illustrates the hardship and dangers inherent in such blizzards in the High Plains country.

BUS DRIVER'S HIKE SAVES 16 IN BLIZZARD

TUCUMCARI, N.M. - Feb. 5, 1956 - "Sixteen passengers were rescued today from a bus stranded in a blizzard after the heroic driver fought his way on foot through 12 miles of snow drifts.

Three New Mexico Highway Patrol cars crossed into Texas, following a path broken by a road grader bucking waist-high drifts, to save the 14 adults and two children stranded in the drift since 9 a.m. yesterday.

Bus driver John Herron, snowblind, frostbitten and nearly hysterical, fell exhausted only about 100 yards before reaching help at the little Texas-New Mexico town of Glenrio, New Mexico. He had strength enough to whistle--and his whistle was heard.

Three or four men came out and got me, Herron related from his hospital bed later. I told them about the bus.

It was about 11 p.m. last night, about 8 1/2 hours after he set out on foot from the stalled bus, that Herron staggered and stumbled to the edge of Glenrio. Not until 6 a.m. today did the Highway Patrol cars reach the bus--21 hours after it slipped into a roadside drift and stalled.

The passengers, all in good condition, believed their prayers for Herron may have helped.

I prayed all the time, said Mrs. Henrietta Roosevelt (of 12 Sunny Court) San Francisco, en route home after visiting in Beaumont, Texas. I prayed from the time we got stuck until we got here to the bus station this morning.

The passengers were without food during the 21 hours. They melted snow for drinking water."

TEMPEST IN CHICAGO, 1956

From Tucumcari Brooks hurried on to Chicago where Mr. Newell was holding an important meeting with statisticians from the Corn Belt states. It turned out to be a memorable meeting, but not all memories are the same as to what happened. There is agreement, however, that the Expanded Program came in for some rather sharp criticism during an afternoon session. This incident can be, and perhaps has been over-emphasized. Certainly it has been when the sequel to it, that occurred at the night session is omitted. It was a two-part incident, and most people seem to remember the more exciting afternoon happenings, and have forgotten the quieter night proceedings. Perhaps this is because their memories are faulty; they did not attend the night meeting, or simply missed its significance.

For the night session, Mr. Newell limited participation to the Stats-in-Charge and some of his staff from Washington. At the outset, Newell, standing in front of a table in the long, narrow, rather cramped room, said he understood some of the men had things they wanted to tell him and now was a good time for it. Not a man said a word--complete silence as Newell stood there quietly waiting. After what seemed a long time and nothing happened, Newell shrugged his shoulders and went on to other matters. When the night meeting--a routine affair--broke up and the group was trailing down the hall to their hotel rooms, Roy Bodin, SIC, Minnesota, caught up with Newell and said, "Bert, I want to congratulate you on the way you handled that situation--I thought you did it just right."

During the afternoon fracas, Bodin had concluded his criticism of the Expanded Program with the remark, "I don't want the baby to be thrown out with the bath water." That was really the crux of the matter - the "baby" - the State Farm Census, must not be thrown out.

Statisticians in charge of most state offices represented at the meeting were convinced, or at least deeply fearful, that the proposed Expanded Program was a direct and mortally dangerous threat to the life of the State Farm Census taken annually in most of these states. Any such threat, however small, struck genuine terror into the hearts of the Stats-in-Charge, and they were determined

to resist no matter what. Their dread of this statistical aberration was understandable, but ill founded, as subsequent events amply demonstrated. However, in 1956, in the Middle West, the State Farm Census was not merely the pride and joy of State Stats, but a Gibraltar of strength in their estimating procedures. The annual "complete" enumerations, which the Stats supervised, of all farms in the state provided a fix on crop acreages that reduced some of the estimating problems to near zero. On the regression charts for major crops a near one-to-one relationship was not uncommon, and a reviewer attempting to deviate from the traditional pattern was in for prolonged debate, and indeed, was hard put to find a justifiable basis for departure. The annual Farm Census in 14 States also provided useful indications on livestock numbers. It was a bastion of strength in determination of county estimates. It was an enviable, and practically inexhaustible, source of names for making mail surveys. It provided current weights for use on reported data by Crop Reporting Districts. To a beleaguered State Stat, striving to provide answers to a multitude of inquiries from his constituents, the annual census was an abiding refuge. Those State Stats so blessed were the envy of their less fortunate colleagues elsewhere. 205/

It is no wonder then, that these men were determined to resist any threat, or apparent threat, to their revered State Farm Census, and spoke out quite bluntly that winter afternoon in Chicago against an ominous new program sponsored by the Headquarters office. But why wasn't the insurgency immediately squelched in no uncertain terms? The answer seems to be that a hard nose, table thumping rebuttal simply was not Newell's way of handling an annoying situation. He did not fire back at his critics, and no one did it for him. If Charles F. Sarle had still been on the staff, the blood letting would have been ghastly. Sarle would have gotten up, and with his lightning fast mind and razor sharp tongue, would have carved the Corn Belt bulls into mini-steaks.

Instead, Newell let the recalcitrants speak their minds, then delayed comment until later on in a smaller meeting with Stats-in-Charge where an exchange of views might be accomplished in a less turbulent environment. Unfortunately, no real dialogue developed at the night session and no meeting of minds or enhanced rapport resulted.

205/ In 1949 Dr. Charles F. Sarle wrote a review (see ditto copy in SRS files) and appraisal of the "State Assessors Farm Censuses" in which he stated "Indiana was the first of the 14 States to have an annual Assessors' farm census program, initiating it in 1852, Kansas followed in 1873, Iowa in 1894, and Nebraska in 1897. North Dakota began in 1914. Five States--Wisconsin, North Carolina, South Dakota, Colorado, and Missouri--started their annual farm census work during the period 1917 to 1919. In Minnesota the State Farm Census was started in 1921 where it has been taken annually except for 1926, 1928, 1930 and 1932; Wyoming and West Virginia started in 1927 and Illinois in 1937. In 1949 the farm census program was re-established in North Carolina after a lapse of two years, and in Colorado State funds were appropriated which will place the farm census program on a much more satisfactory basis than in the past."

Ag Stats VS. Math Stats

Another big factor in the controversy, aside from the threat to the State Farm Census and to the prestige of state stats in general, was the gulf of mistrust and misunderstanding between the agricultural statisticians and the mathematical statisticians. Roy Bodin illustrated this very well when he told about walking with Walt Hendricks from the South Ag Building to 12th and Pennsylvania Avenue in Washington, D.C. and neither of them saying a word. Roy said he couldn't think of a thing they had in common to talk about.

Fault for the schism was not one-centered--parts of it lay at many doors. There was an aura of superiority associated with the mathematical statisticians that was clearly discernible and deeply resented by the agricultural statisticians. The young, bright, math-stats, their heads brimming with newly acquired knowledge, excited by the prospects they envisioned, anxious to impart their new-fangled ideas, and to gain acceptance of their plans, felt a degree of superiority to the rank and file statisticians, and made this known to subtle and sometimes not so subtle ways. Almost always, as Earl Houseman once said, they tended to talk down to their benighted associates. Often they disdained interest in the work-a-day problems of budgeting, training programs, field procedures, and other such boring, "trivial" operational matters.

Earl Houseman said he would never forget walking into the Stat Lab at Ames one day and encountering Arnold King and Walter Ebling in a discussion of a statistical problem. King was obviously in an agitated state trying to explain the technical situation to Ebling who patently had come to Arnold for enlightenment. Arnold quickly got Earl involved and left. Arnold, of course, was not a highly trained mathematical statistician and some of his agitation may have resulted from the plain fact that he did not himself know precisely the answer to the problem Ebling had raised. In any event, the net result was that the gulf between the Math-Stats and the Ag-Stats was widened a bit further. On one hand the impression grew that the Ag Stats were a bunch of loggerheads, and on the other, that the Math-Stats were an arrogant lot.

On another occasion at a Regional meeting, Ebling was expounding a proposal and to obtain the support that the blessing of Ag Estimates' lone Math-Stat, Walter Hendricks, would achieve, he called on Hendricks in open meeting for a statement. Caught by surprise, Hendricks popped up and said, "I think everybody should slice his own baloney." Hendricks had a delightful sense of humor and did not intend to be rude but simply took a witty way out of a situation in which he did not want to become involved.

Perhaps Bruce Kelly put the Math Stat-Ag Stat situation most succinctly. In 1960 he transferred from Florida to the Research Staff in Washington and Walter Hendricks took him to a meeting with Ag Stats from the field and the D.C. staff, where a long, confused discussion of sampling procedures and analytical methods was held. As they left the meeting, Walter asked Kelly what he thought of the session. Kelly replied, "I can cope with ignorance, but stupidity is impossible". Hendricks chuckled and asked, "May I quote you on that comment?" Kelly replied laconically, "Verbatim".

Rightly or wrongly statisticians have long been held in questionable repute. Shakespeare wrote 400 years ago: "Hold it as our statist do a baseness to write fair." 206/ And again, "I do believe statist thou, I'm none nor like to be." 207/

In more recent times some lesser person opined that "If all the statisticians in the world were laid end-to-end it would be a good thing." One night in Berlin, Germany in the Spring of 1946, General Hugh Hester, Chief, Food and Agriculture Division, Office of Military Government, had some of his staff for dinner in his billet. Included were: Lt. Colonel Stanley Andrews, Lt. Colonel John Lynn, Major Horace Davis, Captain Gwynne Garnett, John B. Canning, Ray Ioanes, Jay Diamond and E. M. Brooks. After a sumptuous repast the group repaired to the spacious library where the General soon launched into a prolonged lamentation concerning the vagaries of the statistical data, and reports on the desperate food and agricultural situation in the U.S. Zone of Occupation, that were given to him for decision making. As the General paced up and down, the men studied the intricate designs in the oriental carpet and the German titles of books that lined the room. Finally one of the civilians injected, "General, I guess right now you would agree with Desrali that there are three kinds of liars--plain liars, damn liars, and statisticians." Without breaking his stride General Hester retorted, "If I could just once get two statisticians to lie in the same direction, I would be satisfied!"

Arrogant Professors

Matters between the dissentious groups were not helped at all by the teaching methods of some of the statistical professors at training sessions such as those held at Ames during the summers of 1939 and 1940. The students were Stats-in-Charge of State Offices ordered there, sometimes against their will, to be instructed in modern statistical methodology. They were not dummies, but serious minded, competent men who had proven their ability in years of active service. They wanted to learn, but the charged atmosphere was not conducive to scholarly achievement. Perhaps the worst offender was Gerhard Tintner, statistical instructor, who actually yelled at his "thick-headed" learners. On one occasion he dressed down Julius Peters, Stat-in-Charge of the Maryland-Delaware office, unmercifully. Julius was a gentle soul, and did not fight back, but the performance was not forgotten and widened further the breach between Ag Stats and Math Stats.

New Methods Believed Too Costly Ever to be Used

Still another factor in the internecine strife was the feeling, running to deep conviction, that the new statistical concepts and data collection methods would never be of practical usefulness as the cost of implementing them would be prohibitive and Congress would never make adequate funds available for such

206/ Hamlet, Act 5, Scene 2, Line 33.

207/ Cymbeline, Act 2, Scene 4, Line 16.

a costly program. Then, too, it seemed futile to spend your time and money studying statistical methodology. John Scholl, who left Ag Estimates to go with the Foreign Agricultural Service, often told his carpool that, "Callander was always saying that a knowledge of advanced statistics was essential for promotion, but he hadn't seen it operate that way in practice". Among many of the agricultural statisticians, the proposed expanded program had too uncertain a future to be closely identified with - it was better to stand back and see how the thing flew before showing enthusiasm or a liking for it. A State Statistician in charge of a western state cautioned an assistant, who was being transferred to the Washington headquarters to, "Stay away from getting involved in that Enumerative Survey project." Given these adverse and hostile conditions, any new proposal would have been met with skepticism and one of the magnitude, complexity, and revolutionary nature, of the proposed expanded statistical program, would be certain to arouse strenuous resistance. In retrospect it seems probable that R. K. Smith in Washington and Walter Ebling in Wisconsin, because of their prestigious standing with fieldmen, could have helped more than they did to alleviate the fears of one side and the arrogance of the other, but both men were in the opposition. Then too, that most genial gentleman, Professor George Snedecor, Head of the Statistical Laboratory at Ames, might have worked harder to curb the narcissism of his bright young men. Some of his daily seminars with his staff members might have been devoted to furthering an understanding that the Ag Stats felt that some of their most important work and tools were threatened, as well as their long held position as "Mr. Big" in the statistical hierarchy. Also to bring out that both "Math Stats" and "Ag Stats" were suffering, to a degree, from what William James declared was the deepest principle in human nature "the craving to be appreciated." No doubt both sides could have benefited by a Dale Carnegie course on "How to Win Friends and Influence People".

Despite the above recitation of the currents of disagreement that were flowing between a handful of "advanced thinkers" and the mass of their rank and file colleagues, during a period of great change, and omens of change, the general day to day work climate was salubrious, and conducive to growth and progress. The Crop Reporting Service constituted a large and diverse family, and like any such family it had its differences and squabbles, but these were only a phase of its over-all life, and should be viewed in perspective.

A HOTEL MANAGER IS ASTOUNDED

The Regional Training School held at Atlanta in May, 1957, yielded an unexpected result. The manager of the Hotel Georgia was nearly overcome at having had a conference of 40 men in his hotel for nearly a week who were so well behaved. "...there were no broken bottles, smashed furniture or even a towel missing." Out of appreciation he would not charge for the conference room. His gesture was appreciated even though it meant no saving to the delegates themselves. The Ag Estimates men were not angels, but they weren't thieves, and were not destructive. Not a single complaint was made against these men during any of the dozens of conferences and training sessions conducted over many years in all parts of the country. Even the 15th Anniversary Premier of "Gone With the Wind" that was being celebrated with elan in Atlanta during the

Training School in May 1954, failed to excite the Ag Estimates crew out of their customary good behavior.

FOREIGN AFFAIRS, 1956

The Agricultural Marketing Service, established in 1953 with O. V. Wells as Administrator had some 7,000 full time employees in 19 Divisions, one of which was the Agricultural Estimates Division. 208/ As Chief of the Special Farm Statistics Branch, Brooks was assigned responsibility for planning and co-ordinating foreign programs for the new Service, and Manning Black was delegated to work on the program. Obviously no one man could possibly be sufficiently familiar with the detailed work of 19 Divisions to be able to plan a sensible program for several hundred foreign visitors each year, nor to give them instruction about the work. Accordingly, it was arranged with each Division Director to designate someone as his contact. When a program was to be planned or training given, Mr. Black would get in touch with the contact in the appropriate Division or Divisions and have him determine who in their Division should provide the service. The system worked very well as it brought specialized knowledge to bear on the program for each new participant.

Working with so many people from abroad stimulated a number of activities, one of which resulted in E. M. Brooks writing a book designed primarily to help foreign people gain a better understanding of this country and how it developed. It was titled "The Growth of A Nation--A Pictorial Review of the United States of America from Colonial Days to the Present". Many thousands of copies of a "paper" or "slick-back" edition of this book was distributed overseas by the U.S. Information Service, and the Agency for International Development in addition to the cloth-bound edition used domestically.

208/ On December 31, 1953 there were 6,821 full-time employees and 699 part-time employees in AMS. Office of Management and Finance, May 11, 1976.

LONG-RANGE PROGRAM PRESENTED, 1957

A Request From the Honorable Jamie L. Whitten, M.C.

The Program of enumerative and objective yield surveys that was started in 1954, the plans nurtured by the Research and Development staff, the recommendations by the Panel of Consultants, and the strong support for local data by a Committee appointed by the American Farm Economics Association and the National Association of Commissioners, Secretaries, and Directors of Agriculture had all combined to make the time ripe for the presentation of a positive long-range program for improvement of the Crop Reporting Service. In this connection, the Secretary of Agriculture, Ezra Taft Benson, received a letter from Jamie L. Whitten, Chairman of the House Subcommittee on Agricultural Appropriations, dated July 31, 1956, requesting "Recommendations for the immediate and long-range program for the development and improvement of the Agricultural Estimating work of the Department." The letter from Whitten to Benson follows:

HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIVES
Eight-fourth Congress
Washington, D.C.

July 31, 1956

Honorable Ezra Taft Benson
Secretary of Agriculture
Washington 25, D.C.

Dear Mr. Secretary:

A group representing the American Farm Economic Association and the National Association of Commissioners, Secretaries, and Directors of Agriculture recently brought to the attention of the members of the subcommittee on Agricultural Appropriations a report on the members of the Agricultural Estimates Division of the Agricultural Marketing Service. The report reviewed current services and included a number of specific recommendations for the further development of the service provided by that division. It points out the use farmers make of the reports in arriving at decisions on problems of production and of marketing the products of the farms. Emphasis was placed on the need for more detailed and more accurate information as a basis for many policy decisions at the state or local levels, as well as on the need for more detailed and more accurate information at the national level.

The subcommittee has been interested in the Crop and Livestock Estimating work of the Department for some time. From our observations over a period of years, we know that the reports of the Crop Reporting Board are basic to many activities and programs of the Department. We realize that in the development of research work on production and marketing, accurate information on production and prices, and trends in the pattern of farm production are necessary. We also are aware of the need for adequate basic facts on agriculture in the determination of national agricultural policy and the administration of the action programs of the Department.

For these reasons, the subcommittee would appreciate it very much if you have a careful appraisal made of the report by the Agricultural Data Committee of the American Farm Economic Association and a report submitted to this committee for discussion at our hearings next spring. We would like to know what steps the Department would recommend to offset the shortcomings of the service as reflected in the Farm Economic report. Also during the past three years, funds have been made available to the Agricultural Estimates Division for research into new and improved methods of Crop and Livestock Reporting. We should like to have a report on the accomplishments of this work to

July 31, 1956

date with such recommendations as may be appropriate for adapting the findings to the regular operating program. In brief, we would like to have a report that would cover the U.S.D.A.'s recommendations for the immediate and long-range program for the development and improvement of the Agricultural Estimating work of the Department.

Sincerely,

JAMIE L. WHITTEN, Chairman
Subcommittee on Agricultural
Appropriations

Report to Congress on Long-Range Program, 1957

Nor was Newell in a bereft condition to respond to the request. Early that Spring of 1956 he had appointed ten of his staff as a "Working Group" to study the agency's research and development problems, and in August they presented their report, "Development of Plans for Expansion of Research Into Operations." Irvin Holmes was Chairman of the Group which included Emmett B. Hannawald, W. Ward Henderson, John W. Kirkbride; Robert H. Moats, and Raymond E. Vickery from the Washington staff; and Donald D. Pittman, Colorado; Robert E. Straszheim, Indiana; George B. Strong, Texas; and Glenn A. Swanson, Michigan.

On December 6, Newell sent a copy of the Working Group's Report to each State Office with an accompanying memo marked "Administratively Confidential," requesting comments and suggestions "as we may want to include this report as an exhibit in the report to Congress." The report of the "Working Group" was an excellent review of the primary problems, and summation of the research program, and made sound recommendations, but it was too voluminous and detailed, and not in a form or style suitable for presentation to Congress. In addition to the Holmes's Report, there was available the Ebling Report of the American Agricultural Economics Association, and many other proposals, plans, projects, and research materials prepared over the years. The big problem was how to take this conglomeration of complex and often contradictory ideas, and crystallize it into a brief, but comprehensive long-range plan that would be read with understanding by a busy Congressman who had no background of knowledge or experience in the subject matter field. No committee, especially a ten-man committee could do that job. Newell cast about for help and decided to have Brooks assist him in preparing a report to Congressman Jamie Whitten. They worked together on this for weeks with little attention to anything else, including a brilliant new assistant in the Special Farm Statistics Branch, Bruce M. Graham, who had just transferred to headquarters from the Seattle office to be head of the Farm Employment Section. Brooks conferred with Branch Chiefs concerning particular points, especially B. Ralph Stauber in connection with details of Project B, "Expanded Agricultural Price Statistics," but always individually rather than as a group. Although this one-on-one approach raised personal doubts at the time, Newell was right. Group sessions could not accomplish a coordinated, compact report that carried a lot of clout. Brooks tried to visualize an overall format, hammer out the separate parts one at a time and then put them together. A section would be drafted, gone over with Newell, then back to doing it over, or sharpening it up. The end product was a brief, (15 page) condensed, but comprehensive statement entitled, "A Program for the Development of the Agricultural Estimating Service," that could stand on its own or be accompanied by the five voluminous Exhibits listed in the index of the Newell Report to Congress.

Since this Report became the "Blue Print" for development of the agency's activities it is reproduced here, sans Exhibits.

UNITED STATES DEPARTMENT OF AGRICULTURE

Agricultural Marketing Service

A PROGRAM FOR THE DEVELOPMENT OF THE

AGRICULTURAL ESTIMATING SERVICE

A Preliminary Report

Prepared For The Subcommittee on Agriculture Appropriations

House Appropriations Committee

Washington, D. C.

February 1957

UNITED STATES DEPARTMENT OF AGRICULTURE

Agricultural Marketing Service

A Program for the Development of the Agricultural Estimating Service

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A PROGRAM FOR THE DEVELOPMENT OF THE
AGRICULTURAL ESTIMATING SERVICE OF THE
AGRICULTURAL MARKETING SERVICE, USDA

I. DISCUSSION OF PROBLEM

A. INTRODUCTION

The Agricultural Estimates Division is responsible for the current collection, compilation, and analysis of a large volume of basic facts depicting in statistical form the current status of American agriculture. The information issued on a weekly, monthly, quarterly, or annual basis provides the basic facts needed by growers, dealers, handlers, processors, and all who may be concerned with any phase of the food and fiber industries in planning and carrying out programs for orderly production, processing, and distribution of farm products. The statistics are universally used and, in fact, are necessary for the establishment of agricultural policy at the local, state, and national levels. The historical series, many of which reach back for nearly a century, constitute the only continuous and comparable record of the progress of agriculture in the Nation. These forecasts and estimates of the Agricultural Estimates Division and its Crop Reporting Board will continue to provide the official records that will be cited and used to depict the relative position of agriculture in the national economy, and to measure the changes in the agricultural pattern and practices and the accomplishments of research in production and marketing.

Statistics that a generation ago were considered of serviceable accuracy on a geographical and subject-matter basis are no longer sufficient. This has been repeatedly demonstrated since the 1930's when the Department found that available statistics were not adequate for carrying out its responsibilities in administration of the acreage allotment and marketing quotas and the Federal Crop Insurance programs. The inadequacies were accentuated more recently with the passage of the Research and Marketing Act of 1946, the program for farm and home planning under the direction of the Extension Service, and the most recent legislation providing for the Soil Bank. Accompanying these developments has been a mounting and exacting demand from farm organizations, business concerns, and the general public for greater detail and accuracy in the agricultural facts provided. In every case where new agricultural programs have been inaugurated they have created a demand for additional agricultural statistics to guide future policy and aid in administration, and to measure the effectiveness or accomplishments of a particular program.

B. REPORT OF THE AGRICULTURAL DATA COMMITTEE

About two years ago the American Farm Economic Association recognized the need for immediate action to fulfill present-day needs for basic agricultural facts. That Association, accordingly, appointed a committee which included representatives of the colleges, universities, industry, and other important users of agricultural data, to make a study of the agricultural data needs of the Nation. This Agricultural Data Committee worked closely with a committee of the National Association of Commissioners, Secretaries, and Directors of Agriculture, and the Organization and Policy Committees of the

State Experiment Stations and the Agricultural Extension Services. All States joined in the study and the results of their investigations and their recommended solutions are reported in full in Exhibit A of this report. We concur generally with their conclusions and recommendations, however, their estimate of 4 1/2 million dollars as the probable cost of the program would necessarily depend upon conditions as the program developed and upon the projects included beyond those suggested by their report.

In summary, the report of the Agricultural Data Committee outlines a broad and progressive program for the development of agricultural statistics to meet the needs as found by their study. The Committee recognized that the program in its entirety would involve a very considerable expansion of the services and require several years for accomplishment. The principal recommendations, however, may be summarized in the following main categories. The Agricultural Estimates Division was requested to provide:

1. More complete coverage of agricultural data at the county or other local level.
2. Greater accuracy and refinements at the state and national levels.
3. More frequent reports and speedier release of such reports.
4. Additional subject-matter coverage in sufficient detail to serve local needs.

The Division itself has recognized the limitations of many of its series and the inadequacy of its coverage for many items mentioned by the Agricultural Data Committee. Some of the same inadequacies were pointed out by a Subcommittee of the House Agricultural Committee in its 1952 investigation of techniques and procedures used by the Agricultural Estimates Division. The Committee made very clear its concern over the fact that the Agricultural Estimates Division of the Department was not keeping abreast of the increasing demands for more comprehensive and reliable agricultural statistics.

C. RESULTS OF RESEARCH PROGRAM

In 1953 the Congress appropriated funds for experimental work, the object of which was to seek out new methods for improving the estimating and forecasting work of the Crop Reporting Board. Certain basic requirements were established by the Division in setting up the program.

1. The methods developed must be adapted to meeting the exacting time schedule necessary for providing a current reporting service to farmers.
2. The methods used must be adaptable to producing estimates at the state level as required by law.
3. The cost of operating the program should be as reasonable as possible commensurate with the degree of accuracy and the amount of detail required to adequately serve agriculture.

The first and probably the most difficult problem faced by the Agricultural Estimates Division is securing a truly representative sample upon which to base the estimates. Returns from voluntary correspondents to the

mail questionnaires have been and are at present the principal source of information upon which the estimates are based. Much dependence will have to be placed upon this source in the future, but the objectives and accuracy now being specified for many programs require the use of newer and improved sampling techniques that will correct or avoid the deficiencies of the present system.

A second major problem is the fact that the forecasts of crop production during the season are based very largely on the subjective appraisal of voluntary farmer crop correspondents. While the methods developed by the Crop Reporting Board for appraising the returns have been reasonably satisfactory, the demands for greater accuracy require the development of systematic ways of following the progress of the crops during the growing season by objective measurements of plant development. Particularly in seasons when crop prospects are subject to unusual or extreme weather conditions, such measurements should be helpful in predicting the probable production. First hand knowledge of the response of important yield characteristics permits a more objective means for evaluating and improving yield forecasts.

Recognizing these basic difficulties, the Division started on a series of experimental surveys in the 10 Southern States during the spring of 1954. An enumerative survey was made in June of a representative sample of some 700 agricultural areas, covering approximately 3,000 farms, in 100 counties of the 10-State area. Part-time enumerators obtained from the individual farmer a record of the crops planted, the numbers of livestock, and other factors relating to his own farm. This survey was repeated in June 1955 and again in 1956 when 13 additional States, mostly in the North Central area, were added.

To develop a basis for forecasting during the growing season, a sample of the farms covered in the June survey was selected and fields designated for objective yield determinations to be made later in the season. During 1954, 1955, and 1956, actual measurements of crops were made in these fields and the final estimates of production were obtained on those individual fields at the end of the season. The measurements during the season were then related to the final production. From this work some experimental formulas were developed that could be used during the growing season for forecasting probable outturn. The crops covered during the experimental period were corn, cotton, wheat, and soybeans.

While the experimental work on many of the problems is not complete and additional problems await study, the conclusions to date can be summarized in brief as follows:

1. The experimental program of enumeration of a representative sample of agricultural areas has demonstrated that this method is practical and can be adapted to meet the needs for operations.
2. The enumerative method can be integrated with the mail questionnaire technique and will mitigate the principal weaknesses inherent in the voluntary mail survey method.

3. The enumeration of a large sample of agricultural areas (15,000 segments of between 60,000 and 75,000 farms) will provide current estimates of the major crop acreages and of livestock items by states, regions, and for the United States.
4. The enumeration of a sample of the size visualized here would not provide reliable independent estimates of the minor or specialty crops nor of major crops or livestock numbers at the county level.
5. A sample of this size would provide reliable estimates of the change in numbers of farms, farms keeping livestock, and other types of farms. Such measures are not possible with the present methods. Current data on farm numbers constitutes one of the major deficiencies in the present service and one of the weaknesses in the present estimating methods as related to livestock and poultry numbers.
6. The collection of objective measures of plant development during the crop season on a large number of sample fields can be completed in time to be used in current monthly forecasts prior to harvest. This approach to crop forecasting is basically sound and practical once the fruit is formed. In addition, as our knowledge of crop and yield characteristics is increased, so it may be expected that additional refinements or improvements will result in the future.
7. These techniques can be extended to additional crops, but considerably more study is necessary to determine the significant measurable factors and to build up a series that can be utilized for forecasting purposes.

D. REPORT OF AGRICULTURAL ESTIMATES WORKING GROUP

A divisional working group, consisting of well-trained statisticians from the Washington office and the field, analyzed the research program and evaluated it in relationship to the over-all program of the Division. The group's report recommended a procedure for integrating the newer techniques into the regular operational program of the Division. The complete report of this task group is included as Exhibit C of this report. This task group recommended that the enumerative procedure be adopted as rapidly as the research results justify. It also recommended that additional emphasis be placed on monthly measurements of crop development in a representative sample of fields to be used as a basis for improving the crop forecasts during the season.

E. PROPOSED PROGRAM

1. Objective of This Program:

The ultimate objective of this program is to modernize the present agricultural reporting service to meet the needs of modern agriculture, and to establish a basic organization that can be readily adapted to future needs. Agriculture is a basic industry affecting the welfare of every individual and, therefore, the economy of the entire Nation. Modern industry is dependent upon reliable basic statistics for efficient operations.

2. Policy With Regard to Federal and State Responsibility for County Data

In considering the report and recommendations of the Agricultural Data Committee, which places major emphasis on the development of statistics at the county level, it seems desirable first to establish a definite policy with respect to the Department's position in developing such data. The following general policy is therefore recommended:

a. Federal Responsibility

- (1) The basic law under which the agricultural estimating service of the Department is conducted requires that estimates be prepared and published, by States, to provide a national report. It is therefore a definite responsibility of the Federal Government to assume the costs necessary for that purpose.
- (2) In all cases where the conduct of a national program requires the collection of data and preparation of official estimates by counties, or other local areas, the costs of providing such data should be borne by the Federal Government.

b. State Responsibility

Where the county or local area estimates, or additional state data, are solely or predominantly designed to be of benefit in serving the needs within a State, the State will bear the expense of such project. In the conduct of such State projects where the Federal and State estimating and reporting programs are joined together in a cooperative service, the Federal Statistician in Charge will participate to the extent of providing over-all direction and coordination of the integrated program, wherein the statistics collected under the Federal program will be available for such further analyses as will implement the State program. The Agricultural Marketing Service stands ready to enter into a cooperative agreement with any appropriate State agency to provide statistics on commodities of local interest on a State basis. In those cases where individual States have need for detailed basic statistics on any commodity not included in the national program and that is primarily of interest to the State, they may present a project to the Department for consideration under the provisions of the Research and Marketing Act. If the project is approved and funds are available, the Department will match on a 50-50 basis the funds necessary for carrying on the project on a continuing basis.

3. Steps for Development of Program

The development of the immediate and long-time program is visualized in four principal steps. In outlining these steps we have taken into consideration the findings and recommendations of the

Agricultural Data Committee of the American Farm Economic Association, the requests and recommendations made by the Advisory Committees of the Department, the requests made by the other agencies of government including Congress, and the analysis by the members of the staff of the Agricultural Estimates Division.

The first and the major step is in the nature of a capital outlay to bring the staff of the Division up to a level necessary to carry out a major addition to the program. This would cover the first two recommendations made by the Agricultural Data Committee for more local data and increased precision in state and national estimates. It would also correct many of the criticisms and effectuate many of the suggestions made by the Subcommittee of the House Agricultural Committee in its 1952 investigation of the service. This step is outlined in more detail in the next section under the heading "Project A" - "Structure for Providing Improved County, State, and National Data."

The second step would provide for the strengthening and improving the program of prices paid and prices received. The structure for carrying out this step would be integrated with the staff developed for the first step. It could, in fact, be considered as a part of the first step in that the proposed district enumerators would also carry a considerable part of the responsibility for operations of the acreage and livestock surveys. There are some gaps in the price data presently available, and there is great need for improving the sampling base and therefore the precision of the data provided. This step is outlined as Project B - "Expanded Agricultural Price Statistics."

The third step, outlined as Project C - "Speedier Release and Distribution of Reports", logically follows the first two steps in that the speedier release of information and providing interim surveys would involve more personnel for operations. The facilities for carrying out the field surveys would be necessary to provide the interim reports. The faster release of the data implies more analysis of the data in the States. If projects A and B are implemented first, the principal additional items of expense for project C would be a system of communications and possibly the expense of electronic computing facilities.

The fourth step - Project D, "Additional Data and Services Needed", provides for coordinating the efforts to obtain these additional data with the facilities developed under Projects A, B, and C. The exact methods and procedures for meeting these detailed needs can be developed more economically as the preceding projects are implemented. In the development of the over-all program it is particularly important that projects A and B be firmly established.

Section II, following, outlines in more detail the individual projects.

II. PROPOSED MAJOR PROJECTS

Project A - Structure for Providing Additional and Improved County, State, and National Data:

Object - To provide,

- a. Additional and improved estimates of acreage, yield, and production of major crops and livestock numbers by species at the county, state, and national levels that are necessary for the determination of local and national agricultural policy and to meet the needs for local data in the administration of national programs.
- b. Estimates of total cropland, changes in numbers of farms and farms keeping livestock, and farm employment, by States.
- c. A basic organization for carrying out future steps in the long-range development of agricultural estimates by strengthening the system of voluntary reporting and providing the necessary facilities for obtaining annual interview surveys at the state and national levels, and to conduct special surveys as required from time to time for special studies or investigations provided for in other agencies of the Department.

Need for the Service -

The studies of the Agricultural Data Committee have indicated a widespread need for more detailed basic statistics at the state and local levels by research workers and extension specialists in carrying out their responsibilities under the program of local farm planning and program projection at the local level. This is a national program implemented by special authorization and appropriations from Congress 2 years ago. In practically every State where this work has been undertaken the State Statistician's office has been called upon to provide detailed basic facts necessary to carry out the program. In only a few cases has the Statistician been able to provide the data requested. Various industries that are concerned with serving farmers, local banks, and farmers' cooperatives have expressed a need for statistics at the local level. The Department of Agriculture, in carrying out its responsibilities under the Acreage Allotment Program has an increasing need for more accurate state and county statistics in arriving at proper county acreage allotments. The Soil Bank Program has widened the need for county acreage and yield estimates as well as estimates of total cropland, acreage of forage crops, and changes in the number of farms. There is also a widespread need for reliable information on farm practices, the extent of mechanization, the use of fertilizer, and related data. The Agricultural Estimates Division, in carrying out its responsibility, is in need of facilities for more accurate determination of some of the basic

trends, as, for example, the change in the total number of farms and farms keeping livestock. Also needed are data to provide additional and improved statistics at county, state, and national levels concerning livestock numbers by kind, age groups, etc. The present organization is entirely inadequate to meet these requirements.

Forecasts of production during the growing season are important factors affecting the market for agricultural products. These projections are also used in determining policy and may affect the level of support prices for the market year. For these reasons it is of great importance that these forecasts be based upon the best and most comprehensive information it is possible to obtain at the time forecasts are made. It is, of course, recognized that it is not possible in the foreseeable future to predict with any degree of certainty the long-range effect of weather and other natural phenomena, but it has been shown by research in the Agricultural Estimates Division that certain physical factors that are measurable during the growth of the plant are indicative of the potential production. Such measurements taken at regular intervals furnish a means of determining the basic factors affecting production and thereby establishing the basis for improving the forecasts when employed on a broad scale.

Method of Procedure -

For its raw data the Division is dependent almost entirely upon the voluntary cooperation of farmers and other reporters who submit their questionnaires by mail. This is an economical method and one that has worked quite well over a period of years, but like all methods, it has some limitations. It is anticipated that this procedure would be strengthened by more intensive work on the reporting lists and supplemented with some new procedures and methods that have proven their dependability in other statistical agencies and by the research that has been carried on by the Division of Agricultural Estimates since 1954.

A sample covering some 60 to 75,000 farms, scientifically distributed to be representative of the 48 States, would be established to strengthen the basis for state and national estimates. This sample would be enumerated completely each spring to obtain acreage of crops planted and livestock numbers, and partially enumerated in the fall to obtain final acreage harvested, yields, and end-of-the-year livestock inventories. The large-scale mail inquiries presently carried on would be improved and continued as an integrated part of the enumerative surveys to add strength to the total information which would be necessary in order to arrive at more reliable estimates of crops and livestock by counties.

A series of objective crop measurements on a large sample of fields drawn to be representative of the crop in question would be carried on during the growing season and checked against final production at harvest time. These measurements would become the basis for the development of more objective forecasting formulas used in the program providing current information on production prospects.

The personnel of the Division, both technical and clerical, would need to be expanded substantially in each of the 42 field offices of the Division. Supervisory personnel would be added at the national headquarters to give over-all direction and technical assistance to the field operating staff. The added personnel would be used to develop the basis for and prepare the needed county statistics covering the major crop and livestock items. This strengthening of the basic staff would place the Division in position to implement subsequent phases of the long-time plan for the development of the services of the Agricultural Estimates Division.

Project B - Expanded Agricultural Price Statistics

Object - To strengthen Agricultural Price Statistics:

- a. By initiating a thoroughly modernized method of collecting data on prices received and prices paid by farmers to supplement and, to some extent, replace the existing system, which is based largely upon the use of a mailed questionnaire.
- b. By expanding coverage to include prices for important commodities for which price data are not available or for which existing data are inadequate.
- c. By providing more timely data by eliminating delays in the present operation.

Need for the Service -

The need for adequate and reliable statistics on agricultural prices is obvious since these prices provide the basic data for computing parity prices, the official indexes of Prices Received and Prices Paid by Farmers, for evaluating farm production, for computing gross and net farm income, and for many other purposes. The present program represents about the best balance and the maximum over-all coverage that can be attained with available resources, and the data provided by this program have provided important guides to policy and programs over the years. Nevertheless, there are several fairly serious deficiencies in the program, namely:

- a. The lack of general application of the modern statistical techniques of probability sampling and enumerative data collection in the field of price statistics.
- b. Delay in processing quarterly prices paid data.
- c. Serious gaps in the commodity and service fields for which price data are available.
- d. Weak spots respecting data for particular commodities.

The uses made of the data on prices received and prices paid by farmers affect so many important programs and policies that the improved techniques of probability sampling and enumerative data collection should be adopted to supplement, and in some cases to displace, the present system.

Present operations preclude the current use in the computation of the Parity Index of data collected quarterly from over half the States in the months of March, June, September, and December. Such data cannot be utilized until a month later, owing to limited data processing facilities. This delay should be eliminated by expanding the facilities for processing the available data. Several important groups of commodities are not covered by the current data collecting program. Forest products, which are a substantial source of income to farmers, should be brought into the data collection program. Prices paid for medical, dental, and hospital services, for repair and maintenance of heavy farm machinery, custom rates for combining, hay baling, corn picking, and prices paid for veterinary, recreational, and personal services are not covered by current price series, but comprise sizeable expenditures and should be included in the program as soon as possible.

Information concerning farm construction and the quantities of various kinds of materials used therein is very limited and should be supplemented by additional basic data. Prices paid at mail order houses are clearly sufficiently important to be covered by the price series.

Generally speaking, neither the data for prices paid nor for prices received are adequate for meeting the many demands for data applicable to areas smaller than a State. Here again is a need for far greater intensity in the program.

Method of Procedure -

The proposed plan contemplates the employment of a corps of price enumerators in each State, usually one enumerator to each price reporting district (there are generally 9 districts per State). These enumerators, operating under the guidance of the State Statistician, would make periodic contacts with dealers and merchants selected under a scientific sampling scheme to ascertain prices received by farmers and prices paid by farmers for the various commodities, and would base their reports to the fullest extent practicable upon documents of sale. Once the new program is in operation, the mechanism would be available to remedy the existing gaps in data and coverage consistent with available facilities.

Project C - Speedier Release and Distribution of Reports

Object -

- a. To speed up transmission of data from the State offices to Washington, data processing in Washington, and distribution of reports to farmers and the general public.
- b. To provide more frequent reports during critical periods on situations brought about by drouth, floods, freezes, and the like.

Needs for the Service -

Farmers submit their crop reports to the State Agricultural Statistician as of the first of the month and these form the basis for the Government's crop report released in Washington on the 10th of the month. Thus, there is at least a 10-day lag between the time the farmers make their report and the release of the government crop report in Washington. This time is now required for tabulation, analysis, and preparation of the reports, and transmittal time through the mails from crop reporters to State offices, and between State offices and Washington. Frequently conditions change drastically during this 10-day period because of freezes and other severe climatic changes and the government reports under present operating procedures cannot reflect these changes.

There is also a persistent demand of long standing that the Department release crop reports so that the first of the month estimates are in the hands of users in less than 10 days' time. The complaint is that in our modern world important decisions cannot be postponed as long as 10 days while the reports are being processed.

Method of Procedure -

It is proposed that certain data be transmitted to Washington from the State offices by telegraph in secret code. This could be done before the analysis of the data is completed in the State offices. Data processing in the Washington office might be expedited by modern electronic computing devices. Tests of such equipment indicate that considerable time might be saved by the use of these machines. As further tests are still being made, no recommendation is made now for the purchase of such equipment. But experience to date indicates that a great deal of attention must be given to mechanization in the near future.

Although the Washington and State offices issue a tremendous volume of information, prompt distribution is impeded by time required to prepare, reproduce, and mail the releases.

One difficulty is the delay in getting reports mailed to the public. This frequently takes as much as 10 days. Nearby field offices receive mailed material promptly, but delays of 2 days (more when release is made late in the week) are common for more distant offices. Reduction in transmittal time to distant State offices can be accomplished only through telegraphic means. Statistical data would be telegraphed following official release in Washington.

Delays in release of information after it is received in State offices can, in most cases, be overcome only by an increase in facilities and personnel. For example, the time involved in preparing copy for reproduction in field offices could be reduced through the use of typewriters that copy from teletype tape.

Facilities made available to speed up communications between Washington and the State offices would be important in emergency situations calling for more frequent reports than those regularly scheduled. In addition, the operational machinery proposed under Project A could be employed for on-the-spot surveys. Such surveys, combined with facilities for rapid communications would enable the State Statistician to appraise special situations as they arise and permit reports to be transmitted to Washington and released to the public with a minimum of delay.

Project D - Additional Data and Services Needed

Object -

To provide additional data needed at county, state, and national levels for a wide range of subject matter not now provided or provided with insufficient detail, accuracy, or timeliness.

Needs for the Service -

There is an ever-increasing demand from business groups, farm organizations, colleges, governmental agencies, and the general public for factual information on more items and in greater geographical and subject-matter detail. The stresses and strains of our modern complex economy require reliable data of a type not formerly considered essential. These demands occur in all aspects of the work of Agricultural Estimates Division. For example, in respect to fruits and vegetables, requests for greater scope include estimates of production by counties and smaller areas, utilization of production, estimates for small fruits and minor vegetables and most of all, a count of bearing tree numbers. The latter was given top priority by the Industry Advisory Group. For livestock and poultry additional details by kinds, weight classes, age groups, etc. are persistently requested. Special emphasis is placed on the need for data on weekly placements of nonbroiler chicks, quarterly or monthly data on sow farrowings, and cattle on feed in all States and for breeds of livestock. A multitude of detailed statistics are requested for a wide range of field crops, including seeds by varieties, stocks on and off farms, quality and utilization of production, storage facilities, and irrigated and nonirrigated acreages. The list of additional dairy products for which there is a pressing need is a long one. It includes such items as monthly estimates of production of evaporated whole milk, nonfat milk solids, per capita consumption, and an index of current month-to-month changes in sales of fluid milk products. There are numerous additional items for which repeated requests are made, such as number of farms, and number of farms producing specific crops or livestock, farm employment, by States, commodities held in cold storage for 30 days or more, and so on. Details concerning types of additional data needed are shown in Exhibit E of the Addenda to this report.

Method of Procedure -

It is proposed to undertake additional work as the basic organization is developed under Projects A, B, and C. The additional personnel provided under these projects will, after the new basic procedures

are established, permit readjustment of the entire program, and furthermore, some additional programs would be possible without expanded facilities. On the other hand, many of the additional services would require added facilities as, for example, the periodic inventories of fruit tree numbers, monthly employment on farms by States, varietal breakdowns on seed crops, and similar specialty crops. With the expanded organization it is believed that such surveys can be carried on much more efficiently than would be possible at the present time. To undertake any of these services without the basic organizations anticipated for carrying the first project would be much more costly than would be the case otherwise.

III. SUMMARY AND RECOMMENDATIONS

A. SUMMARY

It appears evident:

1. That the demands of farmers, farm organizations, colleges, State and Federal government agencies, business concerns, and the general public for more factual information on more subjects in greater detail and with improved accuracy represent a real need. That the dynamic complexities of our present day production and marketing problems require data of a quality and diversity not previously considered necessary. That statistics which long were considered serviceably accurate and adequate no longer suffice.
2. That the present staff, facilities, and procedures of the Agricultural Estimates Division are not adequate for current purposes and must be modernized if they are to meet the demands of the present and the needs of the future.
3. That a skillful blending of mail and interview surveys as outlined herein is necessary to obtain the twin goals of greater coverage and improved accuracy at the county, state, and national levels. That the research work of the past 3 years indicates the soundness of the procedures recommended for improving the agricultural estimating service.

B. RECOMMENDATIONS

In view of the above considerations, it is recommended that steps be taken as promptly as possible to implement the proposed program of expansion and improvement of basic statistical work of the Division of Agricultural Estimates.

SELLING THE PROGRAM

If the Long-Range Program was ever to be consummated, a number of groups had to be convinced that it was a realistic plan and not an impossible dream. These skeptics included the Budget Bureau, the Congress, and Department people including a large and influential portion of the Ag Estimates' staff. The first meeting was with Raymond T. Bowman, in the Executive Office of the President, who was the top official in the government when it came to determining what could, and could not, be done in the statistical field.

Meeting with Raymond T. Bowman, Head Statistical Standards

On January 18, 1957, O. V. Wells, Administrator of AMS; Omer Herrmann, Deputy Administrator, AMS; S. R. Newell, Director, Agricultural Estimates Division; and Emerson M. Brooks, Chief, Special Farm Statistics Branch, went to the Budget Bureau to present the Program. The following notes recorded right after this meeting indicates some of the discussion that took place.

"The meeting was held in the office of Mr. Raymond T. Bowman, Assistant Director of the Budget Bureau for Statistical Standards in the Old State, War, and Navy Building on January 18, 1957 from 2 to 4 p.m. Present were Mr. Bowman, Walter F. Ryan and Peyton Stapp, Assistants to Mr. Bowman; O. V. Wells, Omer Herrmann, S. R. Newell, and Emerson Brooks.

Mr. Wells said in effect 'We want to discuss a report to be submitted to Jamie Whitten. Herrmann, this is your show, go ahead.' Herrmann outlined the background briefly then turned the session over to Newell. He handed out copies of the short version and discussed its contents. At the close of Mr. Newell's remarks, I was asked to describe the operations of the proposed project, and I did so and made frequent comment concerning operation procedures throughout the two hour discussion.

Mr. Bowman seemed pleased with the proposal, but talk of asking for \$2 1/2 million more bothered him, especially since all agencies have been asked to withhold requests for additional funds. He seemed enamored with the idea of surveys to provide regional figures which would be used to "true-up" state and county figures. He seemed concerned that this new procedure would be added on top of the existing program with no elimination of mailed surveys. I told him I thought it quite likely that the June Acreage Survey by mail could in time be eliminated, but that the fall mail survey would be expanded to provide the basis for county estimates.

Mr. Wells thought we are still very definitely in the experimental stage so far as objective yields are concerned. 'A long way to go before being sure of what to measure and how to evaluate results.'

I explained how an estimate of acreage can be obtained from the sample itself. I said something like this: 'Theoretically what we did was to divide the U.S. into small segments having, on the average, the residences of five farm operators. We did this across the board, including cities, towns, rural areas, and open country. Next we drew

a sample of these segments, say 1 in 100. In the closed segment approach the enumerators visited each segment and accounted for the size of each field and the crop growing in it at the time of his visit. This procedure found, say, 30,000 acres of corn. It is then a simple matter to obtain an estimate of corn acreage in the universe merely by multiplying 30,000 by 100 to give an estimated 3,000,000 acres. It is such an estimate that we are told would have a sampling error of 5 or 6 percent. That is, at the one sigma level the estimate would, 2 times out of 3 fall within 3,150,000 acres and 2,850,000 acres. Later I illustrated how the twin goals of greater accuracy at all levels and more estimates at the county level could be achieved. I did this by assuming that 15,000 closed segments would give quite precise estimates at the national level, estimates of major crops in major states with a 6% sampling error at the state level. An improved estimate at the Crop Reporting District level which could be broken down to counties by expanded and improved mail surveys.

Mr. Wells seemed a little disturbed over the policy statement which says or implies that Federal responsibility ends at over-all supervision, except when county data are needed for Federal programs. As I understood it, he thought Congressmen might want to go further than that. Mr. Stapp was highly laudatory of work done since 1954. He mentioned especially the intelligent procedure of going into an area first for a Pretest, then on a Research basis, then semi-operational and finally with full scale operations. He (Stapp) thought that I might be unhappy if too large a sum was gotten the first year. I pointed out, however, that the money becomes available on July 1 and the main survey starts the following June thus giving us nearly a year to get "tooled up". To sum up:

Mr. Bowman and Mr. Ryan seemed pleased with the project.

Mr. Bowman was concerned about need for additional funds.

Mr. Bowman apparently considers it a long time program and that from now on every new project coming up from Agricultural Estimates will be reviewed from the standpoint of how it fits into this proposal.

Mr. Bowman apparently thinks we are on solid ground technically.

Mr. Bowman inclines to a system of Regional estimates to which state and county data would concur.

Mr. Wells happy to be pushing Budget Bureau rather than other way around. 'It has taken 20 years to get to this position', Mr. Wells said. Apparently he believes acreage estimates can be made by closed segment approach, is skeptical about livestock, especially in West, and thinks objective yield work is definitely still in experimental stage."

Report to Percival F. Brundage, Director of the Budget Bureau

A surprise request came from Percival F. Brundage, Director, Bureau of the Budget, Executive Office of the President, dated March 19, 1957. It was addressed to Secretary of Agriculture Benson and read as follows:

EXECUTIVE OFFICE OF THE PRESIDENT
Bureau of the Budget
Washington 25, D. C.

March 19, 1957

My dear Mr. Secretary:

We are requesting statements on long-range statistical programs from agencies of key importance to the Federal statistical system in order to aid the Bureau of the Budget in more systematic planning of the Government's statistical program. In the Department of Agriculture we would like to have such a statement for the areas covered by the Agricultural Economics Division and the Agricultural Estimates Division in the Agricultural Marketing Service and the Farm Economic Research Division in the Agricultural Research Service.

The statements should be submitted to the Bureau of the Budget by May 15, and should include the following information for each of the major statistical programs conducted by the agency:

- (1) A brief description of the present program, and current annual level of expenditures;
- (2) Recommendations for a long-range program, to be developed over the fiscal years 1958 through 1962.

The long-range program should evaluate important series in terms of uses of the data and include proposals for significant changes-- such as, major revisions needed or corrections of present weaknesses-- with indication of the timing contemplated, priorities among different items, and approximate cost estimates. It should also include, for each activity, indication of any possible curtailments or discontinuances which can be foreseen at the present time. Any new statistical series or new fields of study which you contemplate should be included together with the indication of priority and cost.

The primary purpose of the statements is to help the Bureau of the Budget develop an over-all plan for the Government's statistical programs, taking into account improvements most needed in terms of present needs and uses. Section 103 of the Budget and Accounting Procedures Act of 1950 and Executive Order 10253 direct the Director of the Bureau of the Budget:

"... to develop programs and to issue regulations and orders for the improved gathering, compiling, analyzing, publishing, and disseminating of statistical information for any purpose by the various agencies in the executive branch of the government."

Achievement of an improved and integrated program with proper balance among its component parts requires that plans be made with greater attention to interrelationships and relative priorities than can be given on a year-to-year basis.

It is contemplated that recommendations for long-range programs made at this time will be subject to modification in future statements. The estimates of future costs in the statement will necessarily be tentative: they are intended to indicate the general magnitudes involved, not to serve as a basis for budget requests. The timing for adoption of any part of the over-all plan will be subject to budget policy as announced for any specific year.

I should appreciate it if you will let me know by March 25 who will have general responsibility for preparation of the statements. For the Bureau of the Budget, Mr. Raymond T. Bowman, Assistant Director for Statistical Standards, will serve as liaison officer in connection with the preparation of the statements by the various agencies.

Sincerely yours,

/s/ PERCIVAL F. BRUNDAGE

Director

The Honorable

The Secretary of Agriculture

Ralph S. Roberts, Administrative Assistant Secretary, promptly returned an acknowledgement stating that Oris Wells, Administrator of AMS, would take the lead in preparing a detailed reply.

This submission was no modest affair, but a full-fledged "proposal" to implement all aspects of the Long-Range Program--Projects A, B, C, and D. It was intended as an indicative plan that presented the entire Long-Range Program as it would have been if, and when, fully implemented. Although conceivably such an ambitious statement was a tactical error or, in modern parlance, counter-productive, as it may have led the Budget Bureau to believe that the BAE was so unrealistic as to believe it actually expected to put such a mammoth program fully into effect in the following five years. This was never intended, of course, and as future step-by-step budget requests would demonstrate, the BAE was not about to ignore the Russian proverb: "Never cut down a tree that you can't reach around as you couldn't carry it home."

APPROXIMATE COST ESTIMATES, BY FISCAL YEARS

Projects	1958		1959		1960		1961		1962	
	In-crease	Total	In-crease	Total	In-crease	Total	In-crease	Total	In-crease	Total
A			1,763	1,763	355	2,118	500	2,618	--	2,618
B	<u>1/100</u>	<u>1/100</u>	100	200	100	300	400	700	800	1,500
C					<u>2/150</u>	150	<u>4/300</u>	450	<u>4/300</u>	750
			<u>6/150</u>	150	--	150	--	150	--	150
			<u>7/ 83</u>	83	--	83	--	83	--	83
					<u>3/320</u>	320	--	320	--	320
D							<u>5/250</u>	250	--	250
	<u>8/ 84</u>	84	--	84	--	84	--	84	--	84
	<u>9/ 73</u>	73	--	73	--	73	--	73	--	73
	<u>10/250</u>	250	--	250	--	250	--	250	--	250
Total Increase	507	507	2,096	2,603	925	3,528	1,450	4,978	1,100	6,078
Current Appropriation		5,230		5,230		5,230		5,230		5,230
Total Appropriation		5,737		7,833		8,758		10,208		11,308

- 1/ Start of price enumerations in 4 states
- 2/ Leased wire system
- 3/ Continuing fruit tree inventory
- 4/ Mechanical data processing
- 5/ Special farm labor program

- 6/ Cattle on Feed
- 7/ Expanded seed program
- 8/ Weekly Weather Reports
- 9/ Expanded Poultry Statistics
- 10/ Retirement 6 1/2%

Regional Training Schools Helped Acquaint State Offices With New Program

As has been indicated variously, there was much concern among the professional staff of the Crop Reporting Service as to what impact the proposed new program would have on the structure and work of the Agency. This apprehension was apparent in both Washington and the field and was fed by many irritants. A troublesome situation resulted from the fact that Statisticians in charge of state offices were not as familiar with the new program as some of the younger members of their staffs. Each State Statistician was asked to appoint two of his people as State Supervisor and Assistant State Supervisor, respectively, for the enumerative and objective yield surveys. Obviously, if these men were to train and supervise their interviewers, they both had to attend the Regional Training Schools held twice each year. Funds available were not adequate to have the Statistician-in-Charge also attend the training sessions, so often the Boss had no first-hand knowledge of the program and had to rely on second-hand information from his assistants. This was particularly irritating to those State Stats who had assigned their newest and least experienced people to the project. 209/ It was not a desirable situation and to help alleviate it the site of Regional Training Schools was shifted around from one state to another --15 different places for the 23 Regional Schools between 1954 and 1960 inclusive. The sites repeated were for Objective Yield Schools at Memphis and Topeka where crop conditions in late May were favorable for demonstrating field procedures.

The plan of shifting training sites around provided an opportunity to expose the program on each occasion to a different host statistician and his entire office staff. In addition, Statisticians-in-Charge of state offices in the vicinity of the Training School also were invited to participate as observers and occasionally this was done. Russell Handy said that attending such a peripatetic session in St. Louis when he was Statistician in Charge of the Ohio Office had changed his mind about the program. His conversion became extremely important later when he was appointed Assistant Administrator of SRS.

The training schools and the experience as State Supervisor or as Ass't State Supervisor, with responsibility for hiring, training, and supervising enumerators scattered over the state; organizing supplies; editing returns; and meeting deadlines; was excellent job training, and early in their career brought attention to those men with outstanding ability. It may be significant that in 1976 in every one of the 45 State Offices the Stats-in-Charge, and Assistant SIC's had, in their early years in the Service, attended a Regional Training School--some as instructors. The same is true of the Administrator, W. E. Kibler; Deputy-Administrator B. M. Graham; Assistant Administrator, J. L. Olson and H. M. Walters; the Division Directors, Kirkbride, Stokstad and Caudill; and all of the Branch Chiefs and Section Heads, except, understandably, those in the Systems Branch.

To save money, travel to the Regional Schools by automobile, especially

209/ At the 1958 Regional Training School in St. Louis, Missouri 14 of the 25 State men were in grade GS-7 or lower and only 2 were GS-12's.

government autos, was standard practice and, wherever it appeared feasible car-drivers were instructed to pick up a couple of men in another state enroute to the meeting.

When the expanded statistical program got underway on a research basis in 1954, Brooks, Henderson, Wallrabenstein, and Hendricks formed the basic training crew, but were effectively supported by H. M. "Scotty" Walters of the Dairy Branch, and Robert Hobson, Jack Morgan and Glenn Suter. From 1956 to 1961 Brooks, Bruce Graham, Harold Huddleston, Glenn Suter, Chris Stokstad and Ross Packard were regular instructors in every Regional Training School during this period. Harold Huddleston, that genial and erudite "Math-Stat" and sampling expert, beginning in 1955, attended more of the Training Sessions up to 1961, than anyone except the Chief of the Special Statistics Branch who was responsible for Field Operations and, of course, made them all. Bruce Graham, who came on stream in 1957, became recognized as an excellent trainer and even played the role of an enumerator when the documentary movie, "The Fact Finders" was made. His ten years in State offices and his Master's Degree in Statistics from VPI, coupled with his outgoing personality and tremendous energy made him a most likeable and effective Chief of Field Operations on the Enumerative and Objective Yield Surveys. Additional instructors included a procession of talented young men all of whom went on to high positions in the agency or elsewhere. In addition to those already mentioned and in the order of their first appearance on the podium, beginning in 1957, included; Bruce Kelly, Joe Herman, Earl Houseman, Charlie Burkhead, Wally Kirkbride, Harold Philips, William Hudson, J. Richard Grant, Robert Moats, George Ferrell, Billy Brunk, Jim Kendall, Charles Caudill, Elbert Schlotzhauer, and Dick Schrimper. 210/

The "top-brass" i.e. Director S. R. Newell, Glenn D. Simpson and R. K. Smith, got to a session occasionally.

The Statistician-in-Charge of the State Office in the city where the Regional Training School was held was designated as the "Host" and made arrangements for hotel accommodations, conference rooms, supplies, stenographic and typing assistance, and all the innumerable details that have to be taken care of for such a group. During the seven years, 1954-60, these gentlemen served as Host, always effectively and in good humor; their wives, of course, being the unsung heroines of the conferences; Archie and Mary Langley, Ga., Ted and Vivian Marsh, Tenn.; Joe and Ida Ewing, Ill.; Ray and Melrose Converse, Miss.; Robert and Clarabelle Straszheim, Ind.; Arnie and Martha Nordquist, Nebr.; Al and Claudia Brittain, Mo.; Miles and Helen McPeck, Ark.; Hubert and Lois Collins, Kans.; J. C. and Lula Garrett, Ala.; and Don and Sylvia Pittman, Okla. It was customary to leave behind a box of candy or some other form of lagniappe as a token of appreciation, but too often even this little gesture was over-looked in the rush and confusion of departure. These Regional Training Schools not only imparted know-how, but undoubtedly also generated esprit-de-corps and empathy.

210/ Based on SRS records: "Attendance at Regional Training Schools".

Educational Sessions With Commodity Branches

Another effort to elicit support for the proposed Long-Range program was made by holding explanatory and discussion sessions with the five other branches in the Washington office. Also their professional staffs were invited and urged to get involved in various operational aspects of the program. A number of men did this, going to Regional Training Sessions and assisting state offices with their training schools and in supervising enumerators. They made a real contribution, especially during the period 1954-61 when the project was new and not well understood, and when many state offices had not yet been staffed adequately to handle such a large undertaking as the June Enumerative Survey at a busy time of the year. The Field Crops Division had the most men involved and, of course, had the biggest stake in the success or failure of the program. The Dairy Branch had perhaps the least to gain from the expanded program but its staff helped out, too.

Participation of the Budget Bureau

The understanding and support of the Budget Bureau was all important and invitations to attend Regional Training Schools, and observe the State work, were extended, and Walter Ryan and Ray Nesenbine actually did this. In retrospect it appears that more might have been done to gain better acceptance of the project by the Budget Bureau despite the general feeling that it was a closed shop.

Review of Program at Regional Meetings

At Regional meetings held in Atlanta, Georgia and Lincoln, Nebraska, in 1957 to train State Supervisors for the June Enumerative Survey, the Newell Report to Congress was reviewed and possibilities indicated how it might be implemented. On the way back from Lincoln, a visit was made to the Wisconsin office in connection with the Foreign Training Program, and while there a talk was given to Ebling's office staff about the Long-Range Program. Afterward Ebling proposed that the talk be put into writing. This was done and submitted to Mr. Newell in a memo dated June 10, 1957, which is included in the appendix. Mr. R. K. Smith reviewed the statement and his comments are also included in the appendix. These two documents are about the only ones available that give, in juxtaposition, the pros and cons of the proposed Long-Range Program as they appeared to two people in 1957. R. K. Smith, Deputy Director of the Agricultural Estimates Division was, of course, the most influential dissenter. Over a long period in Washington, he had created the image of being the fieldmen's staunch defender against the imposition of wild ideas and far-out programs. There was enough truth in this to keep the image green. ,

"R. K." had an Illinois farm background, a degree in Agriculture, an attentive, acquisitive, retentive, precise, active mind, an abiding interest, in, and thorough knowledge of, the regular work, persistent and meticulous attention to detail, and an overriding dedication to assure perfection in the Agency's reports. His personal habits were ememplar. There were many pluses in his

outstanding career, but they didn't add up to his great potential which should have made him a giant in the Department and in the statistical world. He was innately conservative, but the albatross that he could not shake was his inflexibility. He had no difficulty making up his mind, and willingly stated his conclusions frankly and with calm equanimity. Getting him to change was more of a problem as he could parry thrusts effortlessly and skillfully. At times people who tried to break down his premise with this argument or that, would be somewhat in the position of a child whose fingers had been smeared with molasses and given a feather to play with--all they could do would be to roll the feather from one hand to the other and back again.

NATIONAL CONFERENCE, KANSAS CITY, MISSOURI, 1957

The biggest effort to gain acceptance of the proposed Long-Range Program was a National Conference, the largest the agency ever held, and the first since the memorable one in St. Louis nearly twenty years earlier, in 1938. A memo sent in January 1957, to all the state offices solicited recommendations concerning "subject matter, length of sessions, and procedure." 211/ The response was voluminous and "every possible effort was exerted to arrange a Conference that met the requirements listed by the Field Offices." 212/ Mr. Simpson, Deputy Director, said:



R. K. Smith, A Crop Reporting
Service Strong Man, 1927-1968.

211/ Conference Papers Part A.

212/ Ibid, p. 3.

"Mr. Newell has stated that he wants every person to feel free to speak his mind regardless of whether anyone agrees with him or not." 213/

Despite this invitation, the 3 1/2 day Conference developed no heated exchanges and the sessions were a model of orderly discussion of the Conference theme, "Quo Vadis," that had been suggested "almost simultaneously" by Royston and Stauber; and pursuit of the Conference goal which Simpson stated was "to carry out forthright and objective discussions of the major problems facing the Agricultural Estimates Division." 214/

About a third of the Conference scheduled time was devoted to the Long-Range Program. In his opening address, the Director of the Division, S. R. Newell, gave a "Review of Events Bearing on the Future of the Division" and later, in his "Blueprint of the Long-Range Program," Newell spelled out the principal aspects of Projects A, B, C, and D and what they might reasonably be expected to accomplish over time. Special emphasis was given to Project A as its implementation was considered essential if other parts of the program were to be accomplished, and because it had aroused the most doubts about it ever being brought into being. Newell stated:

"Project A I regard as the first and basic step in the development of our program.--I might point out first of all that our estimates, based on present day costs indicate that we would need 2 and 1/2 million dollars net increase to our appropriation to implement this program. Each state would be provided with the personnel, both technical and clerical, to set up and operate on a continuing basis a large-scale probability sample. It would provide for the employment of enumerators, also on a continuing basis, for enumerating this sample completely in June to obtain acreage planted, livestock numbers, farm labor, and perhaps other things that could be collected through a general purpose sample of this sort. It would provide for reenumeration of a subsample of this large sample and such other items as might be adapted to this survey.--Admittedly, this enumerative survey would not be of sufficient size to be used for county estimates per se. It would, however, aid materially in arriving at reliable State figures and furnish a guide for a breakdown by counties.. But I want to make it very clear that it was not ever anticipated that we could get an enumerative sample of sufficient size for county estimates. The sample we are talking about would, however, give us a basis for estimating numbers of farms and the changes that are taking place. It would provide us with estimates of total land in farms. It would provide a better basis for estimates of farm employment.--We would, of course, continue our mailed inquiries, but I am sure that with the large-scale probability sample available we would find it possible to make material improvements in our mailed inquiry

213/ Ibid, p. 3.

214/ Ibid, p. 3.

techniques. Instead of lessening the importance of the State Statistician's office as has been suggested by some, I firmly believe that each Statistician would find himself in a much more strategic or stronger position within his own State and nationally than he is at the present time." 215/

During the Conference each Branch was given a chance to express its hopes and aspirations for its segment of the Ag Estimates program, and to reflect on the potential application of the proposed Long-Range Program, which, as their comments make clear was still very definitely considered as research. The Field Crops Branch had been the most heavily involved in the project up to that time and, if the program was fully implemented, would be effected more than any of the other Branches. It was fitting, therefore, that the Chief of the Field Crops Branch, C. E. Burkhead, would be scheduled first to comment. Here is a brief excerpt from his talk:

"---Field Crops work is entering a new phase of existence. We must admit that many and perhaps radical things must be tried to keep pace with a seemingly changing world. The public demands more services across the board. State estimates no longer meet the full needs of the public. We are continually getting requests for information on irrigation and other cropping practices--such as summer fallow and continuous cropping--even a breakdown of acreage and production by varieties. The mere mention of county estimates makes one shudder--but to further break those data down into still finer parts challenges the imagination of any Statistician. But we must face it! The task is upon us--apparently to stay."

Burkhead then listed 25 items for "immediate and long-range thinking," none of which related directly to the proposed research program. That appraisal he left to two members of his staff who had been asked to present papers on the "Impact of the Long-Range Program on Current Operating Procedures Relating to: 'Food, Feed, and Legume Crops' (Kirkbride), and to 'Cotton and Specialty Crops' (Morgan)." In addition, five men from the field were invited to comment on the impact of the Long-Range Program and the future of the Division. Brief excerpts are given from these papers.

*John W. Kirkbride
Field Crop Statistics Branch*

Programming for the research and current programs has just begun and many cards must yet be turned before a definite program can be finalized.--

The June survey proposes to obtain planted acreage of spring crops and some acreages remaining for harvest as well as livestock numbers. Does this alter our present mailed June acreage survey? Yes, it could. In those States where coverage is adequate to provide State estimates

within the acceptable error limitations, the commodity could be deleted from the June acreage card. So-called minor crops would require the continued use of a mailed or enumerative survey, possibly in the direction of emphasis on special commodity surveys with the opportunity to obtain information such as disposition, monthly sales, seeding rates, etc.

The program would call for the enumeration of a sub-sample at a later date, presumably in the fall to provide final harvested acreage and yield data. Determinations need be made relative to the extent and timing of this sub-sample.--

Data for preparing county estimates must still come from the fall rural carrier survey, State and Federal Censuses. It is believed that the enumerative samples will give strength to the planted and harvested acreage estimates at the Crop Reporting district level.--

The objective yield phase can still be called research. Continued effort will be made to segregate those factors exhibiting correlation with final out-turn.--

In summary, observations lead us to believe that the enumerative and objective yield surveys will become useful tools in our estimating work, largely in the role of supplementing and strengthening our current program, but will play the role of a substitute for our current program in only a limited way. 215A/

J. J. Morgan
Field Crops Statistics Branch

Quo vadis? The cotton research program has been underway for three years. During that time we carried on the regular cotton work on an independent basis. That made sense! Sooner or later, the two programs must merge into one unified or coordinated program. Such a program will also have to be a smooth working part of the over-all Agricultural Estimates machine. That makes sense!--

We doubt that objective counts alone will be adequate for making the August (cotton) production forecast, and have a "wait and see" view point for September. However, I am convinced the objective counts will improve the early season forecasts.

What about tobacco, peanuts, and such specialty crops as broom-corn? The June enumeration should be very satisfactory for estimating acreage of these crops where widely grown. Extra segments could be added to the general purpose sample to assure adequate coverage for specialty crops in some areas, if we want to pay the cost.

The mailed inquiry will continue to be of major importance in the expanded program. The regular report, minor crop estimates, disposition, monthly marketings, and a host of other reports will have to be based largely on mailed inquiries.

The expanded program will bring a host of new problems--enumerator bias, careless enumeration, resignations of enumerators and many others. I am confident that we can deal realistically with any

sampling or non-sampling errors with which we are confronted. But-- fortunately or unfortunately--as I view the situation, our major problem may be non-statistical.

Our outstanding problems in merging current operations and new procedures are reluctance to make changes and many other human traits. If we view the situation realistically--with open minds, and a strong desire to really improve our program--I am confident new procedures and current operations will mesh and result in a smooth-running and more useful crop-estimating machine. That makes statistical sense!

Quo vadis? "Where are we going?" To me the answer is, "Our destiny is in our own hands." 215B/

Improving Mail Surveys

The Extension Service likes to tell of the County Agricultural Agent who was explaining the benefits accruing to a farmer who participated in the Extension programs, and the improvement in his farming operations that would result. The farmer listened politely, but when the Agent had finished the farmer responded, "I am not farming half as well now as I know how!" That could also be said about some of the State Stats--they were not making as much use of their statistical knowledge as they could. William E. Kibler, a bright young statistician from the Georgia office, one of a group of young men who had been invited to give their views at a special session of the Conference, gave an illustration of how indications from a mail survey could be improved by a rather simple tabulation and weighting of Rural Carrier Survey data by size groups. His talk was entitled "METHODS FOR IMPROVING INDICATIONS ON RURAL CARRIER LIVESTOCK SURVEYS:"

---- "It was then apparent that our Rural Carrier sample was not representative of the universe. To test this we combined the reports tabulated in the 1954 R.C. Survey by size of herd and compared this with Census data, -- Theoretically our R.C. sample should follow the Census pattern but it includes entirely too many reports from large herds. Carriers have a tendency to leave cards with farmers who are principally livestock producers thus eliminating many smaller herds. Too, the smaller farmers do not report as well because they feel their one or two cows are of little importance when there are so many large herds. Our ratio per cattle farm from the Rural Carrier was 21.85 for 1954 while the Census ratio was 13.88. To eliminate the influence of the larger herds and poor sample distribution we have summarized the Rural Carrier data for several years by size groups and derived ratios for each group. These ratios were then weighted together on the basis of number of farms within each group estimated from the 1950 and 1955 Censuses. The results of this tabulation look quite encouraging. Using the same sample in 1954 this method of summarization gives a ratio per farm of 13.54 compared with 13.88 for the Census. This of course is more representative than the 21.85 indicated from the original

215B/ Ibid, p. 86.

tabulation. Too, on the basis of change indicated by the ratios for 1952, 1953, and 1954 from the size group tabulations it appears that we could have reached the Census level without pushing the indications to the limit and at the same time held our charts more in line for making future estimates. As time permits this tabulation will be worked back to 1949 to obtain a series for use in preparing Ratio and Base year charts." 216/

Fruit and Vegetable Statistics Branch, Reginald Royston, Chief

A close observer might have noticed that "Roy" walked with a slight limp. This resulted from his having lost a foot during World War I. The circumstances were more ironic than heroic. One night in boot camp "Roy", weary from a strenuous day in the field, was lying on his camp cot when a rookie several tents down the line accidentally discharged his rifle and the bullet picked off Roy's foot as it sped by. Royston was an eminently sensible person and his reports served fruit and vegetable producers effectively over many years. At Kansas City he discussed:

"Service Aspects of Fruit and Vegetable Reports":

"Where are we going in the field of servicing the fruit and vegetable industry with production and supply statistics? -- What are the objectives of our statistical program? The general objective is the same for fruits and vegetables as for other agricultural commodities-- to provide dependable information on current and near-future supplies. -- Coverage is quite important. If our estimates do not cover all important fruits and vegetables and do not give the production in each competing area they are of limited usefulness. -- It is obvious that, in dealing with highly perishable crops, many of which mature quickly, the reports should be frequent. Here, too, we have made much progress. -- After good coverage and frequent coverage, comes fast coverage. Frequent and fast coverage, combined, mean timely reports. -- The big question is: How fast can reports on perishable crops be released? -- In my humble opinion, no significant speed-up in the distribution of fruit and vegetable reports will be achieved until we have a teletype system connecting our field offices with Washington, D.C. and with each other. --

In conclusion, I want to say a few words about the most controversial element in our reports--accuracy. -- I think it would be a mistake to try to evaluate accuracy independently of the other elements that contribute to the serviceability of the reports. To me the agricultural estimating machine is similar to a 4-cylinder motor, the cylinders representing good coverage, adequacy of detail, timeliness, and accuracy. This motor must be properly tuned with each cylinder doing its part in a serviceable manner." 216A/

216/ Conference Report, Part A. p. 131.

216A/ Conference Report, Part B, p. 49.

Perhaps some of the most important research being done was that in California and Florida on fruit. The following excerpts from papers given at the Conference by George Harvey, California and Bruce Kelly, Florida, indicates what was being explored and the techniques and procedures being tested.

The California Fruit Crop Forecasting Research Program, George Harvey

"In 1950 the California field office began to be confronted with requests accompanied by offers of resources, to conduct research leading to improvement in fruit crop forecasts. These forecasts were of the usual nature covering locality, major varietal and more timely forecasts, but common to all was the elimination of the occasional large errors--those on the 10 to 15 percent level.---

Forecasts: (1) Experimental objective forecasts have been made since 1953 for Cling peaches and Bartlett pears; various raisin crop estimates since 1949; pilot studies of grapes in 1950, lemons and walnuts in 1955 and 1956; initial field surveys of grapes in 1951 and 1956. Estimates of set, and change in set, have been made by use of full tree and vine counts obtained by both 'strips' and 'on tree' counting; by branch, scaffold, split scaffold, and frame counts. Many experiments have been conducted to perfect a technique which would hold the maximum counting error to less than 3%. (2) Development of weighting or expansion factors for part-tree sample counts such as trunk and tree-part circumference; photographs and sketches; bearing surface volume estimates by tree heights and diameters of area covered.

Adjusted Forecasts: Fruit size increment surveys (periodic surveys of fruit sizes).

Basic Relationship Studies: (1) Dimension-volume-weight relationship of various fruit. (2) Degree of relationship between forecast volume of fruit per unit as measured by fruit count and size, or weight, and harvest weight, with and without introducing number of growing days.---

Estimating Surveys: (1) Count of raisin trays per 1/10 acre; average tray weights; average moisture content of raisins on trays; sample count of raisin trays laid by use of aerial photographs.---

Conclusion: The California field office was requested to enter into research to develop more dependability into early season fruit crop forecasts. Once the work was started for one fruit industry, others asked for it, and it might be added, all watch it with interest. The reason may be because of the following, quoted from the Sacramento Bee, February 19, 1955: He (the speaker) pointed out that, at the beginning of the season prices were lowered as a record crop had been forecast. However, it failed to materialize and many were sold at too low a price. He explained the record crop forecast was due to the growers being fooled by a heavy bloom---." 216B/

Research Projects of the Florida Office, Bruce M. Kelly

"Research in Florida, in the sense of developing methodology has been evolving for a number of years. That this research has been in the area of forecasting citrus production is because of the rapid expansion of the industry as well as its size and importance to the economy of the State.--The principal difficulty with grower estimates seems to be a tendency for growers to under-estimate large departures from a normal level of production. Consequently research was instituted to develop other information to be used in conjunction with grower estimates with the hope of narrowing the range of forecasting error. Several techniques have been devised for this purpose and tested, among which are the pick-out survey, the row count, and three related surveys consisting of the frame count, the limb count, and the dual-purpose growth and droppage survey. A brief description of each technique follows.

Pick-out Survey: From a stratified random sample of about sixty cooperating packing-houses, paired observations are obtained from production records of identical groves consisting of the number of boxes of each type of fruit picked this season and that picked last.--

Row Count: The row-count is an ingenious adaptation of the crop-meter principle to citrus. Along routes totaling 1,500 miles, groves fronting the road have been identified as to type and the number of rows of trees counted.--Observations based upon counts and measurements made of a sample of the entire fruit population have also been used. This type of approach was thought to offer the greatest promise in making pre-season forecasts.--

Frame Count: The frame count, which was imported from California about 1940, provides an estimate of fruit density per unit of bearing surface area. The frame itself is a two foot square frame made of wood mounted on a support three feet tall. This frame is placed upright against a tree and the fruit coming within the space formed by visually extending the frame to the tree trunk are counted. About 7,700 such counts are made in 650 sample groves at a cost of about \$5,000, and provides an estimate of the average number of fruit per frame to within about 5%. This estimate, however, is biased.

Limb Count: The limb count is an adaptation of a method devised by R. J. Jessen for selecting a tree branch with a known probability. First, the major branches at the trunk are assigned probabilities and one is selected at random. The branches of the selected branch may be treated similarly and the process repeated until a limb of suitable size is selected. An unbiased estimate of the number of fruit on the tree is given by multiplying the number of fruit counted on the limb finally selected by the reciprocal of the product of the probabilities assigned at each stage of selection.--

Growth-Droppage Survey: In 450 sample groves, the circumference of ten fruit are measured and the dropped fruit under two trees are counted and thrown away. Fruit sizes are estimated to within 1% and a droppage per tree to within 10%. The growth and droppage survey is made each month from August to harvest at a cost of about \$1,000 per month.--

Results: Production estimates derived from the frame count since 1950 have fluctuated more widely than Board production. But the relationship between the two has been reasonably good. Last season, the frame count indication for October was 93 million boxes of oranges with a Board final of 91 million. October limb-count indications for last season were surprisingly close to Board final. These objective indications are used in conjunction with grower estimates to arrive at a recommended forecast." 216C/

Livestock and Poultry Statistics Branch, R. H. Moats, Chief

In his remarks on "Present Program and Problems", Moats said in reference to the long-range program:

"The expansion of the program, as outlined in the report to the Whitten committee, visualizes probability sample surveys once or twice a year to establish bench mark estimates for items that are rather widely distributed. These surveys should aid in estimating inventory numbers, pig crops, calf crops, etc. The report emphasizes the need for continuing to develop check data such as market records. Furthermore, the program does not now contemplate special purpose sampling to cover specialized populations such as slaughter plants, hatcheries, cattle on feed, etc. -- We need to work out the optimum combination of mailed and enumerative techniques, incorporating a feasible probability sampling method, to do this job most effectively.--

Robert S. Overton, of the Livestock and Poultry Statistics Branch, gave some suggestions on ways to improve estimating techniques. -- Under the topic "A look ahead at some of the things we should be thinking about in the future".

(1) I believe that we should emphasize research in the application of machine tabulation to our livestock work.---

(2) I believe that we should move farther and faster into the field of quantitative marketing forecasts.---

Emmett Hannawald, also of the Livestock and Poultry Branch, in his talk on improvements needed in Livestock check data said:

'Inshipment data are needed on hogs, as well as cattle and sheep. The feeder pig movement has increased considerably in the past few years'.---

There is another thing which was not included in the program that I would like to throw out for you to be thinking about which is the item which Mr. Wells mentioned yesterday morning--the stepping up of the release date for the January 1 Inventory report. There has recently been quite a lot of agitation in Washington and elsewhere for stepping up the release date of the January 1 Inventory report. Most people who would like to see a change would like to see the report released at least by the last of January--about two weeks earlier than it is currently being released." 216D/

216C/ Ibid, p. 34.

216D/ Conference Report, Part B, p. 67.

In discussing research in price statistics, Stauber said, in part:

"As is the case for other fields, the Whitten Report has afforded an opportunity for agricultural estimates to lay before the Congress an objective report on the character and limitations of the statistics being prepared in the price area of the work of the Division. Personally I am very glad to have had this opportunity, for I believe it provides one road--quite possibly the only road--to achieving the rather substantial expansion and improvement that is necessary if we are to serve agriculture as we should.

This review leads us to two main conclusions: First, the data that have been developed under our present program have provided important guides to policy and action over the years, both for private individuals and for official agencies and programs. Millions of dollars have been paid out in support of price programs upon levels determined wholly or largely by these price data. Ceiling prices during two critical periods were determined largely by them. The price data are used in calculating the value of agricultural production, both gross and net farm income, national income, and the Gross National Product. All of these have played an increasing part in shaping both agricultural and national policies for two decades.---

The second conclusion is that notwithstanding what has been done and what is being done, there are several significant deficiencies in our program.---

1. There is a real need for expanding the application of modern statistical techniques of probability sampling and enumerative data collection. The impossibility of assigning definite confidence limits to the estimates derived from our present program constitutes a serious deficiency, and it is one concerning which we have a real obligation to take definite constructive action.

2. A second defect in our present program is the delay in the processing of quarterly prices paid data.---

3. There are serious gaps in the coverage of both prices received and prices paid. In prices received, the biggest gap is forest products, which are very important in some areas of the country.---

4. A fourth deficiency relates to weak spots in data for particular commodities. I need not elaborate on this, for everyone here can name some prize examples from his own experience.---

For the short run and as a means of making a start in the direction of such a long-range program, we have had several discussions with the Bureau of the Budget's Office of Statistical Standards, as a result of which an item of \$100,000 was included in the budget currently before the Congress. Whether the item will be approved is, of course, not clear at this point. If it should be approved, however, we contemplate initiating a program in four states, distributed geographically to represent different broad agricultural regions. The operations would be to some extent research in character, in the

sense at least, that to begin with, some differences in approach may be advisable in the different States.

Whether the Congress will grant the funds for the coming fiscal year, we should know shortly. But whatever the answer may be, I feel we have made substantial steps forward in presenting a straightforward case to the Congress, and in laying the problem clearly before them. I have no doubt that in the long run a program substantially along the lines we have outlined will be adopted. The needs of the country demand it, and the profession of statistics has reached a point where anything less cannot long be tolerated."--- 216E/

The work of the Agricultural Price Branch suffered from an unfortunate, but wholly understandable, failure of most Agricultural Statisticians to have a genuine interest in the price work, and reluctance to rate its importance on a par with that of the "regular work" on crops and livestock. Although, if pinned down, the Stats would agree on the importance of the Price program to the national economy and to the farmer, still it did not elicit their wholehearted support and interest. N. I. Neilsen, SIC California, in his talk on "Current Problems in Estimating Local Market Prices", discussed this matter quite frankly.

"In the two States in which I served, the price work does not seem to rate quite as high or is considered as important as the function of forecasting or estimating crop and livestock production. Just why this is, I am not too sure, but the attitude exists pretty much down the professional line.----Let me give you an illustration of the relative position of the price work in the two offices with which I am acquainted, and I hope Ray Hile will not object to my getting back into Oregon territory a little. During the years that I served in that State we had no less than seven professionals handling the price work, and it seemed that the work always landed in the lap of one of the youngsters.----In other words, we were in a perpetual state of training with the result that our price work suffered. In an effort to correct the situation, I gave the price work to a lady in the hope that there would be some continuity.----However, I am now informed that the lady in question has become so good that Ralph Stauber wants her in Washington." 217/

Stauber had come to the Agency after World War II, as Chief of the Agricultural Price and Farm Labor Branch, and therefore, had not followed the traditional path from Jr. Statistician in a field office, transfer to one or more others, then into Washington as a commodity statistician, then back to the field again as Assistant Stat-in-Charge and finally as Stat-in-Charge, before taking over as Chief of a Branch. Stauber attached much more significance to this sequential omission in his career than others in the Agency, and

216E/ Conference Report, Part B, p. 27.

217/ The "lady in question", was Marjorie Miller Armstrong, a very competent person indeed.

he apparently felt at times, even after twenty years of outstanding work, that he did not quite "belong". But then everybody has to be a little foolish about something.

Dairy Statistics Branch, B. H. Bennett, Chief

Mr. Bennett allowed four of his assistants to present problems and plans of the Dairy Branch; Roy Potas who talked on Milk Production Estimates, W. D. Bormuth, on Manufactured Dairy Products Work; H. M. Walters on Increasing Participation of State Offices in the Fluid Milk Program; and I. E. Wissinger, on "Objectives and Problems of the Chicago Dairy Office Program".

However, in his introductory remarks Mr. Bennett stated:

"Due to the short period in which to cover the dairy work this afternoon, I am unable to discuss the many things we have in mind for our dairy program in the years ahead. For the most part, they will require additional funds and personnel before they can be put into full operation. However, as you, perhaps, have already found out, a list of these proposed projects are included in the so-called Whitten Report of which you have a copy, and which was discussed this morning by Mr. Newell under the subject 'Blue Print of the Long-Range Program'. It will therefore, be necessary this afternoon to devote most of the period to the discussion of our operational problems.----"

Impact of Long-Range Program on Current Problems at the State Level

Miles McPeck
Agricultural Statistician In Charge, Arkansas

"Impact! (I can almost hear it now)

The impact of this long-range program at the State level will be terrific. If we take on many of these new jobs being proposed, our facilities will have to be greatly expanded. Personnel, space, office equipment, automobiles--all these will have to be substantially increased. Also, the smaller offices such as Arkansas with nine clerks and four statisticians will have to decentralize their operations, and the larger offices may have to further decentralize.

In the field of National planning for agricultural programs, establishing policy, and making recommendations to growers, perhaps for some items, the expanded reports for the important areas covering the bulk of the production would suffice. A possible compromise between what we would like to have and what can reasonably be done considering costs, would be to limit some of this expansion to the major States. The reports for the important States and the group total would represent the bulk of the U.S. total for each item, and should provide most of the information that is really needed for policy decisions and recommendations to growers. Just one example--the 22 States with weekly broiler chick placement reports produced 89 percent of the broilers in 1956.

It is mentioned in "Exhibit E", however, that the weekly placement report is needed in ten additional States. Is there really a pressing need for such an expansion?

If some of the expanded data and services were confined to States of major importance, much good information could be furnished. At the same time the State offices would not be putting a lot of time on items of minor importance. States in which an item was of minor importance could issue reports at less frequent intervals or in less geographic detail. It is realized that it would be more desirable to have all field offices make the same reports for each item, but to do so would require more people and money than the compromise just mentioned. There might be less tendency to spread our resources too thin, and we should be able to do a better job of handling the major reports".

Field Statistician's Views on the Long-Range Program

Ray B. Converse
Statistician In Charge, Mississippi

"The long-range program, as outlined in the material prepared for the Sub-Committee on Agricultural Appropriations, is a commendable job and reflects a lot of mature and considerate thought of our problem. Yet, I cannot help but be a little disturbed about how the enumerative approach will be overlaid or interwoven into our present program without creating a greater burden in the field offices than exists at the present time, keeping in mind that we cannot overlook county or local data needs. I notice that the Price People propose setting up an enumerator in each of our crop reporting districts for price enumeration work. I am in agreement with the move in this direction. It seems to me that such an approach might be carried even further and that we establish a corp of enumerators in every State; with one enumerator to about every four counties or an area of about a 50 mile radius. Such an enumerator need not be on a full-time basis, but sufficient work should be available to attract a well-qualified person. Such a person then could be used to enumerate information on quarterly grain stocks, monthly livestock slaughter reports, monthly or weekly hatchery reports, and even do some enumerating on our General and Cotton Surveys, as well as acting as a crop "weather observer" to mention a few.

There are two additional phases of our work which must be given greater emphasis in our future program. One is better facilities for the dissemination of our information. Statistics, regardless of quality or quantity, are of little value unless made available to the public. At the present time we certainly are not able to do justice to this task. Secondly, I believe that we should make a place in our program to provide greater emphasis toward enlightening the public, particularly the farmers, of our purposes and functions and the value of our product to them. This, I believe, has been a major limiting factor in the effectiveness of mailed inquiries.

In ending let me say, I do not believe that we need offer any apologies for our past record. The amazing part to me is that we have done so good with so little. By and large, we have performed a creditable job, but we are now living in a world far different from that of 10 to 15 years ago. Our present-day economy not only needs, but demands, more and better facts.---We must therefore, design a vehicle which will, within a reasonable time, not only meet existing needs, but also those which will arise in the more distant future." 217A/

Proposed Future Program

V. C. Childs
Statistician In Charge, Texas

"It certainly can't be said that Crop Estimates is not enterprising and forward looking. The long-range program as outlined to us is all of that. A more scientific, random sampling approach in much of our work is certainly desirable - with the overall objective of modernizing the reporting service to meet the needs of modern agriculture.

From a field office viewpoint, however, I am concerned over where the major emphasis has been and continues to be placed. The program is not pointed toward the areas where demands of modern agriculture already are much in evidence. To name one specific point of high pressure, - county estimates are being called for on more and more crops and in greater detail than ever before. Except in States with satisfactory assessors enumerations, we have no basis for preparing these county estimates with the degree of precision required in the administration of modern programs. Basic data are woefully inadequate, and cannot be developed by mail inquiry alone, or with present facilities. Yet we continue to expand the program whenever an agency makes a request and is willing to contribute nominal funds for emergency office help. It is merely added to the superstructure with no provision for strengthening the basic foundation.---

The new programs - particularly those involving the use of hired enumerators or interviewers - have reached the point where additional staffing and broadening of the basic structure are needed across the board. The clerical strain is felt particularly in fiscal and administrative activities, such as processing appointments, preparing payrolls and expense accounts for the large number of enumerators. These things can't be handled by temporary LA help. The pinch is felt also in office quarters and equipment, including furniture, machines and autos. Any elasticity for absorbing added chores has long since disappeared from most field offices. For efficient effective operation we need to get away at least part of the time from the state of chronic emergency in which we operate." 217B/

217A/ Conference Report, Part A, p. 56

217B/ Ibid, p. 63.

Viewpoints Regarding the Proposed Program

Preston J. Creer
Statistician In Charge, Texas

"The report for the Subcommittee on Agriculture Appropriations entitled, 'A Program for the Development of the Agricultural Estimating Service' covers three broad phases of operation. These are the collection of data, summarization and analysis, and publication of estimates. My remarks will touch on some points of concern within these three phases.---

Collection of Data: Most of the estimates and virtually all forecasts prepared and issued by the Division are based on sample data. And, to date the mail questionnaire is the principal source of such data. A new horizon is being opened with interview surveys and objective measurements of plant development, but the mail questionnaire will be used quite extensively for some time to come.--
Collection of data by mail has limitations with respect to certain measurements but this method has the definite advantages of speed and low cost.---

Interview Surveys: As the integration of interview surveys continues and reaches operational phases in some States, we, in the Western States, hope this means of collecting data will prove feasible. We realize it is the answer to measuring changes in farm lands, farm numbers, farms with specific classes of livestock, measuring response bias in mail surveys and many other phenomena. We also realize that such surveys will be more difficult and costly in Western States because of so much public land, the large farm and ranch operations and poorer landmarks for identification of segment boundaries.---

Summarization and Analysis: Some pressures are developing for more expeditious release of information related to specific dates. This may be accomplished, to considerable degree, by telegraphic transmittal between field offices and Washington. It will also require careful study of the work program in both the field and Washington offices.

Publication of Estimates: We concur with the report to the Subcommittee on Agriculture Appropriations that our estimates should be released earlier. Those with the most frequency should have first attention. A one or two day step-up on monthly reports, particularly those containing forecasts, would mean more to the public than a ten day step-up in annual reports. Likewise, the effort devoted to stepping up the release dates on monthly reports would be much more intense due to short time now used for the necessary processes."---

The Future of the Division

Robert E. Straszheim
Statistician In Charge, Indiana

Timeliness: The lapse of time between sending out an inquiry

and the time at which sufficient returns have been received at State office to close a tabulation is an element over which we have very little, if any, control. It requires a reasonable length of time. Last fall we had the experience of having the Rural Carrier Acreage cards lay in the post office almost a week before being dispatched.---

Accuracy and Cost to Society: The goal of the Division has always been to provide the most accurate estimates possible with the resources at hand. The long-range program of the Division should be designed to incorporate the best of known data collecting and estimating techniques into a coordinated program that meets the need for agricultural statistical data with maximum efficiency, i.e. greatest possible accuracy within the limits of resources the public is willing to provide for the work. It would seem consistent to me that at least a part of our research effort might be directed toward developing procedures for improving the present estimating methods. A vast experience has been gained in using mailed inquiries so that possibly many of the present methods can be modified and improved so as to meet the requirements for accurate estimates.---

We must not overlook the possibility of improving our estimates by the enumerative and objective yield survey method. Out of this research we may find a method that is superior to present methods. On the other hand, we may find that the mailed surveys and present methods make possible estimates well within the limits of sampling error of estimates obtained from the enumerative and objective yield surveys. If such would be the case it would seem that the method followed in the future would be determined on the basis of cost."---218/

During the 3 1/2 day Conference a total of 116 scheduled speeches were given and in addition, numerous others that were not recorded in the Proceedings. Some were long and some were short, and occasionally some of the short ones seemed longer than some of the long speeches. However, they were all circumspect in thought and expression and none was the type that was technically sound but wrong from a policy standpoint. For example, like the masterpiece a once-upon-a-time Secretary of Agriculture proposed to give, but was advised by Harold Lewis, then Head of the USDA Office of Information, aghast at the potential unfavorable reaction, that, "It is a fine speech that should be given in an empty room."

Whether the 209 Agricultural Statisticians (167 from the field and 42 from Washington) attending the 1957 National Conference, were persuaded to full support of the long-range program would be more than could be expected, and does not appear to be validated by the foregoing excerpts from the speeches quoted. Bruce Graham, an astute observer, thought the conference "did not make many converts." However, a better understanding no doubt was achieved, and perhaps some lessening of the plaguing doubt that the proposal would never come to actuality. The long period of "tooling up" from 1954 to 1961, undoubtedly worked a hardship on state office staffs, and, combined with doubts as to the

218/ Ibid, p. 60.

soundness of the proposed program, and especially whether funds would ever be provided to bring it to fruition, dampened enthusiasm and bred skepticism and resentment.

STALEMATE IN DEVELOPMENT OF THE LONG-RANGE PROGRAM, 1957-1961

The expanded research and development program got underway in 1954 with a June Enumerative Survey in 703 segments in ten southern states; was upped progressively to 853 segments in the same ten states in 1955; 1,106 segments in 23 states in 1956, and to 2,417 segments in 1957 (with a total of 8,822 objective yield contacts in 1957). This systematic, stair-step, development of the program was then stalled until 1961. The cause was twofold. During that period the Department of Agriculture was headed by two men, Secretary Ezra Taft Benson, and Undersecretary True Morse, both of whom were believed by some observers to be so conservative that each thought the other was a radical. The other reason for the stall was the attitude of the Division of Statistical Standards of the Budget Bureau which blocked any significant request for additional funds going forward to Congress. For four frustrating years, Ag Estimates was trapped in a "squeeze gate".

Despite the lack of augmented funds for four years, some worthwhile things were accomplished. A research project designed to improve mapping materials for Wyoming, Colorado, and New Mexico was started. This undertaking dealt with some of the drastic variations in size of operations, patterns of agriculture, climatology, and topography that had been much discussed in the 1930's and 40's under the label "Conditions West of the 100th Meridian". 219/

A farm price research project was started in Ohio with a marketing channel survey in 351 segments, followed in November, 1958 by monthly enumerations in a sample of 45 towns.

A farm grain storage capacity survey was conducted in eight of the Great Plains States with funds provided by ASCS. An interview survey was made in October 1959, in 100 segments in commercial fruit areas of Michigan to estimate the number of trees and grapevines by age and variety. The next year objective yield surveys on tobacco were begun in 100 fields in Kentucky and a like number in Maryland. These were all worthwhile projects, but did not seem to compensate for the lost time resulting from the curb placed on expansion of the enumerative and objective yield program.

ANNUAL SAMPLE CENSUS OF AGRICULTURE AGAIN PROPOSED, 1958

It will be recalled that the 1948 effort to launch an Annual Sample Census of Agriculture floundered on the hard rock--insufficient funds. A decade later another proposal from the Census Bureau, dated January 2, 1958, proposed that the 5-year Census be discontinued and the money used for it be applied to making ten annual sample censuses of agriculture. 220/ The proposal stated that the cost of the 1954 Census of Agriculture, in terms of 1957 prices, was \$22,200,000. For the 10-year period, 1960-70, at a yearly cost of \$2,200,000 the proposed program of annual surveys would not, therefore, exceed the cost of the quinquennial Census of Agriculture. If the 5-year census had been abolished and the money used instead for an annual sample Census of Agriculture, the cost could probably have been met. However, there had been a number of changes since 1948, and on January 10, 1958, Brooks wrote a memo to R. K. Smith, Deputy Director of the Agricultural Estimates Division, in which he stated:

"It seems to me that the 1948 proposal has been antiquated by the tremendous demand for local data that has arisen in the interval. There seems to be 3 major needs: (1) Current forecasts and estimates such as we have traditionally made, (2) Estimates relating to economic phenomena needed periodically for a wide range of subject matter and for varying geographic areas (sometimes national, regional, State, County and localized areas), and (3) Detailed statistics on subjects traditionally covered by the Census at the county level. Such information can be obtained only by a complete enumeration and would provide bench marks for current estimates based on sample surveys."

On March 6, 1958 Mr. Smith sent a memo to Mr. Newell strongly opposing the Census proposal.

"While there were dangers in the 1948 arrangement, these are magnified many times by the new proposal. There are going to be the problems of duplication, operations, and responsibilities if an annual sample enumeration is started in the Census Bureau." 221/

Mr. Smith made the following recommendations: 222/

"I recommend that the Department:

- 1. Oppose the discontinuance of the 5-year Census of Agriculture on the basis of the need for local details more frequently than every 10 years.*

220/ Proposed Annual Sample Census of Agriculture, 1960-70, 1/2/58, see Appendix.

221/ R. K. Smith, Deputy Director to S. R. Newell, Director, March 6, 1958, see Appendix.

222/ Ibid, pp. 3 and 4.

2. *Take the position that the proposed sample Census does not answer the present day needs as outlined in the program presented to the House Subcommittee on Agricultural appropriations last year.*
3. *Insist that any sample taken in 1960 to supplement the 1959 Census be limited to subjects not adequately covered in the 1959 Census.*
4. *Take the position that the responsibility for making enumerations of samples of farmers on agricultural subjects belong in Agriculture so that it can be tied in and coordinated with current responsibilities for forecasting and estimating agricultural production, prices, livestock numbers, etc.*
5. *In general, enumerative surveys of farmers covering economic data and subjects not related with estimating current production etc., also be made by Agriculture. (This may seem inconsistent with 3 above, but is not necessarily so as it related to surveys not closely associated with the 5-year Censuses.*
6. *That the responsibility for county estimates rests with Agriculture through their cooperative relationship with State Departments of Agriculture and other State Agricultural Agencies. (I mention this because Mr. Hurley had indicated he can produce annual county estimates for many items based on his proposed sample.)*

The role of the Department of Agriculture in the 1958 proposal from the Census Bureau was not mentioned specifically, but as Mr. Smith pointed out in his memo, "The 1958 proposal implies that full responsibility will rest with the Census not only for collection, but the analysis and publication of results."

Assuming that the Crop Reporting Service was not abolished, but continued its traditional series of reports, implementation of the 1958 Census proposal would have resulted in a duplication of effort, and a confusion of statistical reports that boggles the mind.

National vs. State and County Estimates

Perhaps the concern about the abandonment of the 5-year Census could be interpreted simply as a dodge to avoid the establishment of an annual sample Census of Agriculture in which the Census Bureau would collect, analyze and publish data that Ag Estimates would try to integrate with that from its long established surveys, and use to prepare and release over 700 national reports a year, plus a myriad of special state releases. However, the concern was real and it had been supported and strengthened by the Agricultural Data Committee established by the American Farm Economic Association at its annual meeting August 23-25, 1954, at University Park, Pa., which had submitted a long and persuasive report on the need by state agencies, universities and colleges for

local data. This Committee was chaired by Dr. Walter H. Ebling, State Statistician for Wisconsin, and included eight members from universities and colleges, and also had as consultants such men as O. V. Wells, Ray Hurley, Joseph Ackerman, John D. Black, and Brooks James. The Committee had the full support of the National Association of Commissioners, Secretaries, and Directors of Agriculture who passed Resolution XII at their meeting in Brainerd, Minnesota on September 12-16, 1954, which expressed their, "direct interest in this field and authorizes a committee to follow developments in this field, with particular emphasis on more statistics on utilization, market movement, and other aspects related to the marketing field".

The appointment of the Agricultural Data Committee was sparked, at least in significant part, by a speech given by Peyton Stapp of the Budget Bureau at the 1953 meeting of the American Farm Economics Association in which he plumed for National estimates versus State or local data. Such an idea, presented rather baldly to a large group of economists from State Universities and Colleges and State Statisticians, really stirred up the animals. Mr. Stapp said, in part:

"Let me digress to say categorically that we are not opposed to State individuality and are sympathetic to the idea of a State getting data for analysis of its own problems. We insist, however, that the objective of the system is a good national set of estimates and from the Federal Government's point of view, State differences and State needs should not be allowed to jeopardize this objective. We believe the BAE has been too tolerant of State idiosyncrasies, but under our prodding steps are being taken for better coordination of State procedures."---

Mr. Stapp went on to say:

"It is not too much, I think, to ask for your understanding of our point of view that good national estimates should not be jeopardized by diverting resources needed for this end. Once adequate national estimates are available, further extension can be dealt with intelligently as a policy matter." 223/

Roy A. Bodin, State Statistician for Minnesota, was one of two men assigned to respond to Mr. Stapp's paper. Bodin summed up his views:

"It is my belief that a blueprint for improving crop and livestock estimates should include provision for greater service at the State and county level. Often there seems to be a tendency, on the part of many, to overemphasize the significance of the national totals and minimize the need for area, State and county data." 224/

223/ Journal of Farm Economics, December 1953, p. 870.

224/ Ibid, p. 873.

The second respondent, Lyle D. Calvin, Oregon State College, put his position clearly:

"One fundamental point on which the two speakers seem in disagreement is in regard to State and local estimates. Although one objective of the system of crop and livestock estimates may be a good national set of estimates, this can hardly be the sole objective. State differences and State needs must be considered and allowed for in any set of estimates put out." 225/

Newell had made his position clear in his paper given at the meeting in Corvallis, Oregon just preceding those by Messrs. Stapp, Bodin and Calvin, in these words:

"....we shall not only have to continue to put out estimates by States, but will be under extreme pressure to go further with the breakdown of the data to counties or areas within the States. This is evident to anyone who has tried to face up to a problem of marketing and distribution. Furthermore, it is evident when we are confronted with a program of crop insurance, of acreage adjustments, with providing farm labor, with meeting the situation that is currently with us in the drought area where the demand is for crop and pasture conditions by counties on a week-to-week basis, and a whole host of other problems." 226/

And thus the battle was joined -- the "Federalists" vs. the "State Righters". Mr. Stapp in his paper assumed no change in the annual appropriation for crop estimates -- an assumption not shared by anybody in the Crop Reporting Service engaged in planning and implementing the expanded program. Also, Mr. Stapp's approach of first improving the national estimates and later the State figures was not considered sound. It was believed that if Congress was asked only for funds to establish a national sample, it probably would not go along with it because of concern for their own State needs. Also, if a national program was set up as the goal it would absorb all the available time, funds, and effort, and strengthening of State data would never come about.

1958 Was Not 1948

In many important respects, the situation in 1958 was quite different from that which existed a decade earlier in 1948 when the original proposal for an annual sample Census was made by Mr. Hansen. In 1950, S. R. Newell had become Director of the Division of Agricultural Statistics, as the agency was then called, and he had set about quietly, but effectively, in trying to strengthen the organization. One of these efforts was the establishment of the strong Advisory Committee, referred to earlier which included both statisticians and

225/ Ibid, p. 876.

226/ Journal of Farm Economics, December 1953, p. 861.

economists from around the country. In the crunch this prestigious Committee of distinguished faculty members from outstanding universities strongly supported Mr. Newell's position as opposed to the proposal by the Census Bureau. 227/

Mr. Newell had worked for the Division some years before in Maryland and in the Washington, D.C. office, and was familiar with its program, knew many of the staff and understood the procedures and problems. He had gone on to high executive positions in the Department, had wide experience in the agricultural marketing field, and was on close and friendly terms with State Commissioners and Directors of Agriculture. Newell was also well known on the Hill. Joe Parker, one of the Administrative Assistants to the House Appropriations Committee, commented that they were very glad to learn that Newell was going to head the Division of Agricultural Statistics as he was one man who, over the years from the Department of Agriculture, they felt had told them the truth and could be depended on.

Another significant factor in the new situation was the program for the development of the Agricultural Estimating Service presented to the Congress in 1957, that was referred to earlier. This was a carefully designed project but, at the moment, the point is that Mr. Newell presented the program in such a way to the Congress that they accepted it and have supported it ever since. Nathan (Nate) Koffsky, at that time Deputy Administrator of AMS, said later that he had seen the "soft sell" used to perfection by Newell in presenting his proposal to Congress.

Still another factor, and perhaps the clincher, was that in 1957 the Enumerative Survey project was operating in 28 States in which a June Survey was made annually involving some 2,400 segments and some 10,000 farms. About \$500,000 had been made available for this program, and in each of these 28 States additional professional and clerical workers had been employed. All this added up to the fact that in 1958 Ag Estimates: (1) had strong and progressive leadership at the top of the Division, (2) had a blueprint for orderly development that had been accepted by the Department, by the Budget Bureau, and by the Congress, (3) were receiving some \$500,000 for the expanded program and had a staff in more than half the States that had had several years of experience in conducting Enumerative and Objective Yield Surveys. Also, it had been amply demonstrated that, if provided the funds, Ag Estimates had the experience and technical competence to develop and carry out large scale Enumerative, Objective, and Economic Surveys on anything pertaining to agriculture. It was obvious to anyone who cared to look that the wobbly calf of 1948 had gained its legs and made vigorous growth. So, once again the proposal for an annual sample Census of Agriculture was set aside.

PROPOSED JOINT CENSUS/AMS SAMPLE PROGRAM, 1960

But it was only a brief respite as a few months after the demise of the 1958 proposal a new one came from the Census Bureau. It was entitled "Proposed Joint

227/ S. R. Newell: Planning Within Ag Estimates for a Workable Modernization Program, Journal of Farm Economics, December 1953.

Census - AMS Sample Program" and was signed by the highly regarded Dr. Conrad Taeuber as well as by Morris Hansen. (See Appendix)

The new proposal from the Census Bureau dated August 5, 1960, provided for the continuance of the quinquennial Census, but dropped the idea of an annual sample census in favor of smaller June and December surveys such as Ag Estimates had been making since 1954 as a part of its expanded program. The big flaw in the latest proposal from the Census Bureau was the same as before-- split operations. The proposal was studied carefully, however, with every effort to be objective, and finally on February 15, 1961, Mr. Newell sent to Dr. Nathan Koffsky, Deputy Administrator, Economics and Statistics, AMS, a condensed one page reply with an attachment giving details of his conclusions. The gist of Newell's position was that Ag Estimates had a large scale sample survey in being for which operating responsibility could not be divided, a commission from Congress to fully implement Project A of the Long-Range Program in three to four years, and legal commitments to provide current statistics pertaining to agriculture.

USDA ** AMS ** WASHINGTON, D. C.

Nathan Koffsky, Deputy Administrator
Economics and Statistics, AMS

S. R. Newell, Director, Agricultural Estimates Division

Memo from Dr. Taeuber and Mr. Hansen of the Census Bureau

Careful consideration has been given the memo of August 5, 1960 from Dr. Taeuber and Mr. Hansen. It seems to us that the memo was written without a full understanding of our expanded statistical program and how it is designed to strengthen all aspects of the Department's program of current estimates. What is proposed is simply a logical expansion of a long established field organization and the modernization of its facilities to meet present day needs. The goal is a highly integrated multiplex of mail, interview and objective yield surveys that are in continuous operation throughout the year. Thus the field staff of District Supervisors and County Enumerators, provided for under Project A of the Whitten Report and that will be in full operation in 15 States and in partial operation in 15 other States this fiscal year, become an integral part of the Division's force and will be used in many ways in the Department's program. To attempt to divide their work, training, or supervision between two agencies would create an operating structure that could not be made to function effectively, efficiently, or economically. The operating difficulties inherent in such an activity are confounded in our case by the necessity of guarding constantly against misuse or premature release of the statistical data.

The Department of Agriculture is a huge organization having a tremendous and growing need for current statistics for use in connection with its manifold programs at home and abroad. It also has legal responsibilities for providing current agricultural statistics that can not be shunned. In addition the Congress has made it clear that the Department's expanded statistical program is to be implemented in "3 or 4 years" and has provided \$750,000 this fiscal year to make the first step in accomplishing this purpose.

It seems apparent, therefore, that the Department's expanded statistical program as outlined in "A Program for the Development of the Agricultural Estimating Service" submitted in 1957 to the Honorable Jamie L. Whitten, Chairman of the House Subcommittee on Agricultural Appropriations, should be fully implemented without delay along the lines pursued for the past several years. As an aid to those wishing a better understanding of our expanded statistical program and its operation, we have prepared the attached statement giving a brief resume of some of the major aspects of the program.

Shortly after this memo was forwarded, a young man from the Census Bureau made the comment rather matter of factly that "the Department of Agriculture had pre-empted the field of current agricultural statistics". He was more right than perhaps he realized as the Department did continue, and in fact expand, its collection of economic data periodically on a wide range of subjects as an inherent part of its regular series of crop reports. There had never been any doubt in the Department of Agriculture about the genuine need for additional and supplemental data concerning economic aspects of agriculture, and many such data had been collected under such projects as the Nationwide Survey in January 1947, the Housing Survey of 1950, the Expenditure Survey of 1956,---not to mention the earlier QSA and Labor Surveys,---and a multitude of special mail surveys and localized interview surveys. Since the establishment of the Division of Special Farm Statistics in 1946, the goal had been to create an organization that could collect information concerning any aspect of the agricultural economy. So the need was recognized, but the stumbling block between the Census Bureau and Ag Estimates, had always been the matter of split operations in data collection. The matter finally appears to have been resolved, at least in large part, by the inauguration in 1976 of an Annual Economic Survey of Agriculture, planned and directed by the Statistical Reporting Service (successor to Ag Estimates) in the Department of Agriculture. Bruce M. Graham, Deputy Administrator of SRS, and Chairman of the Crop Reporting Board, stated:

"Plans are being developed for an annual economic survey of agriculture which will encompass the Farm Production Expenditure Surveys, the Cost of Production Surveys, and the new million-dollar-plus annual economic survey for ERS. A multiple frame sample will include lists of farm operators and a sample of area segments different from those used in the June Enumerative Survey and December Enumerative Survey. The integrated package will involve a massive data collection effort by personal enumeration during February and March, to be followed immediately by the necessary data handling and processing." 228/

At long, long, last the goal set thirty years earlier by Callander and Sarle; moved forward by the establishment of the Division of Special Farm Statistics in 1946; supported stoutly by Newell in the 1950's; and implemented vigorously thereafter by Trelogan, has been achieved.

After-Thought on Census-SRS Relationship

Periodically over the years there have been proposals made that the Census of Agriculture and the statistical service of the Department of Agriculture be combined into one organization. If this were done, and they operated under a single head, it is probable that a field staff, similar to that developed by the Crop Reporting Service under its Long-Range Program, could carry out an effective agricultural "census".

228/ "SRS Staff Letter", 9/11/75, SRS files.

The Division of Agricultural Statistics (after 1961 labelled the "Statistical Reporting Service") traditionally has helped in the planning, training, and analysis phases of the periodic Censuses of Agriculture, and if the two organizations were under one leadership with a single head of field operations, it is probable that the collection of statistics both currently and for the various Censuses, could be carried out by a single staff, augmented when necessary, for a large-scale "Census".

With its large State Office staff trained in the operation of enumerative surveys, and within each state, a large network of supervisory enumerators, and enumerators, it would be a relatively easy matter to expand such a corps sufficiently to perform the field collection of a periodic census of agriculture. Other agencies of the Department (ASCS etc.) might assist in this phase. A large probability area sample could be used, supplemented where desired by "saturation sampling", that is, complete enumeration of an area, a commodity, an enterprise, or whatever was deemed desirable. Such a delegation of authority would place responsibility in a single head (Administrator of SRS) who already has in being a large, trained, nation-wide, grassroots staff that has demonstrated its ability to collect data across a whole spectrum of economic, social, and agricultural topics. Since Department staff members already actually perform the primary tasks involved in analyzing returns from the Agricultural Census no significant change would be needed for this phase of the Census. The large data processing center in the USDA could readily perform the tabulation and analysis function, although some expansion at peak periods probably would be necessary.

It would appear, therefore, that from the standpoint of efficient operation and quality of results, the undertaking could best be done by the U. S. Department of Agriculture.

TRAINING TRACTOR REPAIRMEN FROM INDONESIA

At the outset of the Department's intensified program of technical assistance abroad in 1950, a fear arose that much harm could result to American farmers because of the sharper competition that might result from American efforts to increase production in underdeveloped countries. Accordingly, a Departmental Committee, headed by Gustave Burmeister, Assistant Administrator of the FAS and former SIC for Wyoming, was appointed to evaluate the impact on U. S. agriculture of some of the proposals. Afif Tannous (FAS) was Secretary of the Committee, and members included Bert Newell and E. M. Brooks from Ag Estimates and representatives from 14 other Department agencies.

An interesting case came up in which objection had been raised to a project in which five men from Indonesia would come here for three months to be taught methods used in the maintenance of farm tractors. Opposition to their training was based on the argument that the trainees would be used to increase the production of rice in Indonesia and this would be detrimental to the U.S. as (1) Indonesia normally was a large importer of rice from Burma, (2) If these imports were reduced, Burma would look elsewhere for markets, (3) In such case Burma would try to increase its exports to Japan, (4) This would be bad

as the U.S. had just recently developed a small market for its rice in Japan.

After considering a great many cases somewhat similar to this, the Committee developed a policy statement which was acceptable to the International Cooperation Administration. As revised in 1959, it stipulated in part that aid "may not be given to increase production of (a) surplus food and feeds with the result of substantially increasing exports or (b) surplus agricultural commodities other than food and feeds.the term surplus agricultural commodity 'includes commodities that have been continuously in world or U.S. surplus: rice, sugar, wheat, vegetable oils, citrus fruits, cotton, coffee, and tobacco'." 229/

It would be difficult, indeed, to make a precise appraisal of the impact of this country's technical assistance efforts in Indonesia on U.S. exports of rice to Japan. These reached a peak of 290,000 tons in 1965 and dwindled to nothing in 1971. Interestingly enough, Burma's rice exports to Japan followed the exact pattern of exports of rice from the United States to Japan, with a slide from a top of 46,000 tons in 1965 to nil in 1971. Much more significant is the change in Indonesia's indigenous production of rice. From the status of a huge importer of that food-grain in 1959 she became fully self-sufficient in rice production in 1972. There are a number of reasons for this phenomenon-- use of the new "miracle rice", 230/ better cultivation methods, etc.-- but maybe it was just that those five tractor maintenance trainees did a better job than anyone anticipated.

GOVERNMENT EMPLOYEE'S TRAINING ACT, JULY 7, 1958

One reason Ag Estimates people were not better trained in textbook statistics was that traditionally they themselves had to pay tuition as well as other expenses involved in taking courses. This situation was relieved by the Government Employees Training Act of July 7, 1958, and on February 2, 1959, in a memo to Director Newell it was recommended that the Agency pay the tuition for a course in calculus, (Math. 3-206A) that Ross Packard wanted to take in the Graduate School. That was, apparently, the first use made by the Agency of the new Act under which by 1971, a large number of statisticians were trained, including 43 who were given a year of advance work in mathematics and statistics at North Carolina State University or Iowa State University. The young men selected for this arduous training had worked for Ag Estimates for a number of years, had served in several job assignments and locations, had acquired at least 23 hours of mathematics and statistics, including integral and differential calculus, and had shown outstanding ability both in academic and practical work. For the most part they were farm boys with a flair for figures. Following completion of the graduate study they moved rapidly into positions of responsibility in the organization. Some left for work elsewhere, but most stayed with the SRS where they have become outstanding members.

229/ ICATO Circ. A117, Sept. 19, 1959 signed by D.A. Fitzgerald, SRS files.

230/ "IR8" developed at the International Rice Research Institute in the Philippines.

The Training Act has been a major contributor to the growth of scientific methodology in the service. Credit must also be given to the Correspondence courses, #330 and #500, originally designed and conducted by Dr. Charles F. Sarle from the University of Florida. Several hundred Ag. Stats. have taken these difficult courses by correspondence which were specifically designed to provide training in statistical concepts and procedures applicable to the Agency's work. Despite the marked increase in highly trained math-stats in the Crop Reporting Service (SRS after 1962) and its recognized leadership in the utilization of sophisticated statistical techniques, it still, even in 1976, has never had an employee with a PhD degree in statistics.

A Another training program has given four of the Ag Estimates staff, who had demonstrated exceptional talent, an opportunity to spend a year in graduate studies at Princeton University. The first was W. E. Kibler, now in 1976, Administrator of SRS; the second was Charles E. Caudill, Director, Research Division, SRS; the third was James L. Wheaton, Head, Design and Development Section, SRS; and the fourth was Galen F. Hart, Chief, Research and Development Branch, SRS.

Attention was also being given to management training with courses including such projects as the "Seminar in Middle Management (SIMM), and the "Seminars in Executive Development" (SED). These were given largely by Department officials and were for a few weeks duration. Specialized training for clerical supervisors was likewise inaugurated. All these programs helped to improve work performance and morale. They also helped avoid situations like that when E. M. Brooks was made Deputy-Director of Field Operations with a shared responsibility for the performance and career development of several hundred employees throughout the country, without ever having had so much as an hour of formal training in management. Nor had any of his peers of that period.

ATTACK ON THE BOARD'S WHEAT PRODUCTION SERIES, 1959

At the annual meeting of the American Historical Association in the Conrad Hilton Hotel in Chicago, December 28-30, 1959, a program arranged by Professor Eric Lampard of the University of Wisconsin, brought into focus a serious attack on the Crop Reporting Board's long time series on wheat production in the United States. One of the papers, entitled "America in the International Rivalry for the British Wheat Market, 1860-1914", was presented by Dr. Morton Rothstein, University of Delaware. A bothersome aspect of this paper was that Dr. Rothstein had used a wheat series derived by Holbrook Working of Stanford University,^{231/} rather than the Department's official figures. Considerable discussion of the differences in these two series ensued, but the short time available for review of Dr. Rothstein's paper prevented a thorough analysis of the conflicting series. In fact, this was not done until some years later when Professor William Park of Yale University and his assistant, Julia L. V. Klein, made an exhaustive study of the two series. The team of Park and Klein corre-

^{231/} "Wheat Acreage and Production in the United States Since 1866: A Revision of Official Estimates", Holbrook Working, Stanford University, San Jose, Cn.

lated labor input to production and this relationship appeared reasonable when the Department's data were used. Professor Working had accepted flour millings as his base and by a complicated process, worked backward to production, but these output figures did not match well with labor inputs as determined by Professor Park. 232/

THE 1960 ELECTION--NEVER TALK TO A REPORTER

Bureaucrats are not supposed to talk to reporters about political matters, certainly not to be quoted--and this is a special sin for employees of the strait-laced, strictly business, Crop Reporting Service. But despite consistent care strange things can happen. One night in January, 1960, the Lorcom Lane bridge group--all old neighbors and friends--got together for its regular monthly session. When the bridge rounds were finished and the women were deciding where to meet next, the men fell to discussing the Presidential election coming up the following November. Interest centered on who the Democratic candidate would be. Some of the men thought it would be Lyndon Johnson, some Estes Kefauver, some Adlai Stevenson and some Jack Kennedy. During a break in the discussion, Brooks remarked casually that it didn't matter much who was nominated as he was scheduled to die in office anyway. "How's that?", barked Jerry Kluttz, columnist for the Washington Post. The statement was repeated, and, at Jerry's prompting, the odd history was related that each President elected every 20 years since 1840 had died in office--Harrison, Lincoln, Garfield, McKinley, Harding and FDR. Jerry was obviously keenly interested, but the conversation ended as it was time to go home. The next day Jerry called and said he wanted to use the item in his column and asked if it was okay. Brooks agreed not realizing that he would be quoted. The following Thursday morning Kluttz's column, "The Federal Diary" in the Washington Post was devoted to the story of the sequential deaths of the six Presidents. The column is reproduced on the following page as it appeared on January 7, 1960.

This story created wide-spread interest, especially on Capitol Hill, and Kluttz was told that some Senators kidded Jack Kennedy about the hazards of becoming President in the light of this history and advised him to drop out of the race. He, of course, brushed off the "advise" in the same good-natured and light-hearted vein in which it had been given. After President Kennedy was assassinated on November 22, 1963, some people accused Brooks of "fortelling Kennedy's death" which, of course, was nonsense as all he had done was to cite the historical record.

The appearance of the column was a surprise and a bit disturbing. A hurried visit was made to Newell's office to assure him and Mr. Wells that the story had not been planted, but had resulted from an innocuous remark made at an informal gathering of old friends. It just happened that the group included a reporter, always alert for an interesting story, and, since political affairs were not on his beat, he had to tie the story to a federal employee by quoting, with embellishments, the person who brought the curious series of events to his attention.

232/ Interview with Mrs. Julia L. V. Klein, 1976.

The Federal Diary

Statistician Fears Next President Faces Fatal Curse

By Jerry Kluttz

WILL the President to be elected in November die in office?



Kluttz

Emerson M. Brooks, chief of Agriculture's Special Statistics Branch, but a historian by preference, has again raised that provocative question. He points to a 20-year curse of presidential

deaths which has been firmly established over the past 120 years and wonders if it will continue in 1960.

To support his question, he merely cites these creepy historical facts surrounding the deaths-in-office of six Presidents:

- 1840—William Henry Har-

rison was elected President and died in office a month later.

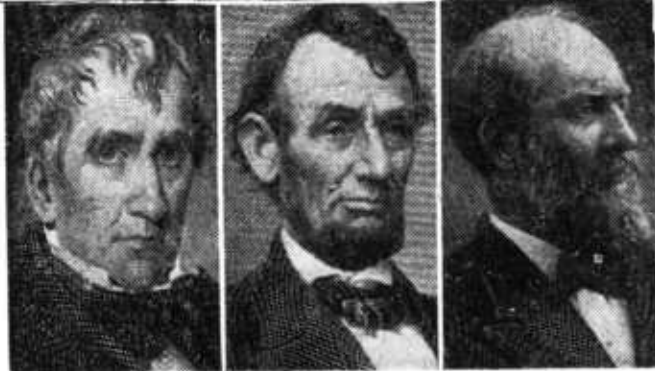
- 1860 — Abraham Lincoln was elected President and he died in office from an assassin's bullet.

- 1880 — James A. Garfield was elected President and he was shot to death the following year by a disappointed office seeker.

- 1900 — William McKinley was elected to a second term as President and he was shot and died later during his term of office.

- 1920—Warren G. Harding was elected President and he died while in the White House.

- 1940—Franklin D. Roosevelt was elected to a third term as President and died during his fourth term of office.



Harrison
1840

Lincoln
1860

Garfield
1880



McKinley
1900

Harding
1920

Roosevelt
1940

Each of the Presidents shown above, elected in the years that appear under their names, died in office. Now Emerson M. Brooks, a Government statistician, raises the question: Will the President elected in 1960, when another 20-year span will be completed, also die before his term expires?

Brooks also points out that "In view of what has happened over the past 120 years," he said, "I personally believe the 20-year pattern of Presidential deaths. Taylor, the only other President to die in office, was elected President in 1848 and died 16 months later. Brooks remarked that history has a habit of repeating itself and that the wise man in 1960 could be the vice presidential nominee on the winning ticket. The agricultural statistician is the author of 'The Growth of a Nation,' a pictorial review of America from Colonial days, and other works.

Will the 20-year cycle of deaths in the White House continue unbroken in 1960?

The career Agriculture official makes no mystic claim, but his rich historical background tells him that both parties should exercise great care in selecting nominees for Vice President this year.

Brooks remarked that history has a habit of repeating itself and that the wise man in 1960 could be the vice presidential nominee on the winning ticket. The agricultural statistician is the author of "The Growth of a Nation," a pictorial review of America from Colonial days, and other works.

MEET FREDERIC AURELIUS COFFEY

Danger lurks everywhere even for a blond haired, blue-eyed, friendly, fun loving, active boy of 13 on an isolated Texas ranch. And so it was for Fred Coffey. The morning of June 10, 1918 Fred was up early and on his way to the fields with other ranch hands to start harvesting his father's wheat crop. It was already warm and as the sun climbed higher the day became quite hot. There was a good breeze though and as the wind moved across the boundless expanse of ripened grain it caused the golden stalks to swing and sway in constant nervous ripples and broad, billowing waves like those of a restless ocean. The job that fateful day for a sturdy youngster like Fred was to drive the horses, five of them hitched to a binder with Fred riding the rear horse next to the wheat, and positioned just ahead of the serrated, fast moving sickle blade. Suddenly the horses caught from down wind the terrifying odor of coyotes and, frantic with fear, they bolted. Fred, unprepared and holding the reins lightly, was thrown from his horse directly in front of the razor sharp blades on the cutting bar. In an instant both hands had been cut off at the wrist. It was a devastating blow that would have shattered the morale of almost anyone--but not Fred Coffey. Somehow he learned to accept the blow, then conquer it, and finally to ignore it. He went on to acquire a PhD degree from an Ivy League University, marry a lovely girl, sire and raise a fine family, and become internationally known for his work in economic development. His friends and admirers are world-wide and legion. 232A/



Frederic A. Coffey, Courage Personified

232A/ Description of accident based on letter, Coffey to Brooks, 1976.

Fred does everything for himself, and will open a door for you if you aren't alert enough to do it yourself. The only concession he ever made was to allow someone to shuffle and deal the cards when playing a friendly card game. Not that he couldn't do it, but slower, of course, so rather than delay the action a bit, he allowed some other player to perform this little chore.

In 1963, the Special Statistics Branch was asked by AID to conduct a survey in Puerto Rico to determine the level of living costs for foreign students sent there for training. It was not a welcomed assignment as the conditions in Puerto Rico were unfamiliar, and whoever made the survey would be subject to criticism if the per diem rates were reduced as a result of the survey findings. Never-the-less it was agreed that the Special Farm Statistics Branch would make the survey and Fred Coffey went with Brooks as it was a two-man job and he had some knowledge of Spanish.

Today, regularly scheduled flights are made direct from Washington to San Juan, but at that time it was necessary to fly to New York, lay over several tiresome hours at the airport, then make a 3 1/2 hour flight non-stop to Puerto Rico.

In San Juan on the first day the two conferred with government officials to make sure they were proceeding legitimately, and to obtain names of contacts they should make as they journeyed about the island. In making their rounds, Fred's ability to look out for himself amazed the Puerto Ricans, many of whom probably thought it was heartless to let him do for himself rather than coddle him. But Fred preferred it that way and his associates who worked with him daily had long since ignored, for example, his methodical opening of a pack of cigarettes, fishing one out, pulling off a paper match, holding it with the metal hook, striking it and putting it up to the cigarette. Sometimes Fred employed this maneuver to gain a little time to think over a reply to an inquiry. On going to their hotel rooms his companion would casually take Fred's key and unlock his door--an operation that sometimes is difficult for anyone. After retiring from government service Fred returned to his old stamping ground in Texas. Of all the people we have known, Frederic A. Coffey is the man we admire most.

CONGRESS LEADS THE WAY, 1960

On April 19, 1960 the so-called "Working Group," consisting of Nathan Koffsky, Chairman; S. R. Newell and Earl Houseman, AMS; Peyton Stapp, Bureau of the Budget; Conrad Taeuber and Morris Hansen, Bureau of the Census; and Kenneth Bachman, ARS, held a meeting at which Brooks presented some "Comments on the Present Status of the Agricultural Estimates Development Program." 233/ In this rather long presentation - 22 typewritten pages - the comment was made that:

"From 1957 to 1960 fiscal years the amount for research and

233/ SRS files.

development of new methods ranged from \$540,000 to \$573,000. Thus we have been on a budgetary plateau for several years which has not permitted the systematic development of the program that we had hoped would be possible. However, the Budget now before Congress provides for an additional \$500,000 for the program and if it is approved by Congress, it should enable us to put 10 to 12 Southern States on an operating basis in respect to the June Enumerative Survey, and Objective Yield Surveys of corn in North Central States."

Mr. Newell, in "The Story of Agricultural Estimates" described the difficulties in obtaining additional funds for the Long-Range Program in this way:

"The record of appropriations for agricultural estimating work after the committee investigation of 1952 until 1961 is interesting. The strong recommendations made in 1952 by Congressman Abernethy's subcommittee resulted in the inclusion of a request by the Department for an increase of \$100,000 in the appropriation of 1954. The \$100,000 request was approved by the Appropriation Committee. Efforts to increase the amount met with little success until 1956. There were two reasons. First, the Department was following an extremely conservative policy toward this program. A second factor was the policy of the Division of Statistical Standards of the Bureau of the Budget. It took the position that the Department's function was primarily to estimate total U.S. production, regardless of legislation that required estimates by States. The Budget Bureau also took the position that national estimates could be accomplished by enumerating a relatively small national sample. State estimates were considered relatively unimportant for most commodities. This idea was presented at the annual meeting of the American Farm Economic Association held at Corvallis, Oregon in August 1953. A storm of protest arose from the users of statistics.

Despite the evidence of need, the Department conservatism was bolstered by the Division of Statistical Standards of the Bureau and for 2 years further financial support for research and development came only from diversions of the Division's operating funds and the help of O. V. Wells, Administrator of the Agricultural Marketing Service in economizing in other research to help the statistical program. It is appropriate to say here that Wells, a keen statistician in his own right, had for years been much interested in better statistics in the whole field of economics.

A small increase of \$104,000 was allowed in the Department budget for 1956 and another of \$289,000 in 1957. These funds were used largely in research and development. From then until 1960, when the 1961 budget was being prepared, no increase was allowed. This occurred despite the fact that the Appropriation Committee had expressed interest in activating the long-range plan presented at the appropriations hearings for 1958."

When the 1961 Department estimates were asked for, Newell presented a request for an increase of about \$2.2 million for Project A. The Department allowed approximately \$500,000 with a note to the

Bureau of the Budget that the Department would be willing to recommend an additional \$700,000, or a total of \$1.2 million if additional ceiling was allowed. The Bureau of the Budget allowed only the \$500,000."^{234/}

It was obvious that the Department and the Budget Bureau had taken a jaundiced view of the research project from its inception in 1953 and for the four years 1957-60, had kept the expanded statistical program on the back of the stove. Whether this was done to provide a beneficial "slow cook", or with the hope that the fire would go out, is a matter of opinion.

Less than a month after Brooks' report was presented to the Working Group, a Regional Training School for the June Enumerative Survey was being held in Athens, Georgia, when a phone call came from Washington giving the exciting news that the House that day, May 11, 1960, had not only approved the Agency's request for an increase of \$500,000, but had voluntarily increased it to \$750,000 and stated:

"At the request of this Committee several years ago, the Department made a thorough study of the needs for improved accuracy in crop and livestock estimates. The results of this study indicated the need for a concrete plan to improve the source, quantity and methods of gathering statistical information. The additional \$750,000 provided in this bill is for the first step toward this end. The Department should make a start on such a program and should implement such a start so as to meet the needs within three or four years."

These were sweet words indeed as they clearly meant that the years of struggle to get a long-range statistical program approved had been won. The time had finally come when the Agency could put the enumerative and objective yield surveys in the South on an operating basis, strengthen the Corn Belt Surveys, and proceed systematically with the remaining states with the assurance that funds would be forthcoming from Congress. Neither the Department nor the Budget Bureau could ignore the positive instructions by Congress to get on with the job of implementing the Long-Range Program.

It happened that Dr. Conrad Taeuber, Associate Director of the Census Bureau, whose brilliant mind, friendly smile, and prodigious efforts had carried him far, was in Athens and was invited to speak to the training group. He accepted and started off by saying, "What I would like to know is how in the world do you get Congress to appropriate more money than you ask for?"

The answer to that question is made quite clear in the testimony, "The Long-Range Program" at the hearings before the House Subcommittee on Appropriations on February 25, 1960. In reading this excerpt from the hearings it should be noted that Mr. Marshall (Congressman Fred Marshall of Minnesota), who was a strong supporter of the Crop Reporting Service, took the lead in raising the essential questions that brought out the fact the Division and the

^{234/} The Story of Agricultural Estimates, p. 100.

Bureau had originally requested \$2.2 million for fiscal year 1961, but that this had been cut back to \$502,000 by the ultra-conservative leadership of the Department of Agriculture. Under the procedural rules Messrs. Wells and Newell could not comment on this curtailment by the Department unless specifically asked by a member of the Committee, which Mr. Marshall did, and, with Newell and Wells, developed the situation very skillfully. These excerpts from the Hearings should be very revealing to anyone interested in knowing how adroit officials get their views presented and funds acquired despite intervening opposition and obstruction.

Hearings on the Hill, 1960 Long-Range Improvement Program

MR. MARSHALL: In your justification and also in the Secretary's statement he mentioned you were using most of the increased estimates in completing the work in these 10 Southern States. I wonder what you plan to do in improving the estimates in the West and Midwest?

MR. NEWELL: Our plan is to do the same thing there as stated in the broad program presented to the committee as rapidly as we have the necessary funds and personnel to do it.

MR. MARSHALL: What you are doing, you are spreading your increase pretty thin. If you were to use the increases in building up sample work, if you were to use that same kind of system--and it has proven good--why not expand it to the rest of the country?

MR. NEWELL: That is what is called for in the long-range program, and that is the kind of job we feel we are coming to sooner or later.

MR. MARSHALL: I know I have talked to a number of people and they are concerned because they believe in these estimates and they believe if these estimates are going to be beneficial they ought to be as accurate as we can make them. A good deal depends on the accuracy of these estimates. If they are in error it would be a costly thing.

What would it cost to bring your estimating up to the highest degree of efficiency and accuracy compared to what you have done in the South?

MR. NEWELL: The program we are starting in the South is not the whole program. But if you have reference to the overall program, I would say this whole program will cost around \$5 million, and that would include the two major surveys, the objective yield, farm prices, and the other features which were included in the report in 1957.

MR. MARSHALL: When you say \$5 million you do not mean that amount in 1 year?

MR. NEWELL: No, sir. We had not thought of that in terms of a single year's increase, but in the discussion we had on the long-range program we thought it would take several years to reach that goal.

MR. MARSHALL: What did you request of the Department this year? You have had this under consideration for some time. What did you request of the Department?

MR. DASHNER: \$2,202,400, including the health benefit costs.

MR. MARSHALL: What did the Department give you?

MR. DASHNER: \$502,400.

MR. MARSHALL: In other words, the Department itself cut this request down before submitting it to the Bureau of the Budget?

MR. DASHNER: Yes. The agency request was scaled down from that figure.

MR. MARSHALL: What was the reason for their scaling it down?

MR. DASHNER: The Department reviewed agency estimates under some general budgetary requirements and, as Mr. Newell has indicated earlier, the AMS estimate was an initial step in a long-range program. After review by the Budget Committee of the Department, the decision was made to reduce the estimate to a lower figure. It essentially meant extending the period out beyond what the agency had in mind.

MR. WELLS: If I may speak to this, Mr. Chairman, we have for a number of years been concerned about the accuracy of our crop and livestock estimating service. We have for many years received requests from various commodity groups wanting either different estimates or better estimates for different commodities, and one such request has had to do with the pig crop. I think it is Mr. Newell's conviction that we have reached a place where we have to make a choice, we have to content ourselves with using such data as we can get from voluntary mail inquiries and from secondary sources or we have to start at the ground and introduce a really objective type of estimating work.

It has been our judgment since our experience with cotton in 1951 that we have to supplement what we are now doing with objective samples of the same segments of farmland season after season, year after year.

With the funds that this committee allowed us, we started objective sampling work in the South on a small, experimental scale some time ago.

Our choice this year was whether to ask for funds for new or additional reports on various commodities using the old methods, or to use what additional funds we were allowed to ask for to start strengthening the bases for our current estimates.

We have presented to this committee, at the request of the chairman, a long-term plan for the improvement of agricultural statistics. We did suggest to the Department that to do the full first phase of the kind of job we think ought to be done over the years in the main commercial agricultural areas would cost a minimum of \$2.2 million. I think I am correct in saying that in sending this to the Budget Bureau the Department recommendation was approximately \$500,000 with a notation that if an additional ceiling were available the Department would be willing to recommend an additional \$700,000 or as much as \$1,200,000 to undertake what we could handle the first year. I do not think we can handle the full expansion called for in the long-time plan in any 1 or 2 years. With the \$500,000 we feel it is best to put about two-thirds in enumerating crop acreages and livestock numbers in 10 or 12 Southern States, and one-third in yield measurement. This definitely is a step toward objective yield measurement in both the South and in the case of corn, the Corn Belt, as compared to subjective measurement in the past. It is my judgment we will not do the kind of thing you people want unless we introduce a program of basic improvement rather than following a piecemeal kind of development whereby each

year a few thousand dollars are added to get more figures for this commodity or that commodity using the old methods as best we know how.

MR. MARSHALL: Mr. Wells, my reply to what you have said is that in order to get the Department to recognize the need for accurate estimates we probably will have to have a bust in the estimate. Is that not about what you said?

MR. WELLS: No, sir, I hope not. But I do agree with you that our live-stock estimates are very important.

I think we should try on a working basis to start on objective enumerative sampling procedures, with a basic survey in June. The reason for picking June is that we do not change our first acreage estimates until December, and if we get the July 1 estimate wrong we are off. We think in the long run this is a more economical method. I do not think it is the kind of thing we can introduce over the whole United States in a single year. I think it is better to take it in steps.

MR. MARSHALL: You have recognized the value of the work you have done in the 10 Southern States. You have recognized the value of having accurate estimates. But yet you do not seem willing to recognize the necessity of taking a step forward in improving these estimates in what we might call the Breadbasket of the United States. I think you have done a good job with the funds you have had, but you have made busts in some of your estimates.

MR. WELLS: That is agreed.

MR. MARSHALL: Not as much as in the case of cotton, but it has been very embarrassing..

MR. WELLS: That is agreed, and our contention is we are better able to start this in the Southern States than in the North Central States. The simplest area would be the Great Plains States, but I would think the second major step ought to be in the main Corn Belt.

MR. NEWELL: As a matter of fact, to go in the North Central states would take more money than this allowance. This allowance is enough to start in the southern areas.

MR. WELLS: And provide a major step.

MR. MARSHALL: I think I recognize the need of something being done, but there is no use in going into the thing on a piecemeal operation. You mentioned \$5 million. How much could you use this year to get a start.

MR. MILLER: We feel this is a reasonable amount to approach the problem. Obviously, we have our objectives over a longer period of time that would require a greater amount than is in this budget. I think almost all the agencies would like to do a better job and, given all the funds they could use, they probably could make more progress; but it is a question of a reasonable amount of money that could be allocated to do a reasonable job and not attempt to do it all in 1 year.

MR. MARSHALL: That is all very well and good, but what can you people use wisely this year?

MR. MILLER: I think the amount here is a reasonable amount.

MR. MARSHALL: What was that amount, again?

MR. MILLER: \$502,400.

MR. NEWELL: The Secretary has told the Bureau of the Budget that \$1,200,000 could be used effectively, but, as Mr. Miller has stated, under the budget limits \$502,400 was set up.

MR. MARSHALL: It seems to me whether we make any steps forward or not we ought to have some idea as to how much it would cost each year to complete this work. When you were thinking about your \$5 million program did you think about how much should be done each year in order to accomplish it?

MR. NEWELL: As I said a moment ago, we started out with about \$2.2 million. Our program would be something like this: About \$2 to \$2.5 million the first year, an additional \$1.5 million or so the next year, and up to the \$5 million as a 3-year program.

Mr. Wells is right that we would have difficulty using all of it in 1 year, but you must remember we have been working about 6 years on this program. We have a pilot plant set up in 24 States.

MR. MARSHALL: How many years have you worked in the Department, Mr. Newell?

MR. NEWELL: I came into the Department 34 years ago.

MR. MARSHALL: Then you are experienced in working with this Department, and, having worked with it as long as you have, do you think this program is something that would improve the Department?

MR. NEWELL: Mr. Marshall, I am convinced that it would. I am convinced that it is something we are going to have to come to sooner or later. I think it would be a great asset to the Department as a whole because, as I have said, these basic statistics are fundamental to so much work that is done in the Department. The machinery that would be established under the program we have presented to the committee would be a flexible one that would enable us to serve in many ways. For example, there was a very urgent need for a special survey on storage facilities. Your State, Minnesota, was one of them. By utilizing the small nucleus that we had in the principal States, I am convinced we did a faster and better job, and much more economically, than we could have done had we not had that facility to use.

There are so many ways in which this thing can be used other than providing the immediate service-type statistics of agriculture.

MR. MARSHALL: Obviously, it is your feeling when you submitted the request to the Department that you could use as much as \$2.2 million or you would not have asked for it. Is that right?

MR. NEWELL: That was our original recommendation; yes, sir.

MR. MARSHALL: I believe that is all, Mr. Chairman. 235/

235/ "Mr. Miller" was Assistant Secretary of Agriculture and "Mr. Dashner" was a Department Budget Officer. Their testimony reflected the position of the Secretary's Office.

As mentioned earlier the Budget Bureau allowed the Department's request for an increase of \$500,000 to go forward to the Congress, and that body voluntarily increased the amount to \$750,000. When the additional \$750,000 was in hand the number of segments for the June Enumerative Survey was upped from 2,700 to 7,700; December tracts from 7,600 to 9,600; and the total number of contacts made for objective yields was doubled (from 10,200 to 20,400). Project A was on its way to full implementation within the "three or four years," stipulated by the Congress.

LECTURE SERIES: THE INTERNATIONAL AGE IN AGRICULTURE, 1960

In reflecting on the foreign program, the thought occurred that it would be useful to have a series of lectures on the role of American agriculture at home and abroad. Cannon Hearne, Director of the Foreign Training Division, Gustave Burmeister, Assistant Director of the Foreign Agricultural Service, and Dr. John Holden, Director of the Graduate School of the U.S. Department of Agriculture, were enthusiastic about such a project. A Committee was established chaired by Clarence Miller, Assistant Secretary, to plan and implement the program which at the suggestion of Kenneth Olson, FAS, was titled: "The International Age in Agriculture." It included five lectures, and four seminars where the lecturer and a panel discussed the lecture topic with fifty invited participants from around the country and from Embassies in Washington. 236/ The title of the main papers, names of the lecturers and the dates are shown in the following announcement of the series.



S. R. Newell and Emerson M. Brooks, 1958.

236/ The lectures were published in a pamphlet put out by the USDA Graduate School, entitled "The International Age In Agriculture," USDA, 1960.



The International Age

IN AGRICULTURE

U. S. DEPARTMENT OF AGRICULTURE - GRADUATE SCHOOL

FOOD FOR PEACE October 7

Dr. Don Paarlberg, Special Assistant to the President

TECHNICAL ASSISTANCE PROGRAMS IN AGRICULTURE -
INTERNATIONAL AND REGIONAL October 15

Dr. Norman C. Wright, Deputy Director-General, Food and
Agriculture Organization

WORLD AGRICULTURAL MARKET -- OPPORTUNITIES AND
LIMITATIONS October 21

Dr. Max Myers, Administrator, Foreign Agriculture Service

AGRICULTURE AND ASSISTANCE PROGRAMS OF THE U. S. S. R. AND
RED CHINA November 4

Thomas C. Mann, Assistant Secretary, Department of State

HELPING OTHER COUNTRIES IMPROVE THEIR AGRICULTURE . . . November 18

Dr. D. A. FitzGerald, Deputy Director for Operations, International
Cooperation Administration

TIME

3:00 p. m. to 4:00 p. m.
WEDNESDAYS, except Lecture 2
which will be on THURSDAY.

PLACE

Thomas Jefferson Auditorium
U. S. Department of Agriculture

NO ADMISSION CHARGE

LECTURE COMMITTEE

Clarence L. Miller, Assistant Secretary, Chairman

Emerson Brooks
Gus Burmeister
William C. Conrad
C. M. Ferguson
Cannon Hearne
G. E. Hilbert

Wessels S. Middaugh
Max Myers
Clarence Palmby
Byron T. Shaw
Harold Vogel
R. Lyle Webster

Oris V. Wells

NATIONAL CONFERENCE, BILOXI, 1961

The Division held one of its periodic truncated national conferences with State Stats-in-Charge and the Washington staff down to, and including Branch Chiefs, in Biloxi, Mississippi, February 27 - March 3, 1961. When plans for this Conference were being made the previous fall, Bruce Graham, Assistant Chief of the Agricultural Surveys Branch (most recent name of the old Division of Special Farm Statistics) was asked to give his recommendations concerning the Conference. His memo of November 28, 1960, underscores the strong underlying resentment still existing against the expanded statistical program six years after it had been inaugurated.

To : E. M. Brooks
From : Bruce M. Graham
Subject: National Conference.

I favor (a) a national conference, (b) with restricted attendance in (c) St. Louis or other central location, (d) beginning February 20, 1961, PROVIDED (e) that the program has a major goal to develop understanding and acceptance of the expanded program of enumerative surveys.

I'm not sure how this can be done. The meeting at Chicago in 1956 reportedly met with open, outspoken hostility. The Kansas City meeting in 1957 cut off some of the open opposition, but did not make many converts. The program of enumerative surveys is still looked upon as a stepchild in many (if not most) of the Division's field offices and Washington branches. It is tolerated because the director favors it, but the work is relegated to last place on the list of priorities. The augmented staff that goes with the expanded program will be welcomed, but I see signs already that the field offices plan to use the added people for other jobs to the extent that our survey work will still be considered an "extra" job that has to be done in addition to the "regular" work which already keeps everyone fully occupied.

I think the conference agenda should be partly informational-- what the expanded program is, how it affects a typical field office, what kind of estimates it will produce, etc. Including an explanation by Simpson on manpower based on total workload requirements vs. the project-by-project approach.

Equally or more important is the "inspirational" part -- an understanding that this is the Division policy, solidly backed by the Director, the Administrator of AMS, all Branch Chiefs. Building into the Board procedures a careful appraisal and use of the enumerative survey indications is one of the major steps to this end; this can be planned in detail, but could not be put into operation before the conference dates.

Some other topics that would be desirable additions to the agenda are: explanation of the Washington reorganization and how it affects field offices; the training program; something on data processing; detailed explanation of plans for integrating the enumerative and

mail survey approaches; the promotion program. However, I consider these subsidiary topics and would justify the conference and evaluate it in terms of the major goal of developing understanding and acceptance of the expanded program of enumerative surveys.

About half way through the conference in Biloxi word filtered down from Washington that the new Secretary of Agriculture Orville M. Freeman, was soon to announce a major reorganization of the Department that would be of great significance to the Division of Agricultural Estimates.

Naturally such stirring news made the conference proceedings of secondary interest. However, the program went forward as scheduled. An ominous cloud on the horizon, no larger than a man's hand, was described at Biloxi by Earl E. Houseman, in a talk on "Automatic Data Processing". Earl lifted the veil a bit on the potential of this new revolutionary device--the electronic computer--a marvelous monster that was to become an essential and integral part of the effort to establish a system of enumerative and objective yield surveys based on probability sampling.

In retrospect the old hand tabulation methods seem appallingly laborious. In 1938, the processing of a questionnaire in the Kentucky office was described as follows.

"When the schedules of any of these surveys return to the office the brown "return" envelope is opened on a hand-power letter opener. The next step is to write the number of the crop reporting district in which the farm is located in the upper right hand corner of the schedule with red pencil. The schedules are then sorted by districts, and later on by counties and finally when it is felt that most of the schedules that are to be returned, are in, the names of the producers are alphabetized within the county. The schedules are then edited, after which, if "identicals" are required, they are "looked up", that is to say, they are compared with the previous year's schedules and when it appears that the identically same farm has been reported upon for both years the two "matched" schedules are separated from the others. These two schedules relating to the same farm are called "identicals" and the remaining schedules are referred to as "non-identicals". The two groups are kept separate from this point on, being listed separately and finally filed in individual empty envelope boxes which are distinctively labeled as to District, county, survey and date.

All listing is done with ink. The names of individual producers are listed for all surveys. *"The 'straights' and 'identicals' are listed separately and then added by counties. (120 counties in Kentucky) The individual county 'straight' data for all items are then copied onto a large (bed-blanket) sheet (C.E. 1-5) which shows the counties by crop reporting districts. The same procedure is followed for the current year's identical data and for the previous year's identical data. District totals are secured for each item on each of the three sheets. The current year's identical district totals are copied onto the current year's 'straight' sheet and the two added to*

give the district and State totals to be used in preparing the district summary of combined data on C.E. 1-177.

The preparation of headings on the three county sheets mentioned above is a laborious task requiring the full time of one clerk for about three days." 237/

Glenn Simpson, when Secretary of the Board, had been made acutely aware of the burden the old hand tabulation methods placed upon the State Office clerical staff. Accordingly, he pushed experimentation with the "peg strip" system and gave a report on it to the Panel of Consultants at their session December 14 and 15, 1954. This system eliminated hand tabulating all the detailed information on the voluminous acreage and livestock surveys. Holes punched across the top of the card made it possible to hook the card over pegs on a 26 inch metal strip. The cards were overlapped exposing only the right hand column of figures. A clerk using a comptometer could quickly add across 20 or more cards and obtain "strip totals" which were readily combined into Crop Reporting District totals. Reactions to the strip-peg procedure varied, but it seems to have been a useful stop-gap method during the interim period between voluminous hand tabulations and automatic data processing.

At the Kansas City Conference in 1957 Joe Ewing presented a discussion on the use of peg strips, based in large part on a survey of other State Offices, that was apparently initiated by J. A. Pallesen. Ewing summed up:

"Two principal conclusions can be drawn from this survey. First, pegging results is a great saving of clerical time but requires more time of the professional staff, and second, has created new problems for both clerks and statisticians." Ewing added: "Some observed they could not handle their present volume of questionnaires without pegging." 238/

At the same 1957 conference Glenn Simpson announced:

"The word 'Electronic' has become almost magic in the last 3 or 4 years. Every day we hear about 'things' that have been produced or treated electronically.----The AMS has already entered the field in a modest way. Our Division is participating in the venture by membership on the AMS Data Processing Committee and we have already processed several reports either partially or completely. The AMS recently installed an IBM 407 Tabulator in Washington which will print out copy in table form.----The AMS also has on record a letter of intent to rent an IBM 650 which is classed as a middle sized electronic 'brain'. It is anticipated this machine has the capacity to

237/ Excerpt from paper prepared by E. M. Brooks, Ass't. State Statistician for Kentucky, 1938, SRS files.

238/ Use of Pegboard Method and Problems Presented, J. A. Ewing, 1958 Conference Proceedings, Part A, p. 69.

handle the foreseeable computing load of the AMS in Washington. Delivery is expected in 12-14 months. Three members of our Washington staff have successfully completed the first phase of a course in program planning for electronic processing.----239/

The electric tabulating machine utilizing punched cards was used for the first time in 1920 to completely tabulate Census data for agriculture and manufacturers. 240/ In 1923 in the BAE, Bradford B. Smith employed the fledgling giant to tabulate data used in multiple correlation problems. 241/ By 1960 mechanical tabulation and computation had developed into the fabulous electronic computer. It was a new "giant in the earth", and in the next few years, it wrought changes in the handling of statistical data undreamed of even by the most sanguine of its supporters forty years earlier. It was an expensive piece of equipment, and one of a multitude of questions facing the prospective user was whether to buy your own computer or rent---the age old dilemma---is it cheaper to buy milk or keep a cow?

Earl Houseman's presentation on the merits and potentials of electronic computers was an eon or more advanced technically than the papers given at the 1917 Conference of Agricultural Statisticians in Washington, under the title "Computations", but they dealt with the same problem--how to analyze survey results quickly, easily and accurately. Verne Church, SIC, Michigan, at the 1917 meeting told about a device he had created to help reduce labor, speed up, and simplify analysis of data:

"In making the necessary computations in connection with the monthly crop report, I have found it expedient to utilize a multiplying and dividing table. The one which I prepared is nothing more nor less than an expansion of the ordinary multiplication table. The figures were typewritten on white tissue paper and then mounted on both sides of a sheet of heavy press board about 15 by 17 inches in size. A coat of shellac prevents the surface from being easily soiled or worn, and makes the figures stand out boldly and distinctly.

The numbers across the top of the table begin at 11 and extend to 66, and those on the left hand margin extend from 20 to 99. The top numbers should extend as high as the maximum number of reports received from any district, and this was the case when I prepared the table. In multiplication, the product of any one of the top numbers and any side number is found at the intersection of the vertical line through the former and the horizontal line through the latter. Division is merely a reversal of the process. By use of this table, the necessary divisions for obtaining district averages and also the multiplications performed in obtaining weighted averages can be handled rapidly and accurately.---"

239/ Ibid, p. 72.

240/ Journal of Farm Economics, November 1939, p. 744.

241/ "The Use of Punched Card Tabulating Equipment in Multiple Correlation Problems", Bradford B. Smith, In Charge, Machine Tabulating and Computing Section, BAE, Washington, D.C., 1923. (Mimeographed)

W. F. Callander, SIC, Wisconsin, thought he had a better idea and presented it in his paper at the 1917 conference.

"When I first started in the field agent work the tabulation of the schedules at the beginning of every month was almost a nightmare. ---For the past year through the courtesy of the Dean of the Wisconsin College of Agriculture I have had the use of a Dalton adding machine. In order to use the adding machine effectively, I found it necessary to list the schedules from field aids on sheets before making the additions. While the listing of these schedules is somewhat slow, I am fully repaid for the trouble since I have the records of the returns from each county in permanent form, arranged by county. In the heaviest months I have found that by the use of the adding machine 400 schedules or more from the nine districts can be added and checked in about three and one-half hours. The most satisfactory thing about the use of an adding machine is that when the work is done one knows that it is correct if the figures have been put down correctly, and the work of checking is easily done.

About eight months ago I started the use of the slide rule in making the computations of averages, that is for dividing the sum of the reports by the number of reports. I first used a twenty-inch slide rule which was loaned to me by the Forest Products Laboratory, but a few months ago I ran across a small circular slide rule, called an omnimetre, sold by Dugen Dietzen Company, which was being used by the College of Agriculture, and found that after practicing for awhile I could make the computations more rapidly with it than with the regular slide rule. The Bureau was kind enough to purchase one of these rules for me several months ago. It can be read correctly to three places and the fourth place can be closely approximated, I should not want to do without it. The tabulation and computation of reports is made much easier by the foregoing devices." 242/

So, the ingenious W. F. Callander, with the aid of a borrowed adding machine, a borrowed slide rule and a borrowed omnimetre broke away from the old hand work drudgery and inaugurated listing of schedules and computations by mechanical devices. It would seem that the family tree of the electronic computer in the Crop Reporting Service would look something like this--(1) computations by head and hand, (2) multiplying and dividing table, (3) use of slide rule and omnimetre, (4) listing and adding machine--borrowed and then bought, (5) computations by comptometers, (6) computations by hand operated and then electric desk calculators, (7) use of Peg Strips rather than hand listing, (8) use of Punch Cards instead of Peg Strips, (9) finally the first small electronic computer, followed by (10) the large, extremely fast and complex computer.

Perhaps mention should be made of an abortive effort to use the so-called Porta Punch to speed up and simplify tabulation of survey results.

242/ Until after World War II, the Ag. Stat. kept his omnimetre as close at hand as Daniel Boone did his long rifle.

The Porta Punch was, as the name implies a portable contrivance for punching holes in appropriate places on the questionnaire. It consisted of a board-like affair over which the questionnaire was placed and holes punched with a stylus to record the reported data. This too, might have been useful for some purposes, but did not meet the exacting and diverse requirements of the large enumerative surveys conducted by Ag Estimates. Florence Moore of the Price Branch conducted the experiments with the Porta Punch and said that the main result was to scare her superiors into adopting the Key Punch as the better system for machine tabulation of survey information.

The fond hope of the '50's and '60's remains unfulfilled in 1976, i.e. for an optical scanner that can "read" ordinary handwriting and convert it into a language a computer can understand and react to with swiftness and precision. A number of companies, including the mammoths in the field of electronic equipment, are working on the problem and are said to be gaining on the rabbit.

The history of data collection can not be chronicled in a pat illustrative manner. Asking questions of respondents and recording their answers by hand continues to be the standard practice. Not that other means of recording data have not been tried. Various devices were experimented with by Ag Estimates, among these were the trial use of a Mark Sense system. For the 1957 June Enumerative Survey a Mark Sense device was tried for the Farm Labor Section of the questionnaire in Georgia and half the counties in North Carolina. 243/ This method required the Enumerator to use a graphite pencil to mark appropriate slots to indicate answers given by respondents. The theory was that these pages would be separated from the rest of the questionnaire and run through a machine that would "read" the graphite marks. The result, however, was zilch, and the experiment was abandoned, perhaps without a fair trial.

TUMS OR ROLAIDS?

Members of the headquarters staff in Washington were a hard working lot despite the sometime appearance of a life of easy jobs and exotic travel. The following little incident is a capsule shot of one work sequence indicative of many experienced by the men of the Washington contingent. Most of all it brings out the expressive wit of one of those indispensable people, an experienced Supervisor in a state office.

In April 1961, a trip was made to Oklahoma with a stop-off on the way home at a Regional Training School in Louisville, Kentucky. The only person still working in the Kentucky office who had been there when Brooks was Assistant State Statistician in the mid-thirties was John Button, the Head Clerk. John had his own way of expressing things. He asked, "Is all you do is to go around visiting offices like this?" Brooks replied, "Well, John, its not quite like that. For instance, Monday morning I went to the office in Washington and got some work started, then I gave a lecture to a group of foreign visitors. That over, I caught a taxi to the airport and flew out to Oklahoma City where Don Pittman met me and we left at once in his car for Stillwater. At the University

243/ Interview with Glenn Suter, SIC, New York, 1976.

there, we interviewed a number of students interested in jobs, and conferred with the Head of the Department of Agricultural Economics, Professor James Plaxico. After dark Don and I drove the 60 miles back to Oklahoma City, picked up Don's wife and went out to dinner. Yesterday, I spent working on some problems in Don's office and late in the afternoon took a plane for Louisville, arriving here last night about nine o'clock. Some of the boys had things they wanted to talk about, so I was a little late getting to bed, but this morning here I am in your office." John said, "Do you want me to sum it up for you?" Brooks said, "Yes, I wish you would." John responded, "What do you use, Tums or Roloids?"

FOUNDATIONS OF THE AMERICAN WAY OF LIFE

It had bothered a number of people that thousands of trainees from all parts of the world came to the United States, received good technical training and saw many strange new things, but were given no guidelines to help them interpret and understand the things they saw. Accordingly, in 1961 an AID/USDA Joint Committee was appointed for "Developing Basic Understandings to Supplement Technical Training." Tom Ayres was Chairman and the other members were Gertrude Drinker, Ellis Clough, A. H. Maunder and E. M. Brooks from USDA, and Keith Harrison and a couple of others from AID who sat in intermittently.

The following statement, largely the handiwork of Gertrude Drinker was widely used in a variety of ways. For years it appeared as the frontispiece on several thousand programs prepared each year for foreign trainees and visitors. Copies were distributed to people in Government agencies and in colleges and universities who work with participants in international programs. The first year, Secretary of State Rusk sent over 700 copies to AID Missions in 92 countries, many of which duplicated copies for local distribution. The impact that such a statement has is, of course, uncertain but perhaps it has helped a little to further a better understanding of this country and the factors that contributed to making it what it is. Gertrude Drinker who worked in the Training Division of ERS, was a remarkable woman whose talents were never fully utilized by the Department. She retired early from the Government service but continued vigorous activity in numerous community projects in Arlington, Virginia.

To Friends From Abroad:

Welcome to the United States and the Department of Agriculture. While you are in our country, I urge you to become familiar with the basic foundations of the American way of life. To obtain full benefit from your program, it is important for you to understand what has contributed to the development of our country. I especially call to your attention:

1. The Family is the Basis of Our Society. The coming of entire families to early North America established a way of life unique among colonial countries. Men and women jointly braved the dangers and suffered hardships. The family, practicing the religious faith of its choice, continues as the foundation of our society.
2. There is Dignity in Work. During its long colonial and pioneer period, our country was sparsely settled and the people had to do everything for themselves. This developed self-reliance and a lasting respect for even the most menial work.
3. Public Education is for All. Our public education system has practically eliminated illiteracy. In publicly-supported schools, universities, and adult education programs, our people continue to receive technical and practical training.
4. Group Action Stimulates Community Progress. Americans working together in small groups and communities form the basis for public action. Voluntary participation is a cherished right and responsibility.
5. Individuals Help Make Laws and Observe Them. The majority of our citizens recognize and respect the rights of others. We believe in and are governed by laws which all citizens help make, as provided for in our Constitution.
6. Development Requires More Than Natural Resources. American development reflects the interaction of abundant natural resources, energetic people, a variety of effective public and private institutions, and the practice of a free enterprise system centered on the dignity and supreme value of the human individual.
7. Leadership is Everyone's Responsibility. A basic responsibility of American citizenship is acceptance of personal leadership in private and public activities.

The people with whom you work in this country will help you understand these seven points; feel free to discuss them with each of our citizens.

Just as we hope you will observe our way of life, we also would like you to tell us about your country and its people. Best wishes for success in reaching the objectives of your program.

REORGANIZATION, 1961, SRS ESTABLISHED

The rumors at the Biloxi Conference in February 1961, about an impending re-organization had been factual and within a few weeks the Statistical Reporting Service (SRS) had been established. Dr. H. C. Trelogan whose outstanding career had been primarily in the field of marketing economics and research, was named Administrator; S. R. Newell, Deputy Administrator, Glenn D. Simpson, Director of Field Operations and E. M. Brooks, Deputy Director. Glenn Simpson has been met several times in these pages, but another word or two about him. Glenn may never have heard the Russian proverb quoted in the Prologue that "he who chases two hares, catches neither", but he understood the principle, and followed it scrupulously throughout a long and remarkable career. Organization and management were his forte and he improved and strengthened these attributes with everything he did. His assignments--the WPA project in New York City, the period at the Census in 1940, service as an officer in the Marine Corps during war and peace, Secretary of the Crop Reporting Board, Assistant Director and Director of Field Operations, and Deputy Administrator, as well as his Master's Degree in Management, all were career building elements that meshed smoothly and were parlayed into the making of an executive. Although now and then somebody got clobbered, in the main Simpson was a happy hustler, energetic, cheerful, and above petty actions in dealing with personnel. When Newell tabbed Simpson in 1951 as his Assistant for Field Operations and Glenn was asked where his office would be, he responded, "aboard some airline plane!" This was essentially true, and for the next decade, distracted as he was by the multitudinous problems of 43 state offices he was not involved, in any significant way, in the research, planning, and implementation of the expanded statistical program during its formative period. However, after Congress had acted in 1961, and especially after he became Deputy Administrator in 1962 and was Chairman of the newly established Program Planning Committee, he was the leader in guiding research and development in the agency for the next decade.

Developments that were to take place during the regime of Dr. Trelogan, 1961-75, were many and varied, and were marked by an up-grading in the techniques and procedures employed in all aspects of the Agency's work--collection, tabulation, computation, analysis, distribution of data, and communications. He wisely adopted the Long-Range Program as the blue-print for progress, particularly because it had been accepted by the Department, Budget Bureau, and the Congress, and was an on-going program for which additional appropriations had been committed on the Hill. Under Dr. Trelogan's energetic and knowledgeable leadership a massive expansion was to occur in automatic data processing, and in electronic communication systems, and their application to the ever growing program of the SRS. Dr. Trelogan's background of education and experience, and his adaptable and aggressive nature, equipped him well for the exacting task of utilizing new and complex plans and equipment in a rapidly evolving environment. A native of Pennsylvania he had received his under-graduate work at West Virginia University, and the M.S. and Ph.D degrees from the University of Minnesota. Following several years as a university professor, Dr. Trelogan had served the USDA for nearly two decades in a number of important positions, including being: Chief, Order Administration Division, Dairy Poultry Branch, War Food Administration; Chief, Research and Analysis Division of the Dairy Branch, PMA; Assistant Administrator R & M Act; Assistant Administrator, AMS.

For his accomplishments Trelogan had received the USDA Superior Service and Distinguished Service Awards, and other outstanding recognitions including being a Fellow of the American Association for Advancement of Science and Agriculture; President, American Agricultural Economics Association; and member, U.S. Council of the International Association of Agricultural Economists. Dr. Trelogan had co-authored, with Warren C. Waite, Agricultural Market Prices, John Wiley & Sons, N.Y., 1951; and had contributed Chapters 2-9 of "Dairy Science" (with W. E. Peterson, author), J. B. Lippencott, N.Y., 1939, second edition, 1951.

The Administrator of any large government agency has a multitude of complex problems with which to deal, not least of which is that of effective management of appropriated funds. In the years leading up to 1961 a rule-of-thumb had become accepted that, if an Administrator had no more than 2 percent of his appropriation left over at the end of the fiscal year, he had done a pretty good job of fund utilization. However, with a total appropriation of say, 10 million dollars, a 2 percent under-utilization would mean that \$200,000 would not have been used and would be lost to the Agency. Such a "waste" was contrary to Harry Trelogan's way of thinking and as Administrator of SRS he strove mightily to put the maximum amount of his appropriation into useful purposes. This management trait of Trelogan's was well known and at his Retirement Party in 1975, Don Paarlberg, genial Director of Ag Economics, said that he had checked the year-end balance of Trelogan's for the past decade and learned that at the end of this 10-year period the SRS appropriation-expenditure record showed that there was an un-expended balance of only \$1.27!

O. V. WELLS BECOMES DEPUTY DIRECTOR OF FAO IN ROME

The earth-moving re-organization of 1961 brought about some significant changes, one of them being the voluntary departure of O. V. Wells, to become Deputy-Director of FAO (Food and Agriculture Organization of the United Nations) in Rome. Wells, a Mississippian by birth, first joined the Department of Agriculture staff in January 1929 as a junior economist in the Division of Farm Management and Costs of the BAE. During 1931-32 he did graduate work at Harvard University. There followed a string of top-level assignments, and on May 15, 1946, he was appointed Chief of BAE. In the re-organization of 1953 he was made Administrator of the huge AMS (Agricultural Marketing Service) where he continued until he went to FAO in Rome. Wells' extremely fast mind, prodigious memory, tremendous energy, and ability to put complex matters into readily understood terms made him a power wherever he was. His relations with Congress were generally excellent, and the members looked forward with great interest to his annual review of the economic situation.

An incident that is related about a meeting Wells addressed is characteristic of the man's ability to handle any situation with finesse. It had to do with a problem almost as old as the nation itself--the sheep and wool industry in the United States, which, over the years, has had more ups and downs than a prairie dog. This may seem a little strange since wool producers have been, to a degree, "protected" by Congressional legislation, and probably have more political clout to the ounce than any other economic group in the nation.

The reason for this prowess was simple. The Armed Forces, the Army in particular, had traditionally considered it absolutely necessary, in the event of war, to have an assured basic supply of wool for millions of military uniforms, coats, and blankets. No off-shore sources, the Military believed, could be relied upon for this indispensable sinew of war. The point had been so firmly established that the Congress had supported U.S. sheep raisers with a tariff on imported wool almost continuously since 1816. 245/ This is not to imply that the wool industry had been void of problems. The fact is that, from an economic standpoint, it has had a roller-coaster career. Even during WW II the number of farms keeping sheep declined, primarily because of (1) increased cost of production (2) more attractive prices and profits in alternative enterprises, and (3) the price outlook had not appeared favorable. 246/ Following the War the sheep industry had been subjected to a series of harassments. Cost of production had continued to go up. Per capita consumption of wool which peaked in 1946 had declined steadily since for a variety of reasons, and in 1958 was lowest in twenty years. Competition from other fibers, especially man-made fabrics like rayon and acetate, had been fierce. There were now relatively more children and older people, and they required less clothes than working people. The trend to suburban living and wearing of more casual clothes reduced consumption of wool, as did the population shift to warmer climates. The increased use of air-conditioning and central heating kept homes and buildings at a more even temperature--cooler in summer and warmer in winter--thus reducing the need for heavy, light, and medium weight seasonal outfits of clothes.

In the fall of 1960 the situation looked especially dismal to sheep ranchers who felt they were being fleeced by events at home and abroad. Since the first quarter of the year imports of wool manufactures were up 46 percent, stocks were high due to high imports of raw wool in 1959, and domestic wool production the highest since 1946. 247/ It was all very disturbing and members of the California Wool Growers Association were worried, angry, and frustrated as they flocked together in San Francisco's brand new Jack Tarr Hotel to lick their wounds and to bleat into the ears of O. V. Wells, ultra-bright Administrator of the Agricultural Marketing Service in Washington, that they were going broke!

When the time came for Wells to have his say he got up, a glass of water dangling from his hand, leaned over the rostrum, gazed with appreciation around the bespangled ballroom of the swank Jack Tarr Hotel--the huge, glittering cut-glass chandelier, the walls covered with red damask, the lush, cushioned, gilded, chairs. Finally, apparently pleased with the luxurious appointments of the room, he said, "Gentlemen, if I were going to go broke, I couldn't think of a finer place to do it than right here in this room!" There was a slight pause, then a burst of uproarious laughter as Wells' point settled in. From then on he had the admiring stockmen in the palm of his hand, as he went on to assure

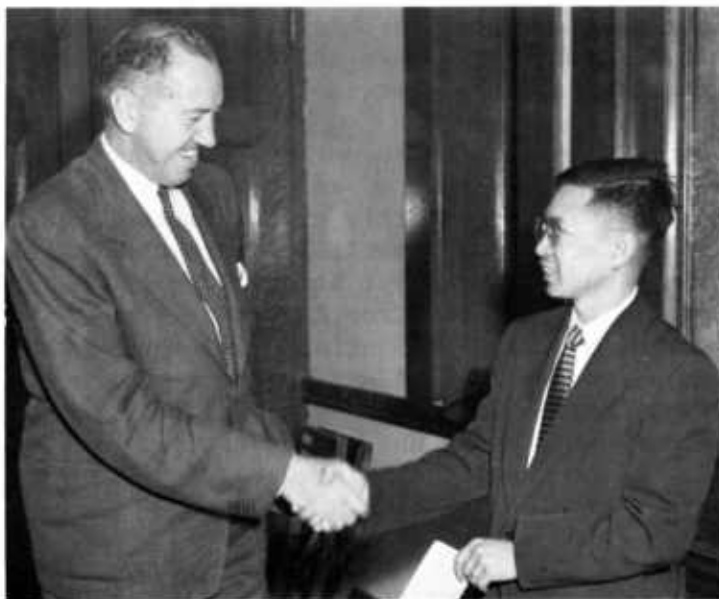
245/ "Wool During World War II", BAE USDA, May 1948, p. 5.

246/ Wool Situation in 1946, BAE USDA, p. 67.

247/ "Agricultural Situation", September, 1960, p. 12.

them that their seeming despair was not justified by the facts of the situation. 248/

Wells, as Administrator of the massive and far-flung AMS, established in 1953, had designated Nathan Koffsky as Deputy Administrator for Economic and Statistical Services with supervision over the Division of Agricultural Economics headed by Frederick V. Waugh, and the Division of Agricultural Statistics with S. R. Newell in charge. Eight years later, following the re-organization of 1961, these two Divisions and the Market Surveys Branch of the Market Development Division, and the Crop Reporting Board, were combined under a Director of Agricultural Economics who reported directly to the Secretary of Agriculture. 248A/ As the Director of Agricultural Economics functioned in all respects as an Assistant Secretary of Agriculture, being fully involved at the Department level in both policy and program decision making, it was often asked why he did not carry that title. Some reasons apparently were that his staff and budget were only a fraction of that of the Department, and had no supporting lobby on the Hill. Consideration has been given at various times to the creation of a large research and reporting agency by combining (1) economic research (2) scientific research, and (3) agricultural statistics, but this has never been done. Under the new organization in 1961, budget and finance, personnel and other administrative services were provided by the Management Operations Staff "scattered together," as the Pennsylvania Dutch might say, by Charles F. Kiefer. 249/



O. V. Wells, Administrator AMS, Presents Award to George Chan, California Office

248/ See "What About Lamb?" Summary of address by O. V. Wells, before Centennial Convention, California Wool Growers Association, Jack Tarr Hotel, San Francisco, August 12, 1960 reported in The California Livestock News, October 11, 1960, p. 12.

248A/ Secretary's Memo. 1446 Supplemental, April 3, 1961.

249/ A Century of Service, p. 510.

S. R. NEWELL RETIRES, 1961

In effect, the new arrangement in 1961 essentially re-constituted the BAE of earlier years, (1922-39) and (1942-53). The first Director of Agricultural Economics was Willard W. Cochrane, with two Administrators, Nathan Koffsky for ERS (Economic Research Service) and H. C. Trelogan for SRS (Statistical Reporting Service). S. R. Newell stayed on as Deputy Administrator and Chairman of the Crop Reporting Board for a few months, and then retired after a long and distinguished career. Shortly, however, he was enticed into spending a year or so in Paris, France, with the OECD (Organization for Economic Cooperation and Development) and, after returning home, to head re-organization of Departments of Agriculture in a number of states. His term as head of Ag Estimates and as Chairman of the Crop Reporting Board (1950-61) was to be labelled as the "Newell Revolution," which is indicative of the impact Sterling R. Newell had on the growth and development of the Service. On August 9, 1974 a group of "Old Timers," gave a luncheon for Newell at the Cosmos Club in Washington where he was presented with a certificate on which he was accorded recognition for the "Newell Revolution." The certificate had been sent to some of the field statisticians who signed it, but all were not able to be present at the luncheon. The list of signers is as follows: C. W. Whitworth, B. R. Stauber, R. K. Smith, G. D. Simpson, D. D. Pittman, C. D. Palmer, R. S. Overton, A. V. Nordquist, J. E. Mullin, P. L. Koenig, B. W. Kelly, J. R. Kirkbride, H. F. Huddleston, E. E. Houseman, R. B. Hile, W. A. Hendricks, W. W. Henderson, E. B. Hannawald, R. P. Handy, J. R. Grant, B. M. Graham, F. J. Graham, W. J. Fluke, R. B. Converse, G. Butler, C. E. Burkhead, and E. M. Brooks. In response Newell stated that this citation from his former colleagues and close associates meant more to him than the Department's Distinguished Service Award which he received in May 1959.

Many people, especially farmers throughout the country, probably remember Newell best by his folksy column that appeared monthly for many years in the "Agricultural Situation" with its monthly circulation of over 200,000 readers. Entitled "Bert Newell's Letter" it invariably started off with a nostalgic yarn about the good old days on the farm, but before long the reader was locked into a reminder why he should support the Crop Reporting Service. A Canadian, L. E. Rowebottom of the Dominion Bureau of Statistics, remarked that the first time he met Newell he was surprised that he did not chew tobacco! The column was very popular, but like Charlie Gage's Omnibus, it could not be continued by anyone else. Although Newell could not, of course, see around the next bend in the river, he was confident that it continued to flow wider and deeper toward a greater prospect further along.

"THE CONTINUING VIRTUE"

At the National Conference in 1917 the Chief, Leon Estabrook, in his opening remarks laid out a program of policy and practice that in its essentials, has deviated not a whit in sixty years.

"--It was and is the desire of the Bureau to appoint as Field Agents and Crop Specialists only men who have had practical experience in farming, men of mature years, men well educated in the fundamental

principles of agriculture and statistics, men of the highest character and ability who would command the respect and be able to secure the cooperation of all State and local officials and prominent farmers in their States.

Just as we expect the Field Agents to become the recognized authorities on crop production in their respective States, so we expect the Crop Specialists to become recognized as leading authorities on the production of their special crops.---

Our ideal should be to make our final estimates come within at least three percent of the facts.---

---to extend the crop reporting service to a greater number of special crops and to report in greater detail on the stable crops.---

Another plan we have in view is to urge upon Congress the desirability of appointing an Assistant Field Agent in each State.---

The next plan we have in mind is to urge upon Congress the desirability of furnishing each Field Agent with a clerk to attend to routine correspondence, look after the mail during the absence of the Field Agent and to assist him in the preparation of his monthly report.---I shall renew the request annually until we succeed in getting the desired increase.

A third means of improvement that appeals to us very strongly is the furnishing of government-owned automobiles to the Field Agents in most States.---

The Field Agents---will be in an excellent position to cooperate effectively with the census officials---. I have no doubt the Census Bureau will welcome the cooperation of this Bureau in drafting the Agricultural schedules and in planning their work for the next farm census.

While the meetings (Agency Conferences) are called primarily for our mutual instruction---another principal object is to foster the feeling of solidarity, the feeling that each of us belongs to a compact, efficient, growing organization with a future before it and a highly important function to perform in the work of the Department and in the economic development of the nation."

Thus the pattern of growth, development, performance, and conduct, laid down more than a half century ago, is clear:

1. Get competent men of character.
2. Expect them to become recognized authorities.
3. Strive for accuracy in the reports.
4. Expand the reports to include more items.
5. Augment the professional staff to do a bigger and better job.
6. Add clerks and other support staff for greater efficiency.
7. Add modern equipment--automobiles or what-ever.
8. Cooperate with other agencies, especially the Census.

9. Get together now and then to exchange know-how.
10. Develop esprit de corps--good men doing important work together.

For the Royal Navy the British have long produced a special line, or rope as a landlubber would say, that can always be distinguished from any other because it has a fine, red thread that runs continuously through its center from end to end. No matter where you cut through the rope you are sure to find the identifying red thread. In the Crop Reporting Service-Ag Estimates-Statistical Reporting Service--the central thread, the continuing virtue is, has been, and hopefully always will be, integrity. No matter where you look, from lowest paid Support Trooper to top Administrator, the vital element of integrity is to be found. It is the standard, the rock, the way of life, that makes all else possible and meaningful. It is the one factor that, if lost, would destroy the usefulness of the Service.

PART IV

BERT NEWELL REMEMBERS

BERT NEWELL REMEMBERS

by
S. R. Newell, former Chairman
U.S. Crop Reporting Board
1968

The Personality of "Ag Estimates"

The story of the organization that started out to develop an agricultural estimating service over a century ago would not be complete without more documentation of the human side of the enterprise.

Organizations, if they continue long enough, develop personalities just as do individuals or families. The good administrator endeavors to create personality in his organization. Policy formulation is a part, but this concept of personality is more nebulous. It might be described as group attitude toward the job and members of the group.

The organization has operated under about ten different names since it was established. Regardless of the name at any particular time, the entire organization has always regarded its job as the obligation to provide the Nation with the best statistics it is possible to produce with the facilities available. Internally, the name of the organization is usually "Ag" Estimates and the reporting arm the "Board".

The best statistics possible means setting forth the facts as nearly as they can be determined without fear or favor. On several occasions critics have said the Board can't be influenced because they would never put out some of the estimates they do if they listened to politics or influential individuals.

With the facilities available, the goal of providing the best statistics possible has several implications. Often it means getting the job done without regard to the official hours of work. It means, too, improvising, rearranging work schedules, stretching the facilities to the limit to accomplish some worthwhile project. Sometimes the boys say, "we will get it done, but it is going to take a 'piece out of the hide'." When Nat Murray started the farm price report in 1908, he boasted a little when he reported that it had been accomplished without a bit of additional money cost. At one outlook conference there was a great hue and cry about the lack of information on peach trees in the northeastern states. Mr. Callander said it would take \$10,000 to get the information they wanted. Some of the statisticians shuddered because they knew that \$10,000 would hardly cover the cost of schedules and field follow-ups. The next day another division transferred the \$10,000. As the boys said "we got the job done but the 'hide' (midnight oil, extra travel, tabulation, and analysis), didn't show."

This characteristic of the organization of getting the job done sometimes gets Ag Estimates into trouble. The reputation has become so widely accepted the delivery of the job is taken for granted. When things get stretched to the limit, it is often difficult to convince some people or organizations that

more money or facilities are necessary.

Another characteristic of the organization is that "apple polishing" is a waste of good apples and influence peddling doesn't pay. Nor is the prima donna who can't stoop to stuff envelopes or tabulate or carry a sack of mail to the post office because he considers they are tasks beneath the dignity of a statistician, a very popular worker on the team. At a meeting in one of the state offices several members of the Washington Staff and some from the Departmental staff had very effectively monopolized the time of the Statistician in Charge and most of his office staff for two days. At the close of the meeting, the state statistician announced he would expect everyone back at the office at 6 p.m. to get the monthly crop schedule in the mail. Everyone showed up on time. Envelopes were stuffed and the inquiry went out on schedule.

Self-criticism has always been encouraged; so, too, is self-improvement. Individuals are urged to take graduate courses that will help them in doing a better job and advancing in the service. Many of the staff have at their own expense earned graduate degrees in after-hours college work.

The organization has been characterized as proud. It has also been called conservative. No doubt both are true. There is a reluctance at times and in some quarters to change, and at times false pride has run before a bad fall. Too much of either is bad; on the other hand, none of either can be equally disastrous.

To summarize; the personality of "Ag" Estimates is a truly career service, a close knit, well disciplined group, proud of its place in the national economy and ever seeking ways to provide more and better service to agriculture and the nation.

This personality of the organization is, of course, the reflection of the people who have built it. It was not just the chief statisticians or the chiefs of the Bureau or Directors of the Division but a lot of people. There was "Grandma" Pierce (Mrs. M. R. Pierce) a junior research assistant, who helped Dr. S. A. Jones. "Grandma" came in the service in 1903. No more loyal person ever served Ag Estimates. She looked after everyone, particularly on crop report lock-up days. She never overlooked an opportunity to impress the young clerks, or the young statisticians too, with the importance of the work and their responsibility to the organization. Any one that was ever on the receiving end of one of her friendly little talks didn't soon forget it.

Then there was Reggy, no one now remembers her real name but she was a char woman about 4 1/2 feet tall with a quick brisk tongue. Reggy had a proprietary interest in the organization and took care of serving the lunch in the Crop Reporting Board room on lock-up days. Reggy bossed everyone and could usually find a way to get you an extra piece of pie, only though, after she made sure everyone had at least one piece.

There is a danger in writing this section of getting into the "good old days" frame of mind. Things are different from what they were 30 or 40 years ago when the Department was small and most everyone knew everyone. But

basically, the attitude is no different now than it was then. In those days the Department had its own guard force. The Captain of the force was Captain Burke. He was an average sized man with a round pleasant face and a beautiful head of white hair. Always well groomed he really looked quite distinguished. Captain Burke was the official guard for the Crop Reporting Board. Most likely he assigned himself the job because it was a rare day when he wasn't on the door. It wasn't necessary to have a pass; Captain Burke knew who to let in. He took real pride in his job and everyone respected him. The guard is an important part of the security. He is the only person that can be contacted from the inside and he must be reliable.

One day a new assistant secretary came to sign the report. After signing he said he didn't have time to meet the members of the Board and stalked up the hall and rapped on the door. As was customary, Captain Burke opened the door about 6 inches and the assistant secretary announced who he was and said he was going back to his office. The door did not move until Captain Burke said "Not until after 3:00 o'clock, Mr. Secretary." The door closed and there was an audible click as he shut the bolt of the lock.

There were many more people like "Grandma," Reggie, and Captain Burke. They all contributed to the reputation and developing the traditions of the service. The attitude that Ag Estimates, not the Chief alone or any one in particular but the organization, doesn't stand for shirking or misconduct, personal or otherwise, is deep seated in the organization.

It is not intended to leave the impression that there were not instances where "sticky" problems had to be handled and sharp disagreement arose. There have been many. Some left scars that were long in healing but when all parties concerned had had their say and the incident closed, the organization closed ranks and the work went on with the same oneness of purpose that is the characteristic of the entire group.

In this chronicle of the growth and development of the agricultural estimating work, the important incidents and the people principally concerned have been discussed. In presenting this story, an attempt has been made to show how these changes and innovations have for the most part, been the result of joint efforts by the organization and, therefore, many individuals working together toward a common goal. There have, however, always been key people who have played an important part in marshalling all the talents and provided the leadership that implemented the programs.

To round out this section on the personality of the agricultural estimating organization, a brief summation of the characteristics of some of the leaders who contributed significantly to the development of the organization is presented. These are not intended to be exhaustive biographies. The observations are often based on personal acquaintance, discussion with their contemporaries or both. Personnel records in the Statistical Reporting Service, in the Department or records in the Archives have been used. In some cases observations have been made on the basis of writings of the individuals but for a very considerable part the only documentation is this manuscript.

Jacob R. Dodge

Mr. Dodge began as an agricultural clerk in the Department on July 22, 1862. Lewis Bollman was appointed Chief of the Statistics Division in 1863 and served until November 1, 1865. Mr. Dodge was made Chief Statistician December 1, 1865. Except for a period from August 29, 1878 to November 16, 1881 during which he served the Bureau of the Census, he served as Chief Statistician for 24 years retiring at the age of 70 on March 31, 1893. This was a most unusual record during this period where political appointments were the order of the day. Following his retirement he continued to serve farmers through the columns of the Country Gentleman.

Dodge had an active and inquiring mind. In a way he was a Leonardo da Vinci of the founding period of the crop estimating service and agricultural economics in the Department. He explored many fields, started new programs and advanced many ideas that the Department did not catch up with for many years.

He established the pattern of crop reporting that, in its basic concept, has been the guide ever since. He visualized the need for quantitative forecasts that were not made a part of the regular programs until some 40 years after he advanced the idea. In 1889 he advanced the idea of production control by farmers themselves through readjustment of production based on "a clear and searching glance into the future" that had much in common with the ideas of H. C. Taylor, Chief of the Bureau of Agricultural Economics, in 1923 when agricultural outlook reports were initiated. 250/

Dodge was much interested in better agricultural statistics from Europe. In 1873 he spent several months in Europe as one of the commissioners to the Vienna World Exposition. In his report of 1874 he brings out the recommendation for a world census taken every 10 years. 251/ In that report Dodge was calling for the kind of service that was finally provided for in the convention of 1905 that created the International Institute of Agriculture in Rome, Italy. As a member of the International Institute of Statistics that convened in Rome, Italy in 1887, Dodge presented the constitution that was adopted and may be looked upon as the precursor of the International Institute of Agriculture. 252/

His very considerable activity in the field of international statistics and agriculture was, of course, reflected in the Foreign Division in the Division of Statistics and later became the Foreign Agricultural Service.

Dodge was always thinking in terms of economic forces. In his first report for the calendar year 1865, he took the trouble to explain the economic reasons for higher crop values in New England as compared with the Middle West. In discussing farm production for profit he was thinking in terms of farm manage-

250/ H. C. & Ann Dewees Taylor, p. 196.

251/ Ibid, p. 187.

252/ H. C. Taylor, p. 194.

ment. A far-off idea perhaps, but later to be developed by the Department in the Office of Farm Management.

As he developed the crop estimating program, he became more and more a technical statistician. He spoke of the difficulties of obtaining reliable averages and the problems of securing accurate information from respondents. He advanced the idea of annual enumerations and utilizing carefully defined areas. He pointed out the undesirability of it collecting agricultural statistics through the state police offices. He recognized the problems of bias.

The Agricultural Estimating Service and the Department owe a great debt to the character, the intelligence and extraordinary capacity of this man who shaped the foundation and provided guidance for the service for many years after his departure from active service.

George K. Holmes

It is of some interest that H. C. Taylor in his book "The Story of Agricultural Economics" gives most attention to the work of George K. Holmes under Part 5, Marketing Farm Products, Chapter 19, Government Marketing Activities, rather than in Part 4, Chapter 12, Crop and Livestock Estimates. This is in no way a criticism of Dr. Taylor's handling of the work of Mr. Holmes. To the contrary, we take some satisfaction because he, to some extent, bears out a statement often made on agricultural estimates that this organization was the spawning ground for much that has taken place in agricultural economics in the USDA.

Mr. Holmes' activities in the agricultural estimating service has been discussed elsewhere. His influence in the service and the Department extended beyond his technical accomplishments. He was physically a smallish man but in a discussion one was immediately impressed with his great stature in his field of endeavor. For many years he was one of the foremost investigators and writers on agricultural statistics. The painstaking thoroughness of all of his work sets him apart as one of the real masters in the field of statistics.

Mr. Holmes' outstanding characteristics of a personal nature were his un-failing courtesy and sunny disposition that never betrayed surface indications of tribulation, annoyance, or concern over petty things. The current of his nature ran too deep and strong to be easily disturbed, but his warm, sympathetic interest responded immediately to a request for advice, criticism, or assistance. 253/

Nat C. Murray

Nat C. Murray came to the Bureau of Statistics in August 1904, a special

253/ C. E. Gage - "The Omnibus" Staff Letter of the Crop and Livestock Estimates Division, USDA, No. 42, February 4, 1927.

field agent for Ohio, Indiana, Illinois, and Kentucky. He had been writing a weekly crop review for the Cincinnati Price Current. His father, Charles B. Murray, was the editor and for a number of years had taken a very active interest in the crop reporting work of the Department.

Nat Murray had gained a considerable background of experience in the estimating work through association with his father and in the preparation of his weekly crop review. As a regional field agent he was not supposed to maintain an independent list of crop correspondents, but he recognized the difficulty of covering so broad a territory by personal contact so he apparently retained some of his former contacts. After a while he was authorized to maintain a list of respondents to assist him in his work.

Early in 1907, when Mr. Olmsted, Chief of the Bureau of Statistics, was given leave to take the Cuban Census, Murray was brought to Washington as Assistant Chief while C. C. Clark, the Associate Chief, was acting during Olmsted's absence.

When Olmsted returned in 1909 and Clark left to become Chief Statistician of the International Institute of Agriculture at Rome, Murray was given practically a free hand in statistical affairs while Olmsted attended to administrative matters and presided as Chairman of the Board.

Murray gave particular attention to methods of handling the statistical work of the Bureau. He sought ways of eliminating lost motion and filling in the program with new activities to keep the personnel fully occupied. He simplified the methods of weighting the indications, rearranged the work schedule and turned the efforts to the development of the collection of farm prices.

It was Murray who was the chief architect of the reorganization that resulted in the consolidation of all the field operations in full time state statistical offices in 1914.

Murray was a strong believer in the civil service system and worked to strengthen the personnel qualifications of the forces. He preferred the technical and internal arrangement work of the division to the administrative side. In the reorganization of 1914 he defended Olmsted in the controversy with the Assistant Secretary. Although he was Acting Chief of the Bureau and in line for promotion to Chief, he endorsed the appointment of Estabrook as Chief. In his memoirs he said he preferred technical work and endorsed the appointment of Estabrook as an excellent administrator and worked most effectively with him until 1921 when he returned to commercial work.

He was truly a career man who had the greatest respect of the entire organization for his capabilities as a statistician, his objectivity in dealing with problems and broad understanding of the role of the Bureau in the entire economy.

After his retirement many members of the staff continued to seek his advice and counsel on many problems. He was always friendly and gave fully

of his time and talents in helping to develop and improve a better crop reporting service.

Joseph A. Becker

Joseph A. Becker was a graduate of the University of Wisconsin. He worked in farm management at the University and received his Master's degree in economics in 1916. He was appointed in Wisconsin as a field agent in the Bureau of Crop Estimates on January 16, 1918.

Joe Becker was an exceptionally keen analyst, who probed just about every aspect of the statistical reporting field and its relation to other fields of economics. While in Wisconsin he had made a careful study of the individual farm reporting that had been explored several years before, but it remained for Joe to really analyze the system and give it the impetus that led to its general adoption in the crop reporting work. This is characteristic of his operation, and but one, an important one, of the things he was doing in developing the program in Wisconsin that attracted attention and led to his call to join the headquarters staff in Washington in 1922.

When the agricultural economics work of the Department was reorganized and the Bureau of Agricultural Economics was established in 1922 the crop and livestock reporting work was set up as a division of the new Bureau. Mr. Becker was brought to Washington as the Assistant Chief of the Division of Crop and Livestock Estimates and was actually the Chief Statistician for the Division.

Mr. Becker was an excellent selection for the position. A clear and concise thinker, he was a tremendous help to the entire staff, particularly the younger statisticians as they learned the work. His ability to go to the heart of a problem bordered on the uncanny at times but, unlike so many with that ability, he was never impatient with those he dealt with. At the time of his appointment to the Washington staff he was put in charge of the research work. As previously noted, the funds for research work extremely limited, consequently Joe did most of his research himself. One of the things he developed, and for a number of years carried very largely by himself, was the series of farm income estimates. This work was later transferred to the Division of Statistical and Historical Research of the BAE where it was expanded and is now a part of the Farm Income Branch of the Economic Research Service.

Mr. Becker was a leader in the program of training the statistical staff. A prodigious worker himself he set an example for his associates to delve into problems and develop new techniques and new ideas for improving the service. He did much to raise the technical stature of the entire organization.

A fine friend and a wise and sympathetic counsellor, Joseph A. Becker contributed substantially to the building of the agricultural estimating work of the Department.

William F. Callander

Mr. William F. Callander was appointed as a clerk in the Bureau of Plant Industry on September 1, 1906. An expert stenographer, he was soon made private secretary to the Chief of the Bureau; later, in March 1913 he was appointed secretary to the Secretary of Agriculture, D. F. Houston. About two years later, in May 1915, shortly after the state statistical offices were established, he was appointed state statistical agent for Wisconsin.

Callander was an energetic young man and shortly after his appointment began to familiarize himself with all aspects of the statistical work and particularly the agricultural statistical work of the state. In view of the fact that the state was carrying on a statistical program that in many respects duplicated the kind of work he was supposed to be doing on the Federal program, he conceived the idea that a cooperative effort might be to the advantage of both. Other state statistical agents had had similar ideas, but with Callander's energy and initiative he discussed the idea with the State Commissioner of Agriculture, C. P. Norgord, and in 1917 he developed a cooperative plan and an agreement was entered into under which the State and Federal work was consolidated. Thus, Callander inaugurated the Federal-State cooperative crop and livestock estimating work that was the most significant development that was ever made in the crop reporting work.

This immediately attracted the attention of the Chief of the Bureau, Leon Estabrook, and commissioners of agriculture in other states. In 1918 Callander was sent to Ohio where he negotiated a similar agreement in that state. In 1919 he was named field specialist in the Washington, D.C. office to coordinate field activities, improve estimates and methodology, and develop state cooperative agreements. On July 1, 1921 he was made Assistant to the Chief of the Bureau of Markets and Crop Estimates and on July 1, 1923 he was named head of the Division of Crop and Livestock Estimates of the newly formed Bureau of Agricultural Economics.

Callander served as Chief of the crop and livestock estimating work with a few excursions with the Agricultural Adjustment Administration, the Bureau of the Census and Statistician for Florida until he retired in 1950. He was an exceptionally energetic person, never still and always thinking of new programs or projects. The development of the cooperative rural carrier survey mentioned elsewhere was the kind of thing he loved to do.

He was constantly on the go. Every field office and every person in the office he knew personally. An exceptionally fast reader he could cover a tremendous area in an astonishing short time. Sometimes the men wondered if he actually knew all he did read. One statistician tried him out once and slipped a small phrase into the middle of a full page he knew was not correct. He handed him the letter and almost immediately his pencil crossed out the phrase.

Mr. Callander paid a great deal of attention to improvement of the technical training of the staff. He encouraged them to take graduate work and do original thinking on any program of the division. It was not uncommon for a statistician to find him sitting in his office in the morning. It was not to check on when he came in, but just to visit about his work and work of his division. He was a "delegator" and when he gave a person an assignment, he let

him go ahead and gave him full support. He used to say: "Never wait until you feel absolutely sure a person has all the knowledge you have before you delegate. If you do you'll end up doing everything yourself and you can't do that." His men were always in demand and he took pride in that fact.

He served the Division and the Department with Distinction.

• Charles E. Gage

Charles E. Gage came to the Department as a clerk in the Forest Service in 1906. He worked for the Bureau of Plant Industry, the Bureau of Statistics from 1914 to 1929 when he became the first Chief of the Tobacco Division of the BAE. A rather significant indication of the character of the man is that when he retired every organization he had ever worked for regarded him as their own.

When he came to the Bureau of Statistics in 1914, he was appointed as a clerk. He was made Chief Clerk in 1917, and then in 1919 was made Chief of the Field Service Division. From this position he was promoted to Statistician with his principal speciality in tobacco.

He became widely recognized as a tobacco specialist in the BAE and throughout the industry. His knowledge of tobacco and his proficiency as a statistician enhanced the position of the Crop Reporting Board with farmers, research agencies, and the entire industry.

"Uncle Charlie" as he came to be affectionately called, performed an outstanding service for the Crop and Livestock Estimates Division through the "house organ" called the Omnibus, which he originated and signed as the "Hired Hand." That publication did more to knit the new field organization that was set up in 1914, and the headquarters office in Washington, into a homogenous unit with a personality of its own than anything that had happened before or since.

Liberally laced with humor and the doings and comments of the characters, Dr. Raucous and Col. Figgers, products of Uncle Charlie's invention, and written in his own inimitable style, the Omnibus carried a considerable cargo of official information along with information of transfers, new appointments and arrival of new babies.

Mr. Gage put a great deal of thought in editing the letter, and it really paid handsome dividends in the morale of a farflung organization. Its real value was never fully appreciated until it discontinued when Uncle Charlie left the Division in 1929. To this day he is still considered as one of our own.

Leon M. Estabrook

Leon M. Estabrook was appointed Chief of the Bureau of Crop Estimates on September 25, 1913. He had started in the Department in May 1904 as a stenographer and "typewriter" in the Bureau of Plant Industry and served in a number of capacities. At the time of his appointment as Chief of the Bureau of Statistics, he was "Chief Clerk" and custodian of buildings for the Department. These activities were under the immediate direction of Assistant Secretary Beverly T. Galloway.

Mr. Estabrook took charge at the time when the crop reporting work was reorganized and the offices of state statistical agents were established as the central operating unit in the State for the statistical reporting work. The plan of the organization had been developed by Nat C. Murray but the implementation of the plan was yet to be worked out.

Mr. Estabrook was a good administrator and immediately gave attention to the many administrative problems involved. Civil service examinations were announced and the state statistical agents were selected from the lists so established. This was a significant step in the organization as it established the state positions as career jobs not subject to political patronage.

In 1917 a conference was called in Washington at which procedures were set up for operations under the new organization. This was the beginning of the organization along the lines that have continued to the present time.

Perhaps the most significant feature of Mr. Estabrook's administration was his development of a close knit administrative team at the Washington level and bringing the field agents into the planning function as active participants.

Estabrook, Murray and Holmes working in unison put stress on improving the personnel and close coordination of the whole operation. This policy was largely responsible for a number of important developments the most significant of which was the encouragement of the federal-state cooperative crop reporting program.

Mr. Estabrook was highly regarded in the Department being called upon for many "extra curricular" activities. In 1918 he was designated as Chief of the Bureau and Assistant to the Secretary. He was a delegate of the U.S. to the General Assembly of the International Institute of Agriculture at Rome, Italy, November 3 to 20, 1920. In the reorganization of the Department in 1921 and 1922 he was made Associate Chief of the Bureau of Markets and of the Bureau of Agricultural Economics. In 1922 he was given a leave of absence to assist Argentina in reorganizing its statistical and crop reporting work. In 1925 he joined the International Institute of Agriculture at Rome to work on the world census.

He returned to the Department in 1930 and was assigned as an assistant to the Director of Scientific work (Dr. A. F. Woods) and retired May 31, 1931. 254/

254/ Personnel Records Archives.

John B. Shepard

John B. Shepard was a graduate of Cornell University with a B.S. in Agriculture in 1907. His career was as unusual as the man himself. After college graduation, he spent six years in farming in New York, Pennsylvania and Texas. Following this experience, he returned to Cornell and spent a year and a half in the graduate school of arts and sciences receiving an A.B. degree in 1916.

He worked with the farm management department of Cornell, was a consulting agricultural engineer in Maine, New Hampshire, New York, Washington State, California, Florida, South Carolina and West Virginia, and was an appraiser for the Federal Land Bank the summer before being appointed as Field Agent for the Bureau of Crop Estimates on January 26, 1918.

Shepard's training and broad experience was reflected in his approach to any problem that arose in the crop and livestock estimating work. He was essentially a student who was never satisfied with an analysis until all possible factors had been considered. This at times prolonged the analysis to the point of irritating some of his colleagues, but it was generally accepted that on a critical problem it was far better to wait a bit for "Sheps" opinions. His field travel was always carefully planned and organized. There were many jokes among the fieldmen about Sheps soil maps, topographic maps and notes. He was recognized as one of the best, if not the best, informed man in the Department on the overall agricultural patterns in the United States. When a new secretary wanted to take a trip to familiarize himself with agriculture generally, it was often Mr. Shepard who was asked to direct the tour and act as consultant.

Mr. Shepard was continually studying and experimenting with questionnaire procedures. He developed some clever demonstrations of the different ways a seemingly simple question could be interpreted by a correspondent. He delighted in trying out these ideas on a group of statisticians to demonstrate the importance of simple but precisely worded questionnaires. In later years the importance of his thinking was more fully recognized by employment of persons especially trained in questionnaire design.

At the conference in 1923 Shepard advanced the idea of annual enumeration of carefully selected farming areas. In 1937 his article on enumeration of sample townships was published in the Journal of Farm Economics (see page 464). Fundamentally, the ideas he advanced are the same as the plan that was to revolutionize the crop and livestock estimating methods 35 years after the conference of 1923.

Shepard's mind ran deep in everything he did. For many years he wrote the crop summaries for the monthly crop reports that were classics for the amount of information he could pack into a relatively brief report. He developed the index of total crop production that is still one of the widely used statistics issued by the Board.

Shep was a serious appearing man some times called severe. In fact,

however, he was a most friendly and kind person with a very keen sense of humor. This characteristic was often missed until a person learned to watch for the twitch around the corners of his mouth, partially concealed by his heavy dark moustache, and the twinkle in his eyes. A young statistician concentrating on his assignment on his first Board lock-up report, was startled when this severe looking man interrupted him by placing a sandwich and a piece of pie in front of him with the comment, "Here young man, you are not accustomed to the way things go here. You better get your lunch before its too late."

This was John B. Shepard. A man who contributed substantially to the statute of the Crop and Livestock Estimates Division and the improvement of many aspects of the work during his period of service. Because of his untimely death at 61 in May 1945, he did not witness the actual implementation of his "pet hobby" as he described his idea in 1923 of enumeration of sample farming areas as a basis of improving the estimates.

Charles F. Sarle

Charles Sarle graduated from Cornell in 1916. After a short time as assistant county agent and about two years in the Office of Farm Management and 8 months or so in the army and a period of about two years as a Smith Hughes teacher, he was appointed as agricultural statistician in Iowa on September 22, 1922.

Early in his career as statistician in Iowa, he began to concentrate on statistical methodology. With his office in Des Moines, Iowa, he soon became acquainted with Henry A. Wallace, who was also interested in statistical methods and the crop reporting work. They worked together on a number of problems.

Sarle's activities in the statistical work attracted the attention of Callander and Becker. On November 1, 1926, he was transferred to the Washington office to take charge of the farm price work.

His contributions to the crop and livestock reporting work have been recounted elsewhere at some length. He was an extremely energetic person with a very quick mind and fertile imagination. Nothing escaped his attention and his frank, and often blunt, criticism of programs and methods sometimes provoked people but more often than not stimulated action. Joe Becker characterized Sarle as a "healthy goad." "Status quo" irritated Sarle whether it applied to a program or an individual who was content to go along with the routine.

On the other hand nothing pleased him more than a person who was alert, progressive and willing to work. Herein lies the key to one of his most important contributions to the crop reporting program. He was a good teacher whose knack of stimulating interest in a problem was effective with most people but particularly so with the younger members of the staff. A number of the men who worked with him went on to high positions in the organization and in commercial organizations. Sarle was ambitious for himself, but equally ambitious for those who worked under him and made good.

To Charles Sarle belongs a large part of the credit for the progress that was made in the upgrading of the professional competence of the personnel in the service. He was a capable technician with the vision and drive to get action.

Frank Parker

Frank Parker was appointed State Statistician for North Carolina in 1916 and continued in the position until his retirement in 1953.

Mr. Parker was one of the most enthusiastic, energetic and persistent people in the agricultural estimates organization. Whatever he undertook, he put his full energy into it. This meant that with his active and imaginative mind he was always coming up with some new ideas of new ways of getting things done or new projects to be launched. It was not always possible to put his ideas into operation, but he enjoyed experimenting. This attitude of questioning the status quo and energy in trying out ideas was stimulating to other employees in his office and to the whole organization. Work in the North Carolina office was never monotonous. A number of the young men who trained under Frank Parker went on to highly responsible positions in the agricultural estimates organization or with other organizations.

Frank had the complete confidence and cooperation of the State Department of Agriculture and developed one of the most extensive cooperative crop reporting offices in the United States. At one time the State Legislature cut out the state assessors enumeration and Frank, largely single-handed, succeeded in getting the program restored on a stronger basis than it was before. He was among the first to experiment with the objective cotton count techniques as a basis for cotton estimates. He experimented with the same procedure on peanuts, tobacco and other crops.

It was Frank Parker who had the original idea of a statistical laboratory at the college. He met with rebuff from most sources, but that only increased his determination. He finally succeeded in getting his ideas to the President of the University, Frank Graham, who set up the original laboratory. This was an important aid in conducting a number of studies that led to significant improvements in the crop and livestock estimating work, and contributed to the development of the program for modernizing the crop and livestock reporting service implemented in 1958. The laboratory proved to be the spawning ground for the later development of the statistical department in the University and the statistical program in the Triangle Institute.

In the foreign trainee program trainees were assigned to take technical training in the laboratory and for practical application of the technical training they spent part time during the school year and full time during the summer in the North Carolina office. The agricultural estimating organization also made, and is making, use of the laboratory facilities and the state office for in-service training of its employees.

In his 37 years of service Frank Parker made a lasting contribution to the

integrity of the crop and livestock estimating organization. He was highly regarded in the state, the college recognized his accomplishments with an honorary doctors degree.

Aaron E. Anderson

"Andy" Anderson became a tradition in Nebraska agriculture. Appointed as Field Agent at Lincoln, Nebraska on July 1, 1914, he served as the statistician for the state for nearly 43 years, retiring on December 31, 1956.

Like many of the first State statistical agents, Mr. Anderson established the office and, single-handed, built the reputation of the crop and livestock reporting program from scratch. He was unusual for his time in that he held two B.S. degrees (both at Kansas State Ag. College). One was in printing and one in agriculture. All of his college training he got by hard work at any thing from plain day labor to assistant in various college departments. This had its influence on his performance in his job as statistical agent. He was impatient with laziness or anyone that tried to get by without conscientious work.

He developed a very fine working relation with the State Department of Agriculture, the college and all other agencies, particularly the press. Andy felt very strongly that information, to be of any use, had to be made widely available. His efforts to develop good press relations were not for personal recognition, but for developing the service. He became very much irritated by some of the (as he expressed it) bureaucratic restrictions on providing information.

His very appearance, a broad shouldered, powerful man who looked as though he could toss a bale of hay to the top of a load with the greatest of ease, gained him almost immediate acceptance with the ranchers. Andy though was a good analyst in his own way and he ran a very orderly and efficient office. The young men who trained under him were most loyal, and rightfully so, because they learned to work hard, observe closely and deal with people in a straight forward friendly way.

Andy might not be able to discuss the technicalities of statistical methods too well, but there were few people who would tangle with him on his estimates of crop yields or livestock numbers. He was respected throughout the state and the entire crop and livestock estimating organization.

One of the men who received his early training in the Nebraska office and later went on to high position in Washington is, at his own request, now statistician in charge of Nebraska. A modern version of the Andy Anderson tradition continues in Nebraska.

It is not possible to set down all of the incidents or all of the little personal traits of individuals that constitute a very important part of the personality of the organization.

There was Doctor S. A. Jones, an M.D., that never practiced except in directing and examining every detail of a survey. He was actually loved by every member of the staff but sometimes very exasperating on an office review of the acreage estimates. He couldn't bear to stop his analysis until the very last minute before train time. He didn't often miss his train mostly because the statistician in charge was usually willing to risk any traffic violation to get him on his way before he thought up another way of testing the validity of an indication.

Shepard and Doc Jones used to have most profound discussions of statistical methods, psychology or any other subject having to do with the work. One evening Doc was taking Shep home and got engrossed in a discussion. Doc became so engrossed in the subject he split the Y in the road and the discussion was concluded with the radiator of the car against a sizable tree.

Everyone was interested in field counts for indications of acreage change. Virgil Childs, one time statistician for Georgia, later chief cotton statistician and finally in charge of the Texas office was one of those southern dry wits. He was making a field trip and devised the scheme of using cups marked for cotton, corn, and other crops and using a bag of beans. When he passed a cotton field, he dropped a bean in the cotton cup, at a corn field he dropped a bean in the corn cup and so on. This went very well for a day or so and then while watching for a field he ran off the road, hit a ditch and the cups upset. Virgil's report on his field count indication simply said "I spilled the beans on that survey."

At crop report time everyone looked forward to the arrival of the state statisticians. Some were recognized before they were actually seen. There was D. A. McCandliss, the inventive and exuberent statistician from Mississippi. Mac always got trimmed up with a new haircut when coming to Washington to serve on the Board. In those days barbers always splashed on a liberal amount of bay rum. So when you heard a booming voice and caught the odor of bay rum, you knew Mac had arrived. And Paul Kirk, the dower Scotsman, who presided over the Minnesota office was never seen without the stub of a pipe clenched in his teeth. It was always possible to find Paul by following up the distinctive aroma of that pipe. He was an old time regional agent who could size up a total situation as fast and as accurately as any man in the organization. Everyone liked to see Paul except one lady who was of the firm belief that any one who smoked was condemned to the nether regions. For this reason someone would always plant one of his pipes on her desk just to hear the uproar that followed.

Other field statisticians left their mark on the organization. Henry Taylor, who was truly the gentleman from Virginia. Henry was a quiet, kindly, man who gained the respect of all with whom he came in contact. An extremely competent statistician, he used to amaze, particularly the younger men, with his ability to compute ratios of change mentally. Most of the statisticians

used a slide rule for fast checking, but Henry didn't need one, in fact, it is doubtful that he ever owned one. Once a prominent senator called at the Washington office to question the apple estimates. After discussing the matter with him, the statistician explained he would have to get the details from Mr. Taylor at Richmond. The senator then asked if Mr. Taylor had made the report. When he was informed that he did he replied, "If Henry made the report, it must be right. I am satisfied."

Roy Gillett, one of the few Ph.D.'s in charge of field offices, was in charge of New York state. Roy always added the touch of the scholar to the sessions of the Board. He was always down to earth with his considerations of problems, but because of his tendency to take any statements quite seriously, the "boys" sometimes played harmless little jokes on him. He took them all in good spirit and at times had his fun turning the tables. He developed a very sizeable and strong cooperative arrangement with the State. Once when there was a particularly tight office space situation at Albany, the suggestion was made to shift Roy's office to Rochester. When the Governor heard of it, he told the State Department of Agriculture they would have to handle their problems some other way, that he was not going to have that office that far away from his own.

The Livestock Boards always included two fieldmen in particular. One was Fred J. Bier who was the regional livestock man located at Denver, Colorado. Fred was perhaps the best known livestock specialist in the western country. The other was George Scott who, until he was made statistician for California, was the regional livestock man for the Pacific Coast.

One or two other fieldmen were brought in for the big livestock reports but Fred Bier, George Scott and the head of the livestock section, Charles L. Harlan constituted a combination of knowledge in the livestock field that would have been difficult to equal. Fred and George had come into the livestock work in 1922 when Harlan joined the service to set up the expanded livestock reporting program. The livestock specialists and the livestock Board were always rather proud of their project in fact, if given the opportunity or even half an opening they would be apt to let you know that theirs was the most important project of the division.

The daily meetings of most of the staff for lunch in the Board Room was a custom that continued for many years. Up to the time of the building of the South Building, the lunch room facilities around the Department were quite limited. It was the custom for most of the staff to bring their lunch. At noon they assembled in the Board Room where they met around the big table to eat lunch. The few that did not bring their lunch would nearly always get their lunch outside and return to the Board Room to join the discussion that was always generated by the group.

This lunch session amounted to almost a daily staff meeting. Everyone was brought up to date on the happenings in the Division. Each staff member would bring up questions and problems for discussion. Of course, it was a good place to get caught up on any new jokes and any current hot news on the grape vine too. This institution served a very constructive purpose, however, management

experts would most certainly approve, but difficult to develop when the staff becomes too large for the informal intimate sessions that were carried on in the Board Room.

Charles L. Harlan

Mr. Charles L. Harlan was appointed as an investigator in marketing livestock and meats in November 1921 and located in Chicago where he began developing the livestock reporting work for the Division. He transferred to the position of livestock statistician in the Washington office on June 1, 1924. He graduated from the University of Michigan in 1898 with special training in economics, history and modern languages.

Mr. Harlan spent most of his professional life in the livestock field. When the request was made for his transfer to Washington to head the livestock work, the statement was made that "he is thoroughly trained in statistical methods and his long experience in the livestock work has peculiarly fitted him for this position. He would be an extremely hard man to replace should he leave the service." 255/ This seems to have been substantiated by later developments because on July 1, 1930, his civil service classification was raised to principal livestock statistician an equal rank with the Chief of the Division, the only section chief ever to have been so recognized.

Harlan was brought in to develop the livestock work of the Division and as a result of the expansion of that program the name of the Division was changed to the Division of Crop and Livestock Estimates.

Harlan has been referred to as a "livestock man's livestock man" and he probably was one of the most widely known men in the United States in his field. But he was really more than just a livestock statistician. Because of his wide experience and continuing study in economics and marketing, he was continually sought as a consultant on a variety of problems. On the occasion of his retirement in 1947, the Chief of the Bureau of Agricultural Economics said that over the years, he had sought Mr. Harlan's advice on many subjects. This is certainly true for many of the statisticians in the crop and livestock reporting work whether the subject of crops, livestock, prices, farm labor or most anything else.

The livestock program has grown greatly in recent years all predicated on the basis Charlie Harlan built from 1921 to 1947 when he retired. He is still active in livestock production with his son on the ranch in Montana.

Andrew J. Surratt

Mr. Surratt was first a field agent in North Dakota, one of those appointed as statistical field agent in July 1913 and made field agent about the time of the reorganization in 1914. He moved to the position of statistician in charge

255/ Personnel Record in SRS.

in Illinois in 1922.

The position of state statistician at that time was of very great importance because it was the beginning of the new set up and it was on the performance of these men that many people would judge the organization. Mr. Surratt had been in commercial and public work for about 10 years and as it turned out was an ideal selection for the position as field agent. He had some experience in handling figures and dealing with personnel gained while in charge of the civil service branch office at Fergus Falls, Minnesota.

Offices at that time normally consisted of one man and possibly a clerk. Mr. Surratt had to do most of the work himself, develop his own field lists of reporters and establish contacts with the state agencies, business organizations and farmers. He was a man of high principles, analytical mind and a hard and conscientious worker. He learned statistics very largely on his own and through training courses set up in Washington.

As the field offices grew, one of their important jobs was training the young statisticians. In this area, Andy, as he was most frequently called, excelled. After he took over in Illinois in 1922, he developed as probably the most effective training officer in the service. His contributions to the service in this field can hardly be over emphasized. More statisticians have received their early training in the Illinois office than any other state office. The character of the man, his code of ethics for professional and personal conduct is still reflected in a number of men that hold positions of responsibility in the organization today.

In Illinois he developed one of the strongest cooperative organizations in the country. State Department of Agriculture officials depended upon him implicitly. His working relations with the college and experiment stations was the best and he enjoyed the complete confidence of farmers, farm organizations and the business community.

Andy was killed in an accident in November 1948. The Statisticians who have succeeded him were his trainees and have carried on the tradition.

Walter H. Ebling

Walter Ebling was the fourth statistician for Wisconsin. The first W. F. Callander and the second Jos. A. Becker had moved on to become Chief of the Division and the third Paul Nyhres left to join the Foreign Service and moved upward to a responsible position in that organization. Ebling was appointed as Statistician in Charge in January 1927. He was a graduate of the University of Wisconsin and earned his doctorate from the same institution. During his service he had a number of opportunities to follow in the footsteps of his predecessors but he chose to remain in charge of the state office although he was for awhile designated as a regional statistician and participated in a number of ways in the administration of the national program.

Although he was a competent statistician, Walter was essentially an

economist and an educator. This interest found expression in a number of ways. Being located close to the University and a former member of the staff, he retained close ties with the University and developed close working relations with the institution. He developed and taught an after hours class on crop reporting methods. In connection with the foreign trained program of the Division, his office, in collaboration with the University, became a principal center for training of foreign nationals who were sent to this country for graduate work in crop and livestock reporting methods. Alumni of this program are holding responsible positions in the agricultural estimating programs in a number of foreign countries.

In the conduct of the agricultural estimating work in the state, he was particularly alert to the possibilities for recruiting and training of the young statisticians for the service. Those he recruited from the University and those assigned to his office were always encouraged to take full advantage of the educational opportunities by taking after hours classes, or utilizing annual leave, to gain advanced degrees. A number of these men earned masters degrees and some doctorates during their assignment to the Wisconsin office.

The cooperative Federal-State crop and livestock reporting work, first instituted by Callander in 1917, was greatly expanded and developed by Dr. Ebling. The state annual assessors enumeration of agriculture under his direction was strengthened over the years. This formed the basis for one of his most important contributions. With the cooperation of the State Department of Agriculture, a series of county statistical bulletins was prepared. These bulletins were comprehensive in that they included provided information on the geology and geography of the country, soil types, agricultural importance and complete detailed statistics of crops and livestock in the country.

These bulletins were extremely popular with all agricultural interest in the state and other states. In fact, they created so much interest in other states there was immediate demand for similar reports in most of the states. The Wisconsin county bulletins became the pattern for similar bulletins in a number of states that could provide the funds necessary to collect and compile the data.

Dr. Ebling was particularly pleased with the reception of the county bulletins by the State Department of Education. They were made available to high schools throughout the states thus contributing to Walt's longtime interest in education.

Walter Ebling was the first and only state statistician to receive the Department's Distinguished Service Award.

George K. Holmes

Born March 10, 1856, Great Barrington, Massachusetts, Berkshire County. Old Census Bureau records showed he entered the Census Bureau July 22, 1889 as special agent for 1890 census.

Appointed temporary March 8, 1895 as clerk, class 3, to act as section chief in the Division of Statistics.

Made permanent September 9, 1895 (\$1,600 p.a.) compiler and chief of sections Division of Statistics January 23, 1897 as asst. stat.

Reduced April 1901 from clerk, class 3, from \$2,200 to \$1,600 for habitual intemperance.

December 31, 1901 - promoted to clerk and statistical expert at \$1,900 p.a.

Chief of Division Foreign Markets April 10, 1903 at \$2,500.

Former occupation newspaper and trade, formal and magazine writing.

Discontinuance of special appropriation "Collect Agricultural Statistics June 30, 1908."

Promoted to statistical assistant in charge of Production and Distribution-Bureau of Statistics July 1, 1912 - request for promotion signed by James Witman \$3,500 - promoted by Estabrook to \$4,000 July 1, 1921.

Sec. Memo #371 - February 10, 1922 gives the following line up for the CRB of the Bureau of Markets and Crop Estimates.

Leon M. Estabrook, Assoc. Chief of Bureau and Chairman of CRB.
Nat C. Murray, Chief Stat. and Acting Chairman in absence of Chairman
S. A. Jones, Secretary of Board, and acting Chairman in absence of
Assoc. Chief of Bureau and Chief Statistics.

George K. Holmes, Statistical Scientist.

W. F. Callander, in Charge of Research and Foreign Information.

One or more Agr. Statists called from the field.

Charles E. Gage, in Charge of Field Crops Reports and Fred J. Blair
in Charge of Tabulating and Computing Section will be present at
the sessions of the Board to assist it as consulting members and
act as alternates in the absence of regular members.

H. C. Wallace
Secretary

Holmes reached retirement age May 10, 1926 - extended for not more than two years effective May 10, 1926. Died February 1, 1927.

From the beginning the crop estimating organization was set up under the direct supervision of the Secretary's office. This continued until 1921 when the work was combined with the marketing work and became the Bureaus of Markets and Crop Estimates and in the following year when the Bureau of Agricultural Economics was organized, the crop and livestock estimating program became a Division of the larger administrative entity. The chief of the bureau having a much broader responsibility could not devote his entire attention to the crop reporting work so the operating and most of the primary decisions resolved upon the division head. The Bureau Chief, however, was the leader and exerted a most important influence in the development of all of the programs under his administration. Two chiefs of the Bureau of Agricultural Economics who were particularly influential in two of the most important episodes in the development of crop and livestock estimates were Henry C. Taylor and Oris V. Wells.

Henry C. Taylor was a pioneer in the field of agricultural economics. He came to the Department in 1919 as Chief of the newly oriented Office of Farm Management. His long and distinguished career in the field of agricultural economics is widely known and could not be adequately presented here. His position of leadership in the field was a great asset to the Department. By 1922 he had success in bringing together the Bureau of Crop Estimates and Office of Farm Management and Farm Economics to form the Bureau of Agricultural Economics.

His broad approach to the position and problems of the crop and livestock reporting work in the broad field, agricultural economics, generated a new approach in the conduct of the work and expansion of the entire statistical service. He immediately recognized the importance of training and strengthening the staff. Addition of such men as Joseph A. Becker, John B. Shepard and Chas. L. Harlan strengthened the technical phases of the agency's work. Taylor instituted in-service training classes that eventually blossomed into the Department's Graduate School.

Dr. Taylor's interest and concern with development of agricultural policy and the development of the outlook approach to farm management was directly responsible for the development of the series of intentions to plant reports. The livestock statistics were recognized, and expanded studies of the farm price series were undertaken, and in general it can be said Dr. Taylor pushed the strengthening and expanding of the entire crop and livestock reporting program. His influence in this regard is evidenced by his support of increased appropriations for the work throughout his administration. Developments during that period, in large measure, enabled the Division to meet the extraordinary demand that developed during the depression and World War II.

One of Dr. Taylor's characteristics that does not show in the official records was his friendly attitude. He always manifested a real interest in what you were doing and your ideas. He was a "big" man.

Oris V. Wells came to the Department as a young man in 1929 as an economist. He went up the "ladder" rather rapidly. Despite the fact that he continuously progressed to increasingly responsible positions he remained a modest person. Although he held at least two honorary doctorates he always

preferred to be addressed as Oris. Universally liked personally his exceptionally keen mind, that operated with the speed of an electronic computer, commanded respect in any situation.

He became Chief of the Bureau of Agricultural Economics on May 16, 1946 and held that position until the Bureau was abolished in the reorganization of November 3, 1953 and he then served as the Administrator of the successor organization, the Agricultural Marketing Service, until he retired in 1961 to join the Food and Agriculture Organization where he is now Assistant Director General.

Oris is prominent in the field of agricultural economics. He served as president of the American Farm Economic Association in 1949, was statistical advisor to the War Food Administration during World War II, and was visiting lecturer at the University of Wisconsin in 1949 and worked on a number of boards and commissions.

When a man reaches the position of administrator of a bureau, he is often unable to keep abreast of the technical developments in his professional field. Oris was an economist and a good technical statistician. Despite his heavy administrative responsibilities he never lost touch with either. This was a tremendous help to the Agricultural Estimates Division. In the investigation of 1952 Oris Wells gave indispensable guidance and on several occasions, was a most effective witness.

In developing the long range plan for the development of the work, it was Oris Wells who proposed and selected the panel of expert consultants. He supported the surveys of users by the Agricultural Data committee of the AFEA that was so helpful in the formation of policies. He put the full weight of his knowledge of the subject and his office firmly behind the plan that was presented to Congress and became the basis for revolutionizing the methods and procedures in 1958. Without doubt O. V. Wells deserves a great deal of credit for bringing about the most fundamental change that was ever made in the statistical methods used in the crop and livestock estimating program.

PART V

APPENDIX

1. List of Stats-in-Charge of State
Offices, 1909-1976
2. References
3. Exhibits
4. Conference Pictures, 1914-1961

AGRICULTURAL STATISTICIANS IN CHARGE OF STATE OFFICES, 1909-76

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
ALABAMA	Hare, C. L.	1909	1913	SSA
"	Gist, F. W.	1914	1935	FA-AS'20, RET-1/31/36
"	Garrett, J. C.	1936	1958	RET-June
"	Strong, G. B.	1959	1972+	7/1/59-3/31/73
"	Jones, D. B.	1973	1975*	4/1/73-7/31/75
"	Walsh, P. A.	1975		9/28/75-
ALASKA	Pownall, P. C.	1960	1964+	RET-3/31/65
"	Skow, D. M.	1965	1973*	1/17/65
"	Severson, E. N.	1973		5/17/73
ARIZONA	Kaufman, E. E.	1909	1911	SSA, 1/10/09
"	McConnell, W. W. P.	1912	1913	SSA
"	Harrison, L. M.	1914	1922	FA-AS'20
"	Wells, M. R.	1923	1936+	
"	Paxton, E. C.	1937	1939	
"	Creer, P. J.	1940	1944+	1/1/40 - August
"	Jones, E. V.	1945	1960	RET-March
"	Rolf, F. E.	1961	1969+	
"	Mayes, H. M.	1970		
ARKANSAS	Lundy, E. J.	1909	1913	SSA
"	Johnson, S. A.	1914	1914	FA
"	Bouton, C. S.	1915	1934	FA, RET-December
"	Whitaker, F. H.	1935	1936	RET-July
"	Bryan, S. L.	1936	1945	RET-May
"	McPeck, M.	1946	1962	
"	Bass, R. D.	1963	1973	
"	Spencer, C.	1974		1/20/74
CALIFORNIA	Rickards, J. E.	1909	1919	FA
"	Kaufman, E. E.	1920	1937	FA, RET-1/31/37
"	Scott, G. A.	1938	1955	RET-October
"	Nielsen, N. L.	1956	1957	RET-July
"	Henderson, W. W.	1958		
COLORADO	Grubb, E. H.	1909	1909	SSA
"	Grubb, M.	1910	1912	SSA
"	Pyles, T. B.	1913	1913	SSA
"	Putnam, W.W.	1914	1928	FA, RET-March
"	Collins, H. L.	1929	1934	RET-September
"	Reed, F. R.	1935	1945	RET-March
"	Kienholz, B. U.	1946	1946	RET-July
"	Reed, F. R.	1947	1961	RET-March
"	Overton, R. J.	1962	1969	RET-10/31/69
"	Rolf, F. E.	1970	1975	1/25/70
"	Jewell, L. D.	1976		1/4/76

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
CONNECTICUT	Gold, C. L.	1909	1913	SSA
"	Kelsey, F. G.	1914	1916	FA
"	Sanders, V. A.	1917	1926	FA, RET-May
"	Stevens, C. D.	1927	1961	RET-June
"	Peterson, B. S.	1962		
DELAWARE	Rosa, J. J.	1909	1912	SSA
"	Walker, H.	1913	1913	SSA
"	Darg, J. J.	1914	1920	FA, RET-July
"	Dennee, J. S.	1921	1924	
"	Morgan, G. L.	1925	1927	
"	Newell, S. R.	1928	1929	
"	Ross, R. C.	1930	1933	9/30-8/33
"	Ewing, J. A.	1934	1937	
"	Burkhead, C. E.	1938	1942	10/38-12/42
"	Brewer, H. M.	1943	1947	RET-July
"	Peters, J. H.	1948	1954	RET-July
"	Guellow, C. N.	1955	1965	
"	Bookhout, M.	1966	1974	
"	Witzig, J. D.	1975		4/75
FLORIDA	Rolfs, P. H.	1912	1913	SSA
"	Hare, C. C.	1914	1916	FA
"	Fleming, S. T.	1917	1924	FA
"	Marks, H. A.	1925	1941	RET-10/31/41
"	Callander, W. F.	1942	1944	
"	Townsend, J. C. Jr.	1945	1961	RET-May
"	Mullen, J. E.	1962	1972	6/62
"	McGregor, R. A.	1973		5/73
GEORGIA	Northern, W. J.	1909	1912	SSA
"	Scott, T. G.	1913	1913	SSA
"	Shaw, T. C.	1914	1914	FA
"	Pettet, Z. R.	1915	1919	FA
"	Gist, F. W.:			
"	Dennee, J. S.	1920	1920	FA
"	Pettet, Z. R.	1921	1923	(Cotton)
"	Childs, V. C.	1924	1928	RET-July
"	Floyd, D. L.	1929	1955	RET-December
"	Langley, A.	1956	1969	
"	Galloway, F. T.	1970		5/18/70
HAWAII	Wallrabenstein, P. P.	1955	1975	
"	Garrett, L. P.	1976		2/76
IDAHO	Matthews, R. S.	1909	1913	SSA
"	Hitt, A. F.	1914	1916	FA
"	Jacobson, J. H.	1917	1933	FA
"	Ross, R. C.	1934	1950	

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
IDAHO	White, C. E.	1951	1967	
"	Olson, J.	1968	1971	
"	Max, R.	1972		
ILLINOIS	Harwood, S. K.	1909	1909	SSA
"	Darling, Harwood	1910	1912	SSA
"	Kranz, W. C.	1913	1913	SSA
"	Fessenden, S. D.	1914	1921	FA
"	Surratt, A. J.	1922	1947	3/22, Killed 11/47
"	Erving, J. A.	1948	1961	RET-5/61
"	Moats, R. H.	1962	1971	
"	Kendall, J. R.	1972	4/1/72	
INDIANA	Duncan, W. C.	1909	1912	SSA
"	Cox, I. A.	1913	1913	SSA
"	Bryant, G. C.	1914	1923	FA, RET-8/23
"	Justin, M. M.	1924	1955	RET-6/55
"	Straszheim, R. E.	1956	1969	
"	Park, E. L.	1970		4/70
IOWA	Cownie, J.	1909	1913	SSA
"	Pinney, F. S.	1914	1921	FA
"	Sarle, C. F.	1922	1923	RET-7/23
"	Carl, L. M.	1924	1949	RET-11/49
"	Gilbert, S. J.	1950	1963	RET-3/63
"	Sutherland, R. H.	1964	1973	RET-4/28/73
"	Skow, D. M.	1974		
KANSAS	Anderson, T. J.	1909	1911	SSA
"	Weltmer, J. D.	1912	1912	SSA
"	Hershberger, H.	1913	1913	SSA
"	Richardson, J. W.	1914	1916	FA
"	Paxton, E. C.	1917	1929	FA
"	Reed, F. K.	1930	1934	10/30
"	Collins, H. L.	1935	1937	RET-4/37
"	Gilbert, S. J.	1938	1941	
"	Collins, H. L.	1942	1957	Died 2/58
"	Pallesen, J. E.	1958	1972	5/58
"	Hancock, R. R.	1973	1974	2/17/73
"	Johnson, M. E.	1975		11/9/75
KENTUCKY	Sowards, R. H.	1909	1909	SSA
"	Roberts, G.	1910	1913	SSA
"	Moore, Lucas	1914	1917	FA
"	Bryant, H. F.	1918	1957	RET-10/57
"	Koepper, J. M.	1958		

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
LOUISIANA	Leguenec, J. R.	1909	1909	SSA
"	Wentz, A. A.	1910	1912	SSA
"	Essary, J. T.	1913	1913	SSA
"	Dennee, J. S.	1914	1918	FA
"	Janes, L. L.	1919	1936	FA, 9/19
"	Schutz, H. H.	1937	1943	2/37-1/7/43
"	McPeek, M.	1944	1945	(Acting), 5/45
"	Bryan, S. L.	1946	1950	9/50
"	Rasor, H. L.	1951	1952	
"	Parker, C. O.	1953	1970	5/53
"	Carter, Homer L.	1971	1972	4/71
"	Guy, Sam L.	1973		
MAINE	Wiggin, Edward	1909	1912	SSA
"	Guptill, W. J.	1913	1913	SSA
"	Sanders, V. A.	1914	1926	FA
"	Stevens, C. D.	1927	1961	RET-6/61
"	Peterson, B. S.	1962		
MARYLAND	Hayden, J. A.	1909	1912	SSA
"	Schlossnagel, S. K.	1913	1913	SSA
"	Darg, J. J.	1914	1920	FA
"	Dennee, J. S.	1921	1927	4/21
"	Newell, S. R.	1928	1929	4/1/28
"	Ross, R. C.	1930	1933	9/30
"	Erving, J. A.	1934	1937	8/34
"	Burkhead, C.	1938	1942	10/38
"	Brewer, H. M.	1943	1947	12/43
"	Peters, J. H.	1948	1954	RET-7/54
"	Guellow, C. N.	1955	1965	
"	Bookhout, M.	1966	1974	
"	Witzig, John D.	1975		
MASSACHUSETTS	Howe, E. D.	1909	1913	SSA
"	Sanders, V.	1914	1926	FA
"	Stevwens	1927	1961	5/27
"	Peterson, B. S.	1962		
MICHIGAN	Morse, C. H.	1909	1913	SSA
"	Church, V. H.	1914	1941	FA
"	Borum, C. J.	1942	1962	Died 10/5/62
"	Hines, C. A.	1963		
MINNESOTA	Rogers, P. A.	1909	1913	SSA
"	Kirk, P. H.	1914	1944	RET-10/31/44
"	Bodin, R. A.	1945	1960	RET-3/60
"	Graham, F. J.	1961	1970	
"	Taylor, D. N.	1971		

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
MISSISSIPPI	Shaw, P. W.	1909	1913	SSA
"	Ramey, J. A.	1914	1921	FA
"	McCandliss, D. A.	1922	1934	
"	Heidelberg, L. C.	1935	1941	
"	McCandliss, D. A.	1942	1954	RET-12/54
"	Converse, R. B.	1955	1974	
"	Knight, G. R.	1975		
MISSOURI	Moulton, L. T.	1909	1912	SSA
"	Mullinax, C. I.	1913	1913	SSA
"	Logan, E. A.	1914	1936	FA
"	Brittain, A. C.	1937	1965	
"	Overton, R. S.	1966	1969	7/66
"	Barrowman, D. W.	1970	1974	4/70
"	Bay, D. B.	1975		
MONTANA	Yeager, Harry	1909	1911	SSA
"	Duncan, A. L.	1912	1912	SSA
"	Smith, M. R. C.	1913	1913	SSA
"	Rankin, J. O.	1914	1914	FA
"	Fitzpatrick, Guy	1915	1918	FA
"	Beier, F. W. Jr.	1919	1921	FA
"	Scott, G. A.	1922	1923	
"	Diamond, J. G.	1924	1944	7/24
"	Creer, P. J.	1945	1961	RET-5/61
"	Kuzelka, T. J.	1962	1966	2/62
"	Galloway, F. T.	1967	1969	1/67
"	Herbert, D. L.	1970		
NEBRASKA	Whitmore, W. G.	1909	1911	SSA
"	Pugsley, C. W.	1912	1913	SSA
"	Anderson, A. E.	1914	1955	FA, RET-8/55
"	Nordquist, A. V.	1956	1970	
"	Beller, N. D.	1971	1971	2/7/71
"	Murfield, D. E.	1972	1974	12/72
"	Aschwege, J. L.	1975		
NEVADA	Morton, D. E.	1909	1912	SSA
"	Patrick, L. B.	1913	1913	SSA
"	Paxton, E. C.	1914	1916	FA
"	Justin, M. M.	1917	1923	FA
"	Andrews, Frank	1924	1941	8/24
"	Paxton, E. C.	1942	1950	RET-8/50
"	Larsen, R.	1951	1966	
"	Pallesen, R. M.	1967	1972	6/67
"	Ries, R. J.	1973		

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
NEW HAMPSHIRE	Hutchinson, E. C.	1909	1913	SSA
"	Sanders, V. A.	1914	1926	FA
"	Stevens, C. D.	1927	1961	RET-6/61
"	Peterson, B. S.	1962		
NEW JERSEY	Cox, J. T.	1909	1913	SSA
"	Morgan, G. L.	1914	1940	FA
"	Boster, D. O.	1941	1951	4/41
"	Sims, Clifford	1952	1955	
"	Butler, G. G.	1956	1959	
"	Walters, H. M.	1960	1962	
"	Fluke, W. J.	1963	1966	
"	Barrowman, D. W.	1967	1969	12/67
"	Cridkenberger, R. S.	1970	1973	4/70
"	Evans, W. C.	1974		
NEW MEXICO	Kaufman, E. E.	1909	1909	SSA
"	Schutz, H. H.	1910	1913	SSA
"	Harrison, L. M.	1914	1916	FA
"	Hare, R. F.	1917	1931	FA, RET-6/31
"	Daniels, Fred	1932	1957	RET-12/57
"	Sutherland, R. H.	1958	1963	
"	Herman, J. D.	1964		
NEW YORK	Dawley, F. E.	1909	1912	SSA
"	Kutschbach, H. N.	1913	1913	SSA
"	Kelsey, F. G.	1914	1917	FA
"	Shepard, J. B.	1918	1923	FA
"	Gillett, R. L.	1924	1951	RET-6/51
"	Bair, W. I.	1952	1972	
"	Suter, G. W.	1973		
NORTH CAROLINA	Withers, W. A.	1909	1913	SSA
"	Cunningham, J. S.	1914	1915	FA
"	Parker, Frank	1916	1952	FA, RET-4/52
"	Rasor, H. L.	1953	1969	
"	Handy, R. P.	1970	1973	2/22/70
"	Kibler, W. E.	1974	1974	
"	Tucker, D. C.	1975		
NORTH DAKOTA	Shepperd, J. H.	1909	1913	SSA
"	Surratt, A. J.	1914	1921	FA
"	Diamond, J. G.	1922	1923	
"	Herbrandson, H. O.	1924	1926	RET-6/62
"	Newman, P. C.	1927	1928	
"	Kienholz, B. U.	1929	1945	
"	Heltemes, C. J.	1946	1969	
"	Price, John	1970		

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
OHIO	McCall, A. G.	1909	1913	SSA
"	Cochrun, J. L.	1914	1916	FA
"	Stull, M. H.	1917	1917	FA
"	Becker, J. A.	1918	1918	FA, Jan.-June
"	Callander, W. F.	1918	1918	FA
"	Cochrun, J. L.	1919	1919	FA
"	Callander, W. F.	1920	1920	FA
"	West, C. J.	1921	1927	
"	Ray, G. S.	1928	1929	
"	Christy, D. F.	1930	1930	
"	Trittle, A. R.	1931	1932	
"	Ray, G. S.	1933	1952	
"	Kienholz, B. U.	1953	1955	RET-May
"	Pallesen, J. E.	1956	1957	
"	Handy, R. P.	1958	1960	
"	Kendall, J. R.	1961	1965	
"	Tucker, D. C.	1966	1972	7/66
"	Carter, H. L.	1973		
OKLAHOMA	Boardman, C. D.	1909	1912	SSA
"	Wright, A. H.	1913	1913	SSA
"	Woodworth, J. E.	1914	1918	FA
"	Schutz, H. H.	1919	1921	FA
"	Robinson, C. H.	1922	1929	
"	Blood, K. D.	1930	1956	RET-April
"	Pittman, D. D.	1957	1974	
"	Cochrane, J. E.	1975		
OREGON	Kent, F. L.	1909	1928	SSA, FA
"	Newman, P. C.	1929	1932	
"	Dennee, J. S.	1933	1934	
"	Borum, C. J.	1935	1937	
"	Nielsen, N. I.	1938	1954	To Calif. Nov.
"	Hile, R. B.	1955	1956	
"	Orvold, L. W.	1966	1971	
"	Small, R. P.	1972	1972	
"	Pallesen, R. M.	1973		
PENNSYLVANIA	Thomas, R. H. Jr.	1909	1912	SSA
"	Beistline, G. E.	1913	1913	SSA
"	Morgan, G. L.	1914	1923	FA
"	Koenig, P. L.	1924	1927	
"	Gasteiger, E. L.	1928	1951	
"	Boster, D. O.	1952	1966	
"	Fluke, W. J.	1967		
RHODE ISLAND	Adams	1909	1913	SSA
"	Kelsey, F. G.	1914	1916	FA
"	Sanders, V. A.	1917	1926	FA

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
RHODE ISLAND	Stevens, C. D.	1927	1961	RET-June
"	Peterson, B. S.	1962		
SOUTH CAROLINA	Corley, J. J.	1909	1913	SSA
"	Hare, B. B.	1914	1923	FA
"	Black, F. O.	1924	1955	RET-June
"	Sims, Cliff	1956	1963	RET-August
"	Whitworth, C. H.	1964	1972	
"	Foster, R. M.	1973		
SOUTH DAKOTA	Merriman, G. L.	1909	1912	SSA
"	Mathews, H. B.	1913	1913	SSA
"	Herbrandson, H. O.	1914	1923	FA
"	Dawson, O. L.	1924	1926	Trans. S & H Res.
"	Orr, J. L.	1927	1929	
"	Borum, C. J.	1930	1934	
"	King, A. J.	1935	1935	
"	Jones, E. V.	1936	1943	
"	Gilbert, S. J.	1944	1949	10/44
"	Palmer, C. D.	1950	1957	To Texas 6/57
"	Potas, Roy	1958	1970	
"	Ranek, J. C.	1971		
TENNESSEE	Allen, C. W.	1909	1913	SSA
"	Morris, G. L.	1914	1926	Died 3/26, FA
"	Marsh, S. T.	1927	1963	RET-10/63
"	Hobson, Robert	1964		
TEXAS	Johnson, Jeff	1909	1912	SSA
"	Hart, J. P.	1913	1913	SSA
"	Gray, F. N.	1914	1916	FA
"	Johnston, E. M.	1917	1921	FA
"	Schultz, H. H.	1922	1929	Resign-12/29
"	Robinson, C. H.	1930	1935	3/30
"	Childs, V. C.	1936	1957	RET-June
"	Palmer, C. D.	1958	1971	
"	Caudill, C. E.	1972	1974	
"	Walther, W. H.	1975		
UTAH	Tatlock, E. W.	1909	1913	SSA
"	Paxton, E. C.	1914	1916	FA
"	Justin, M. M.	1917	1923	FA
"	Andrews, Frank	1924	1941	
"	Paxton, E. C.	1942	1950	RET-August
"	Larsen, A. R.	1951	1966	
"	Lee, W. Grant	1967		

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
VERMONT	Vail, H. W.	1909	1913	SSA
"	Sanders, V. A.	1914	1926	FA
"	Stevens, C. D.	1927	1961	
"	Peterson, B. S.	1962		
VIRGINIA	Moore, Shade	1909	1913	SSA
"	Olmsted, V. H.	1914	1918	FA
"	Morris, G. L.	1919	1919	FA
"	Taylor, H. M.	1919	1940	FA
"	Wiland, L. H.	1941	1941	
"	Erving, J. A.	1941	1945	
"	Taylor, H. M.	1946	1956	RET-9/56
"	Stuart, T. L.	1957	1972	
"	Schooley, R. E.	1973		
WASHINGTON	Desgranges, H. W.	1909	1913	SSA
"	Marchetti, E. J.	1914	1918	FA
"	Logan, E. A.	1919	1919	FA
"	Ray, G. S.	1919	1927	FA
"	Dennee, J. S.	1928	1934	
"	Borum, C. J.	1935	1937	
"	Stewart, H. C. R.	1938	1951	Resigned-12/51
"	Swedland, H. A.	1952	1952	Died 2/52
"	Wilcox, E. C.	1953	1971	
"	Kitterman, J. M.	1972		
WISCONSIN	Scherbel, E. F.	1909	1909	SSA
"	Chynoweth, H. E.	1910	1913	SSA
"	Sanborn, G. A.	1914	1914	FA
"	Callander, W. F.	1915	1918	FA
"	Becker, J. A.	1919	1922	FA
"	Nyhus, P. O.	1923	1926	
"	Ebling, W. H.	1927	1958	
"	Caparoon, C. D.	1959	1963	
"	Walters, H. M.	1964	1975	
"	Spencer, C.	1975		
WEST VIRGINIA	Stewart, R. A.	1909	1912	SSA
"	Wills, L. P.	1913	1913	SSA
"	Bryant, H. F.	1914	1925	FA
"	Gibbs, J. B.	1926	1929	
"	McDonough, T. F.	1930	1931	
"	Stewart, H. C. R.	1932	1934	To D.C.
"	Gilbert, S. J.	1935	1937	
"	Brewer, H. M.	1938	1942	
"	Frost, O. M.	1943	1943	
"	Wallrabenstein, P. P.	1943	1943	
"	Blachly, W. D.	1944	1945	
"	Frost, O. M.	1946	1949	

<u>STATE</u>	<u>STAT-IN-CHARGE</u>	<u>FROM</u>	<u>TO</u>	<u>NOTES 1/</u>
WEST VIRGINIA	Handy, R. P.	1950	1957	
"	Miller, A. R.	1958	1966	
"	Ferrell, G. M.	1967		
WYOMING	Perry, G. W.	1909	1913	SSA
"	Cook, A. D.	1914	1921	FA
"	Beier, F. W. Jr.	1922	1924	
"	Burmeister, G.	1925	1930	
"	King, A. J.	1931	1934	
"	Knutson, George	1935	1950	RET-April
"	Hoffman, L. J.	1951	1972	
"	Carver, R. F.	1973		

1/ SSA - State Statistical Agent
 FA - Field Agent
 AS - Agricultural Statistician
 RET - Retired

Regional Livestock Statisticians

Chicago Livestock

1922-23, Harlan, C. L.

Chicago Dairy

1941, Bormuth, N. D.

1944-46, Heltmes, C. J.

1946-57, Wissinger, I. E.

1957-72, Wallin, L. W.

1972, May 13 Office Closed

Denver Livestock

1922-23, Andrews, Frank

1924-57, Beier, F. W. Jr.

1957-62, Overton, R. S.

Des Moines Livestock

1922-24, Carl, L. M.

Salt Lake Livestock

1924-37, Scott, G. A. (transferred to Sacramento in charge)

Nashville Livestock

1922-23, Merritt, Dixon

Special Field Agents

1909

States or Territories

Bradford, H. J.
Creel, H. M.
Darg, J. J.
Evans, Delancey
Fessenden, S. D.
Gist, F. W.
Gray, F. N.
Hitt, A. F.
Jolinson, H. H.
Killebrew, J. P.
Knorr, Geo. W.
Pinney, F. S.
Pryor, W. L.
Rhoads, H. M.
Shaw, T. C.
Wallace, L. E.
White, B. C.

Ark. & La.
N.D., S.D., Minn., Mont.
W. Va., Md., Del., N.J. & Pa.
Rice-producing areas of U.S.
N.E. & N.Z.
Okla. & North Texas
Tex. exc. Northern portion
Ida., Wash., Ore.
Mich., O., Ind., Ill. & Ky.
Tobacco producing areas
Rural districts throughout U.S.
Nebr., Ia., Wis.
Miss., Ala., & Tenn.
Colo., Wyo., Utah, Ida.
Ga. & Fla.
Mo. & Kans.
Va., N.C., S.C., & Ga.

Special Agents

Kaufman, E. E.
Richards, J. E.

Ariz. & N.M.
Calif.

Special Field Agents

May 1913

	<u>State</u>
Morgan, G. L.	Mass., R.I., Conn., N.Y.
Darg, J. J.	N.J., Del., Pa., Md., W. Va.
Fessenden, S. D.	O., Ind., Ill., Mich.,
Pinney, F. S.	Wisc., Ia., Nebr.
Kirk, P. H.	Minn., N.D., S.D.
Richardson, J. W.	Mo., Kans. (Resigned to become a newspaper man) <u>1/</u>
White, B. C.	Va., N.C., S.C.
Shaw, T. C.	Ga., Fla. (Resigned 1914) <u>1/</u>
Gist, F. W.	Ky., Tenn.
Pryor, W. L.	Ala., Miss.
Bradford, H. T.	Ark., La. (Terminated 1914) <u>1/</u>
Woodworth, J. E.	Okla., Colo.
Gray, F. N.	Tex.
Hitt, A. F.	Mont., Ida. (Died Dec. 1916) <u>1/</u>
Rhoads, H. M.	Wyo., Utah, Nev.
Marchett, E. T.	Ore., Wash.
Richards, J. E.	Calif.

1/ See Estabrook Opening Address at 1917 National Conference.

Special Field Agents

1910

	<u>State</u>
Bradford, H. T.	Ark.
Darg, J. J.	Md.
Evans, D.	Va.
Fesseden, S. D.	Ind.
Gray, F. N.	Tex.
Hitt, A. F.	Ida.
Kirk, Paul H.	Minn.
Killebrew, J. P.	Ky.
Pinney, F. S.	Ia.
Pryor, W. L.	Miss.
Rhoads, H. M.	Utah
Richardson, J. W.	Kans.
Richards, J. E.	Calif.
Shaw, T. C.	Ga.
White, B. C.	D.C.
Woodworth, J. E.	Okla.

Crop Specialists

		<u>Section</u>	<u>Crop</u>
1913-20	Pryor, Wm., L.	Laurel, Miss.	Cotton
1913-20	Killebrew, J. P.	Clarksville, Tenn.	Tobacco
1913-20	Evans, Delancey	Warrenton, Va.	Rice
1917-20	Blair, F. J.	Washington, D.C.	Truck
1917-20	Marks, H. A.	Gainesville, Fla.; Washington, D.C.	Asst. Truck
1917-19	Risser, R. G.	San Francisco	Asst. Truck
1917-19	Folger, J. C.	Washington, D.C.	Asst. Truck
1917-20	Thompson	Washington, D.C.	Asst. Truck
1917-20	Duncan, J. R.	Lincoln, Neb.	Asst. Truck
1917-19	Carpenter, C.C.	New Orleans, La.	Asst. Truck
1919-20	Bier, Root	Ithaca, N.Y.	Asst. Truck
1919-20	Black, R. G.	San Antonio, Tex.	Asst. Truck
1919-20	Stillwell, E. W.	San Francisco	Asst. Truck
1919-20	Roberts, E. L.	Washington, D.C.	Asst. Truck
1918-23	Gray, F. N.	Houston, Tex.	Tex. Cotton
1924-25	Pettet, Z. R.	Atlanta	Regional Cotton
1933	Clark, G. D.	Texas	Regional Truck

Special Agent

1915-19	Shaw, P. W.	Carrollton, Miss	(Mr. Shaw was blind, but daugh- ter helped him.)
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Field Agent

1922-23	Cook, A. D.	Cheyenne, Wyoming
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NOTE: The record for the years 1909-1966 was prepared in 1966 in connection with the Centennial Celebration commemorating the inauguration of the program of current statistics in the U.S. Department of Agriculture in 1862. The record for each state was reviewed by the respective Stats-in-Charge and reviewed in Washington, D.C. by I. E. Wissinger, Chief of the Dairy Branch of Ag Estimates. In 1976 State Stats were asked by Administrator W. E. Kibler to up-date the record since 1966 as shown in these tables. The information concerning Regional Livestock Statisticians, Special Field Agents, and Crop Specialists was culled from old personnel records of the agency.

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EXHIBITS

Exhibit # 1	May 27, 1948	Proposal for an Annual Census of Agriculture.
Exhibit # 2	March 30, 1949	Indicated Cost of Proposed Annual Sample Census of Agriculture.
Exhibit # 3	January 2, 1958	Census Proposal for an Annual Census of Agriculture.
Exhibit # 4	March 6, 1958	Smith to Newell on "Annual Sample Census".
Exhibit # 5	August 5, 1960	Census Proposal for an Annual Census of Agriculture.
Exhibit # 6	February 15, 1961	Newell to Koffsky Rebuttal to Proposed Annual Sample Census of Agriculture.
Exhibit # 7	June 10, 1957	Informal Comments on the Newell Report to Congress.
Exhibit # 8	July 1, 1957	R. K. Smith to S. R. Newell on "Informal Comments" on the Newell Report to Congress.
Exhibit # 9	December 29, 1933	CEM#144 Appointment of County Tabulators.
Exhibit # 10		Heads of Agricultural Statistics.

U.S. DEPARTMENT OF AGRICULTURE
Bureau of Agricultural Economics
Washington 25, D. C.

U.S. DEPARTMENT OF COMMERCE
Bureau of the Census
Washington 25, D. C.

COPY

May 27, 1948

MEMORANDUM

TO: Mr. O. V. Wells, Chief, Bureau of Agricultural Economics
Mr. J. C. Capt, Director of the Census

FROM: Special Committee appointed by the Chief, Bureau of Agricultural Economics and Director of the Census to submit recommendations regarding an Annual Sample Census of Agriculture

SUBJECT: Annual Sample Census of Agriculture

1. Need for an annual sample census of agriculture—A census of agriculture taken once every five years does not provide adequate information on current changes in American agriculture. Changes in farm technology, farm mechanization, farm operating practices, size of farm operations, and farm living standards are occurring at an increasingly rapid rate on our farms. Current data on these changes are needed for use in policy making, research, and for providing facts on current problems for agriculture. Data gathered by means of an annual sample census and published each year would be of greater value for those concerned with current changes and with adapting policies and procedures, and modifying decisions and administrative arrangements relating to American agriculture.

2. Objectives of an annual sample census of agriculture:

a. To provide at reasonable cost a uniform basis for making National, State, and within State area estimates for items that can be adequately and economically measured for those areas by sampling methods.

b. To furnish data for planning and administrative purposes regarding current changes in agriculture while those changes are occurring. Inasmuch as a sample census would require less processing work than a complete census, results could be made available much more quickly than is possible for a complete census taken once every five years and hence such a sample census would provide information for current operations and decisions.

c. To make available types of data that the army of untrained enumerators employed in a complete census are unable to obtain accurately.

d. To reduce the amount of information secured in, and the cost of, future complete censuses of agriculture.

Memorandum to Mr. O. V. Wells and Mr. J. C. Capt
 May 27, 1948

3. Recommendations: It is recommended:

a. That the obtaining of authorization and funds for and the planning and the actual taking of an annual census of agriculture should be a joint activity of the Bureau of Agricultural Economics and the Bureau of the Census with the responsibilities of the two Bureaus to be as follows:

- (1) General over-all planning - Joint responsibility
- (2) Design and selection of the sample - Joint responsibility
- (3) Contents and design of the schedule - Joint responsibility
- (4) Instructions to interviewers and editing personnel - Joint responsibility
- (5) Expansion of survey data and publication of results - Joint responsibility
- (6) Operations, including employment of supervisors and interviewers, editing, punching and machine tabulation of the data - Bureau of the Census

It is suggested that the responsibilities outlined for items (1) through (5) above should be discharged by committees, set up with alternating chairmen from each Bureau. Also, in the case of responsibilities listed above for items (1) through (5) it is recommended that the Bureau of the Census have the responsibility for seeing that time schedules are established and met and that the required planning work is performed as scheduled so that the program can be properly executed.

b. That authorization, and funds be obtained and plans made for taking of such an annual census not later than 1951 and that consideration be given to the feasibility of taking such a sample census for 1950 in connection with the 17th Decennial Census of Agriculture and Population.

4. That in requesting funds for this project provision be made for providing funds to the Bureau of Agricultural Economics for the payment of salaries and expenses of such of its personnel as will actively participate in the annual sample census work.

5. That such annual sample censuses should cover a sufficient number of farms in each State to permit the preparation of estimates for States, as well as for areas within some States for items which are found on the majority of farms and which can be adequately measured by sampling methods, and estimates for other items for larger regions or for the United States as a whole. At this time it appears that a sample of about 400,000 farms would be desirable for attaining the objectives outlined above.

Memorandum to Mr. O. V. Wells and Mr. J. C. Capt
May 27, 1948

6. That the names and addresses of farm operators covered by the annual sample census and such data as may be needed for type of farm identification, as well as for acreage and production of crops, livestock numbers and related items needed immediately by the State statisticians in connection with the regular work of the Bureau of Agricultural Economics may be copied or compiled in the field, before the schedules are forwarded to Washington and these names may be used by the Bureau of Agricultural Economics in making various types of inquiry. The time schedule for the taking off or compiling of these data will be determined by agreement between the Bureau of Agricultural Economics and the Bureau of the Census and this work will be so scheduled as not to delay unduly the shipment of reports to Washington. However, information collected in such annual censuses including names and addresses of farm operators will be held strictly confidential, will be used only for statistical purposes and will not be made available to the personnel of any agency other than the Bureau of the Census or the Bureau of Agricultural Economics.

7. That the State statisticians may act as field consultants in the conduct of the National annual sample census of agriculture.

8. That when it is determined that much of the essential information needed by agricultural interests can be secured through these annual sample censuses, consideration should be given to the taking of a detailed census of all farms only once every 10 years, and that such censuses be limited to basic data that can be accurately obtained by inexperienced temporary enumerators. If only one detailed census is taken every 10 years, consideration should be given to the possibility that it be taken at the quinquennial period. In such case, a very brief agricultural schedule might be taken at the time of the decennial census of population and might include only such items as size of farm, farm tenure, and some questions relating to farm facilities and equipment. Any questions on crops and livestock might be limited to acreage and total numbers of livestock, i.e., cattle and calves, swine, sheep, etc. If a detailed census is taken at the quinquennial point, it should include some population questions.

9. That when the National sample census is firmly established and it has been demonstrated that the data now collected by mail through the rural carriers in the fall covering the acreage and production of crops, can be secured through the annual sample census and tabulated in the field quickly enough to furnish the basis for the final December crop report and the January 1 livestock report (issued in February), consideration be given to the discontinuance of the distribution of over a million acreage and livestock questionnaires through the rural carriers in the fall months.

10. That nothing in such a joint arrangement for conducting an annual sample census will be construed as changing the present responsibility of the Department of Agriculture for the collection, compilation and publication of current statistical data concerning American agriculture and especially the work of the Agricultural Estimates service. Also that the annual sample

Memorandum to Mr. O. V. Wells and Mr. J. C. Capt
 May 27, 1948

censuses shall not preclude the use of interviewers by the Bureau of Agricultural Economics in connection with collection of price data, or the conducting of farm management, sociological, and economic investigations or consumer preference studies, or as a means to supplement or test the results of mail questionnaires.

W. F. Callander
 Assistant Chief
 Agricultural Estimates
 Bureau of Agricultural Economics

A. Ross Eckler
 Assistant Director
 Bureau of the Census

Earl Houseman
 Statistical Assistant to the Chief
 Bureau of Agricultural Economics

Morris Hansen
 Statistical Assistant to the Director
 Bureau of the Census

Emerson M. Brooks
 Acting Head
 Div. of Special Farm Statistics
 Bureau of Agricultural Economics

Ray Hurlley
 Chief, Agriculture Division
 Bureau of the Census

M. R. Benedict
 Professor of Agricultural Economics
 University of California

Approved:

O. V. Wells
 Chief, Bureau of Agricultural Economics

J. C. Capt
 Director
 Bureau of the Census

Date

Date

131a
March 30, 1949

Earl F. Houseman, Chairman, Annual Samp. Census Comm.
Through Dr. Charles F. Sarle
Emerson M. Brooks, Agricultural Statistician

Indicated Cost of Annual Sample

The enclosed tables present some rough approximations of the collection costs involved in an annual sample census varying in size from 60,000 farms the first year, 200,000 farms the second year and 400,000 farms the third year, each in 2749 counties in the 48 States. At many points in arriving at these figures it was necessary to make certain assumptions and "guesstimates" hence these "estimates" are only as good as such considerations are valid. The number of counties, number of interviews completed per day, salary levels, mileage and per diem rates, amount of supervision, etc. are all factors which, if different than used in arriving at these data, will cause significant differences in costs. I have, therefore, shown in Table 2 the basic assumptions on which these figures were based. I believe these assumptions are in agreement with those adopted at the last meeting of the committee.

No costs were included for interviewing a sample of "large farm" operators.

Salaries of supervisors are included but in actual practice at least part of this cost will be absorbed by the BAE and the Census Bureau. Tables 4 and 5 should be helpful in determining the proposition that will be absorbed.

The 2749 sample counties were arrived at by subtracting from each State's total number of counties, those having less than 500 farms in the 1945 Census. Obviously, this is not a sound basis for selecting sample counties but it provided a rough basis for arriving at a number which approximated the 2700 counties agreed upon by the committee for cost estimating purposes.

It should be apparent from the above that these figures are not considered sufficiently accurate for actually undertaking a sample census. For that purpose the exact sample of counties, the questionnaire, location of supervisors, rates of pay, etc., would have to be given very careful consideration. The data in these tables should however be useful in making more definite decisions as to the size and type of survey that can be undertaken.

Table 1. Indicated Cost Annual Sample Census

Cost Item	Sample	Sample	Sample	Sample	Sample	Sample
	A	B	C	A	B	C
	60,000	200,000	400,000	60,000	200,000	400,000
	farms	farms	farms	farms	farms	farms
	Cost in dollars			Av. cost per farm		
I. Sampling materials	12,834	35,234	67,234	.214	.176	.168
II. Pretest	6,972	6,972	6,972	.116	.035	.017
III. Duplication of schools, forms, etc.	5,312	15,160	27,160	.089	.076	.068
IV. Regional training schools - supervisors	21,888	50,571	94,646	.415	.253	.237
V. Locating and hiring interviewers	55,282	112,612	225,225	.921	.563	.563
VI. State training schools for interviewers	77,931	158,707	315,182	1.299	.793	.788
VII. Presurvey supervision	38,610	78,650	157,300	.643	.393	.393
VIII. Survey proper	348,600	1,037,425	2,129,850	5.810	5.187	5.325
IX. Clerical	78,848	167,128	239,352	1.314	.836	.598
X. Total collection costs	649,277	1,662,459	3,262,921	10.821	8.312	8.157
XI. Processing, analysis & publication	649,277	1,662,459	3,262,921	10.821	8.312	8.157
XII. Indicated total cost	1,298,554	3,324,918	6,525,842	21.642	16.624	16.314

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PROPOSED ANNUAL SAMPLE CENSUS OF AGRICULTURE
1960 - 1970

Introduction: The idea of an annual sample census of agriculture is not new. A sample census research project was inaugurated early in 1937 with the Bureau of the Census, The Central Statistical Board, and the Agricultural Marketing Service cooperating. An annual sample census program was proposed by a bill introduced by Congressman Buchanan in 1926.

These are strong and valid justifications for an annual sample census program for agriculture:

1. The increasing rapidity of changes in the agricultural economy. Annual changes during the last 15 years in many phases of the agricultural economy have equaled or been more significant than changes during 5 or 10 years earlier. The mechanization of agriculture, the technological revolution in agriculture, the recent decline in farm income, the growth of the non-farm industrial economy, the rapid rise in wages and labor costs, the improvements in roads and communications have combined to produce widespread and rapid changes in agriculture. There are strong indications that the major impact of the changes since World War II are yet to be felt.
2. The inherent limitations of a periodic complete census. A complete census is expensive and difficult to take especially during periods of full employment and high wages. There is a definite limit to the amount and scope of information that can be obtained in a complete census. Many kinds of information cannot be obtained with satisfactory accuracy by large numbers of enumerators employed only once in their lifetime for census work, given a limited amount of training and employed for a relatively short period of time. A considerable amount of time is required to edit and summarize a complete census; consequently detailed data cannot be made available for a considerable time after the enumeration is completed.
3. More timely information is required than can be provided by a census.
4. There are important statistical needs for agriculture that are not now being provided from any source.
5. Sufficient experience has now been acquired in developing and using sampling--(i.e. in selecting areas to represent a State or the United States in miniature)--to provide reasonably satisfactory data without requiring the time and cost involved in a complete census.
6. Recent developments in electronic equipment have provided economical and fast methods of compilation that were heretofore impossible by hand or other methods.

7. An annual sample census would provide an up-to-date list of a representative group of farm operators and would permit the use of controlled mail samples to meet the varied needs for current and reliable statistics concerning groups of farms which are practically impossible to sample in any other way or to increase efficiency in gathering information by using a differential sampling rate for special purposes. It is generally conceded that voluntary uncontrolled mail surveys are selective in that the larger, more cooperative, and progressive farmers tend to report. The introduction of new methods, new chemicals, increased use of fertilizer, improved farm and management practices, and specialization in agricultural production in recent years has greatly increased the risks of dependence upon voluntary uncontrolled mail surveys for measuring change, extent of adoption of new practices, etc.

8. Objectives of an annual sample census of agriculture:

- a. To provide at reasonable cost a uniform basis for making National, State, and type of farming area estimates for items that can be adequately and economically measured for those areas by sampling methods.
- b. To furnish data for planning and administrative purposes regarding current changes in agriculture while those changes are occurring. Inasmuch as a sample census would require less processing work than a complete census, results could be made available much more quickly than is possible for a complete census taken once every five years and hence such a sample census would provide information for current operations and decisions.
- c. To make available types of data that the array of untrained enumerators employed in a complete census are unable to obtain accurately.
- d. To reduce the amount of information secured in, and the cost of, future complete censuses of agriculture.
- e. To reduce the need for revising current estimates after the completion of each complete census.

Sample design: The sample would be a general area sample supplemented by a sample of 10,000 to 20,000 large farm operations. The sample area in rural areas would be designated upon the enumerator's maps for the 1959 Census. Existing or new Master Sample materials would be used to designate the sample segments. Materials prepared for the 1954 Sample Census of Agriculture are satisfactory for 25 northern and eastern States. For the southern States and for the States for which census county divisions have been established, a new set of segments will need to be established. Since the ED's to be used for the 1959 Census will comprise areas larger than an MCD, the segment boundaries will be drawn so that they have distinct, identifiable boundaries and will not be influenced by MCD boundaries within ED's or census county divisions. A small supplementary sample of urban areas will be used to provide data for the 100,000 to 150,000 farms in urban areas. The supplementary sample of large farm operations will be taken from the records of 1959 Census. The specifications for these large farm operations will be developed on the basis of an analysis of the characteristics of large farm operations.

The general area sample would be divided into several parts, so that a separate set of questions for which totals were desired only for regions or the United States could be asked for only a part of the sample. Also, when data are desired for items that are greatly influenced by size of operation, it would be proposed to stratify the farms in the sample by size of operation and to reduce the size of sample by sub-sampling farms with small operations.

Sample sizes: The sample is designed to provide data by States and thus comprises 1,000 segments per State, (except for New England States and Nevada). Thus the sample would consist of about 43,000 segments. Revised Master Sample materials contain an average of 4.4 farms. The sampling procedure in southern and western States would be designed to produce segments of approximately the same number of farms. By 1959, the number of farms per segment will have declined probably to 4.2. Thus the segments sample would contain about 180,000 farms. The sample of large farm operations would bring the total sample to approximately 200,000.

Questionnaire contents: It is proposed that the questionnaire be made up of 3 parts:

Part I would include items for which data would be collected each year. These would probably include such items as land use, acreage and production of crops, numbers of livestock, etc.

Part II would comprise items for which data were not needed each year but are needed on a recurring basis.

Part III would comprise items for which data are needed only once (i.e. non-recurring items).

If data are needed only for the United States, it would be proposed that such information would be collected only for a sample (such as 1/10) of the segments included in the sample.

It would be expected that the annual sample census for a decade would collect data for more items than a periodic census. Because of the smaller number of enumerators and their longer training it will be

possible to obtain in an annual sample census many kinds of usable information that could not be obtained in a nationwide census involving 30,000 enumerators.

In addition to the kinds of data obtained in the census, attention may be devoted to securing information on such items as insurance, medical care, tenure practices, family employment, sickness, accidents, farm construction, fire damage, marketing channels, transportation methods, stocks, utilization of crops, recreation, production methods, production practices, inventory of farm machines and equipment, days of use of machinery and equipment rental agreements, debts, use of chemicals for weed control, insecticides, feeding practices, purchasing habits, cooperative marketing, use of insecticides, use of fertilizers, soil management practices, use of new and improved varieties of crops, farm population, hours of work, wage rates, etc.

Areas for which data will be published: Totals for number of farms, for each item and for frequency of reporting will be published for each State. Generally, data for cross tabulations frequencies of occurrence will be published for only 9 type of farm areas, (See Proposed Areas for Cross-Tabulations of Data for the 1959 Census of Agriculture.) and for three broad geographic regions--North, South, and West.

Estimated annual cost: The following cost estimates in terms of 1957 prices have been based upon cost data for the 1954 Census of Agriculture. The enumeration time including travel time within the segment is 1 hour per farm. This compares with .82 hour including all travel time for the 1954 Census of Agriculture. The estimates provide for 40,000 hours of travel time and for 1,200,000 miles of travel between and outside segments. The estimated distance between segments is 8.2 miles. The salary of enumerators is assumed to be \$1.53 per hour and mileage cost 7 cents per mile. It is assumed that enumerators would be given about twice as much training as for the 1954 Census of Agriculture. Supervisor salaries and travel costs are at a level approximately 50 percent greater than incurred for the 1954 Census of Agriculture.

The planning, administration, and non-field costs are based upon experience for the 1954 Census of Agriculture. The total cost of \$2,200,000 provides ^{for} a reserve of \$200,000 or approximately 10 percent and \$100,000 for research and checking operations.

Estimated Annual Cost of Annual Sample Census (1957 Prices)

Field costs, total.....	\$ 975,000
Supervisor training	30,000
Enumerator training	160,000
Enumerator time including travel time in segment	310,000
Enumerator travel time outside segment	65,000
Enumerator mileage and per diem	160,000
Supervisors salary	90,000
Supervisors travel and per diem	60,000
Other field costs	100,000
 Planning, administration, and non-field costs, total	 1,025,000
Mapping	160,000
Administrative planning and direction of field work..	40,000
Professional services	160,000
Research and checking	100,000
Editing and coding	60,000
Preparation of computer input	50,000
Tabulations	150,000
Printing	60,000
Other clerical work	75,000
Overhead, social security, taxes, and retirement	170,000
 Reserve	 200,000
 Total	 \$2,200,000

Estimated cost for a decade: To provide data of maximum use, the annual sample census program would need to be conducted 10 years in each decade. Thus the total cost for 10 years would be \$22,000,000. The cost of the 1954 Census of Agriculture in terms of 1957 prices is \$22,200,000. Thus the cost of the proposed program does not exceed the cost of the 5-year census of agriculture. No account has been taken of the reduction of the cost of the decennial census because of the reduction of questionnaire content by the use of the annual sample census to provide information now obtained in the decennial census, the reduction of the decennial workload by using reports for farms in the annual sample for the census or for the reduction in decennial census cost because of the existence of a ~~xxx~~ corps of trained personnel to assist in taking the census, or because of the reduction in cost of statistical work of other agencies because the information required by these agencies would be collected in the annual sample census.

Time schedule: The first annual sample census would be taken in the fall of 1960.

Enumeration: The enumeration would begin in the mountainous sections and in the wheat areas about October 15 and in the remaining areas at the middle of the first week of November. The enumerator workload would average about 120 hours and it would be expected that the enumeration would be completed by about December 1. The enumeration of a sample of one-tenth of the segments and of a sample of the large farm operations would be completed during the first week of the enumeration. This sample would be processed and would provide United States estimates for totals as soon as possible. State estimates for totals would be available during the period December to March and cross tabulations during the period March to June.

Method of tabulation: Because of the large number of computations required, the tabulations would be made by the use of electronic computers. This equipment would also be used to perform a part of the editing and coding.

Method of estimation: The utilization of electronic equipment will make it possible to use more efficient methods of estimation than were possible in the past as the method of estimation proposed here will utilize the 1959 Census information. The estimate for any item will be made by first obtaining the simple unbiased estimate, by multiplying the sample 1960 totals by the reciprocal of the sampling rate and adding to this estimate a quantity which is the difference between the complete 1959 Census total for the item, and the simple unbiased estimate of that total for 1959 based on the sample. (This difference will be adjusted for the correlation or the degree of relationship of the data obtained for farms in identical sampling units in 1960 as compared with 1959). This estimate can be written symbolically:

$$Y_{60}^m = Y_{60}^s + b (X_{59} - X_{59}^s) \text{ where for any item, } Y_{60}^s \text{ is the}$$

simple unbiased estimate from the survey in 1960 obtained by multiplying the sample totals by the reciprocal of the sampling rate, X_{59} is the complete 1959 Census total, X_{59}^s is a simple unbiased

estimate of the 1959 Census total, obtained in the same way as Y_{60}^s ;

and b is the calculated degree of relationship or mathematically the regression of Y on X . Y_{60}^m is the estimate desired. The variance of this estimate, Y_{60}^m , is equal to $1 - \rho^2$ times the variance of the simple unbiased estimate Y_{60}^s . ρ is the coefficient of correlation

between the 1960 survey data and the 1959 Census data for identical sampling units.

Gains in use of regression estimate: The gains in increased accuracy by using a regression estimate may be illustrated in terms of effective increase in sample size when compared with the simple unbiased estimate. The gains for different values of the correlation coefficients are given below

<u>If P is</u>	<u>Regression estimate will provide data equivalent in reliability to estimates from an unbiased sample _____ times as large</u>
0.5	1.33
0.6	1.56
0.7	1.96
0.8	2.78
0.9	5.26
0.95	10.26
0.975	20.16

For example it can be seen that when the coefficient of correlation for a particular item, for example corn, is equal to 0.8, the regression estimate Y'_{60} (corn) will be equivalent in reliability to the simple unbiased estimate of Y^i_{60} (corn) based on a sample 2.78 times as large, or in other words, for a coefficient of correlation of 0.8, the regression estimate based upon 1,000 farms will be equal in accuracy to a simple unbiased estimate based on 2,780 farms.

Expected reliability of estimates: An indication of the reliability that may be expected for a variety of the important items that will be included in the annual survey may be obtained through the use of Tables A, B, and C. In view of the intent to provide state estimates, Table A presents a summary of the number of States whose estimates will be within the following specified intervals of sampling error, under 2 percent, 2.0 - 2.9 percent, 3.0 - 3.9 percent, 4.0 - 4.9 percent, 5.0 - 7.4 percent, 7.5 - 9.9 percent, 10.0 percent and over. The tabulation in Table A is based upon past experience of this type and size of sample and based on the simple unbiased estimate. Table A also shows the percent of each item found in States included in each interval. In order to reduce these sampling errors for the gains that will result from use of a regression estimate, conversion factors which can be multiplied by the sampling error intervals of Table A are included ~~hereafter~~ below in Table B.

Table B

<u>If the coefficient of correlation is found to be -</u>	<u>The sampling error of regression estimate will be equal to that given in Table A multiplied by -</u>
0.95	0.32
0.90	0.44
0.80	0.60
0.70	0.71
0.60	0.80
0.50	0.87

To illustrate using cropland harvested, if the 24 States shown with a sampling of 2.0 - 2.9 percent should have a coefficient of correlation of 0.9 or more, these sampling errors will be 0.44 of 2.0 - 2.9 or from 0.88 to 1.28 percent.

The correlation coefficient of agricultural items measured over time for identical units or farms, in areas of importance, have, in general been found to be high, that is 0.70 and higher. It should be pointed out that the correlation between consecutive years is somewhat greater than exists when the sample census is one or more years from the 1959 census. In order to provide an indication of some actual coefficient of correlation that have been computed for various items in two states, Virginia and Iowa, Table C has been included. For a few select items the expected sampling error based on a simple unbiased estimate and what it will be for the regression estimate have also been included. For example the coefficient of correlation of corn in Virginia was found to be approximately 0.80 (0.81). The sampling error of the regression will then be equal to 0.60 (See Table B) x the sampling error of the simple unbiased estimate or $3.4 \times 0.60 = 2.0$ percent (See Table C), hence use of the regression estimate for corn in Virginia is expected to reduce the sampling error from 3.4 percent to 2.0 percent for the proposed sample design.

The coefficient of correlation for Virginia have been computed on the basis of relationships of data for the segments for the 1953 sample Census of Agriculture and for the same segments for the 1954 Census of Agriculture. The data for Iowa have been taken from Iowa State College, Bulletin 304, "Statistical Investigation to Obtain Farm Facts".

Item	Virginia			Iowa		
	Coefficient of correlation	Sampling error		Coefficient of correlation	Sampling error	
		Simple unbiased estimate (percent)	Regression estimate (percent)		Simple unbiased estimate (percent)	Regression estimate (percent)
Land in farms.....	0.81	4.1	2.4	0.97	3.6	0.9
Croplands:						
Corn, all purposes, acres.....	0.81	3.4	2.0	0.97	3.0	0.7
For grain, acres,...	0.82					
Winter wheat, acres..	0.70	5.0	3.6			
bushels...	0.66					
sales.....	0.60					
Oats.....acres..	0.73	8.6	5.8	0.94	3.0	1.1
bushels...	0.79					
Barley.....acres..	0.79	8.6	5.3	0.88	22.7	10.9
bushels...	0.83					
sales.....	0.98					
Total cattle number..	0.91	4.1	1.7			
Total cows, number...	0.95					
Total heifers, number	0.80					
Cows milked, number..	0.59					
Milk Production,						
Quantity..						
Value.....				0.92		
Hogs & pigs, number..				0.92		
Calves sold, number..	0.72					
Chickens on hand,						
number....	0.98			0.95		
Broilers sold, number	0.78					
Sheep.....number....				0.96		
Farm expenditure,						
dollars...				0.87		
Farm receipts,						
dollars...				0.93		
Net cash income,						
dollars...				0.78		

Relation Between the 1959 Census of Agriculture and the 1960
Sample Census

Enumerators will be required to indicate dwellings and farms without dwellings on their maps for the 1960 Census of Agriculture. An analysis of the maps of the 1954 Census of Agriculture indicates that enumerators can and will do a reasonably satisfactory job of plotting dwellings and farms without dwellings. The spotting of dwellings for the Census of Population on the same maps and the use of a sub-sample of the segments for an evaluation survey will provide further checking on the spotting of dwellings and farms on maps. The list of 1959 Census farms in the segments for the 1960 Sample Census will be obtained either by having the segments boundaries on the enumerators' maps or by inserting the segment boundaries on the maps after the completion of the enumeration.

Lists of large farm operators for the proposed sample census would be prepared from records of the 1959 Census.

Totals for farms with dwellings or farms without dwellings for the 1959 Census of Agriculture would be obtained for each segment for use in 1960.

In order to reduce costs of enumeration for the 1960 sample Census, copies of questionnaires would be mailed to operators of farms in the segments in advance of the enumerators' visit.

COPY

March 6, 1958

S. R. Newell, Director

R. K. Smith, Deputy Director

Annual Sample Census

The annual sample Census now proposed by the Census Bureau raises many questions of operations and jurisdiction which should be faced up to before the Department of Agriculture agrees to replacing the 5 year Census of Agriculture with the annual sample. The proposal seems to be based in part on the 1948 agreement between BAE and the Census Bureau, but many important changes have occurred since then. At that time the 5 year censuses were to be continued, at least until it had been demonstrated that much of the essential information needed by agricultural interests could be secured through the annual surveys. Since 1948, there has been an increasing demand for local or county data, yet the 1958 version calls for dropping the 5 year Census. It is doubtful if an annual sample census of the size mentioned can provide the local data needed. I believe most agencies in the Department of Agriculture would be unwilling to give up the 5 year Census for what could be obtained on an annual sample Census.

In the 1948 agreement, there was joint responsibility between BAE and Census in all areas of the proposed sample Census except "operations, including employment of supervisors and interviewers, editing, punching and machine tabulation of the data". This was placed in Census. The 1958 proposal implies that full responsibility will rest with the Census not only for the collection, but the analysis and publication of results. While there were dangers in the 1948 arrangement, these are magnified many times by the new proposal. Their present plans call for central tabulation with U. S. estimates for totals, based on a sub-sample of about one-tenth of the segments as soon as possible after the first week of enumeration. This means that they would be putting out U. S. totals in December or early January which would conflict with our December report. There would be no opportunity to make use of their totals if we wished to because of timing. From January to March, they would be coming up with State totals which could very well add up to different U. S. totals.

When the usual body of check data became available on the individual crop and livestock items, we would be faced with revisions which could well result in still a different estimate both for individual States and the U. S. So we would be faced with a situation of confusion brought about by an unending number

of estimates at different levels issued by two different agencies. This could only result in a decision that one or the other set must be accepted and I would expect that Agricultural Estimates would be forced into the position of adopting the Census estimates or expansions as the official estimates of Agriculture since they were based on an enumerative sample. This is comparable to the position taken on number of farms. If this happens, then Agricultural Estimates would be relegated to the position of being responsible only for monthly and quarterly estimates and forecasts with Census estimates becoming the annual level.

This level could be significantly different from the level of our present estimates and even more so if the Census changes their definition of a farm. It seems to me that the Department's series must cover all agricultural production in so far as possible. To do this, we have consistently been above census enumeration totals in the past 20 years. This has been dictated by check data in many instances and a careful analysis of Census incompleteness area by area. The Census quality check supports this position, although it gives little help in establishing the amount of incompleteness for most items. This incompleteness will be even greater under the proposed change in farm definition.

It is my understanding that the sample census expansions will be based on the reciprocal of the sampling rate adjusted by the difference between the complete Census total for the item and the total indicated by expansion of the same sample in the complete Census year (1959) with a further adjustment if necessary for the correlation or degree of relationship obtained for farms in identical sampling units in the current year and the complete Census year. This essentially ties the current sample expansions or estimates to the Census level which will be too low. Thus, there will always be the problem of adjustment. One can live with this once in 5 years and adequately explain differences, but it would be impossible to do this on an annual basis. It seems to me essential that annual sample Census or enumerative operations and results be handled in the same organization as is responsible for current estimates so that there can be the proper coordination of all estimates issued.

There has been talk that the annual sample Census would eliminate the need for revisions based on the complete Census or greatly reduced them. This is doubtful. It is almost certain that differences will arise between levels based on a sample and the complete enumeration each 5 or 10 years and revisions or adjustments will be necessary. Of course, I would expect some to take the position that the total gotten from an expansion of the sample would be more accurate than that gotten from the complete census, but there is some question on that. Revisions might not be as large for some items as in 1954, but for others they could be larger. During the past two Census periods, our revisions of crop items

at the time the Census became available have been less than the amount we have had to depart from the Census, based on our checks. Even here, we have given the heaviest weight to the Census totals and there is evidence for some crops that we should have departed even further. It is difficult to see how a sample Census tied to a base which is too low will improve this record. On most livestock items a direct comparison is not possible because of different timing. Admittedly, our revisions were greater on hogs and chickens than we would have liked, but part of the problem here has been interpretation of the Census in successive periods. I am attaching a table which shows the revisions record on crops the past two Census periods.

There are going to be the problems of duplication, operations, and responsibilities if an annual sample enumeration is started in the Census Bureau. I have not tried to cover them all as this is primarily concerned with some of the technical problems. I do not believe it would be wise to try to stop a supplementary sample enumeration in 1960 but we should insist that it be confined to those items which cannot be covered in the full Census of 1959.

The Department must take a position and soon on this matter for it will be up for discussion before the Census Advisory Committee again this month. The position the Department representative takes will be important.

I recommend that the Department:

1. Oppose the discontinuance of the 5-year Census of Agriculture on the basis of the need for local details more frequently than every 10 years.
2. Take the position that the proposed sample Census does not answer the present day needs as outlined in the program presented to the House Sub-committee on Agricultural appropriations last year.
3. Insist that any sample taken in 1960 to supplement the 1959 Census be limited to subjects not adequately covered in the 1959 Census.
4. Take the position that the responsibility for making enumerations of samples of farmers on agricultural subjects belong in Agriculture so that it can be tied in and coordinated with current responsibilities for forecasting and estimating agricultural production, prices, livestock numbers, etc.
5. In general, enumerative surveys of farmers covering economic data and subjects not related with estimating current production etc., also be made by Agriculture. (This may seem inconsistent with 3 above, but is not necessarily so as it related to surveys not closely associated with the 5 year Censuses.)

6. That the responsibility for county estimates rests with Agriculture through their cooperative relationships with State Departments of Agriculture and other State Agricultural Agencies. (I mention this because Mr. Hurley has indicated he can produce annual county estimates for many items based on his proposed sample.)

UNITED STATES GOVERNMENT

Memorandum

TO **Working Group to Review Enumerative Survey** DATE: **August 5, 1960**
Work to Improve Crop and Livestock Estimates

FROM **Conrad Taeuber and Morris H. Hansen**

SUBJECT **Proposed Joint Census-Agricultural Marketing
Service Sample Program 1/**

The Bureau of the Census and the AMS have long been aware that consumers of statistical data in the field of agriculture require data with greater frequency and timeliness and on a wider variety of subjects than can be provided by the Censuses of Agriculture. Both agencies therefore agreed, in 1948, on the desirability of an annual sample census program. They also agreed that the planning of such a program and the publication of results should be the joint responsibility of Census and AMS and that the field and processing work should be done by the Bureau of the Census. 2/

More recently, some problems that arose in connection with the crop and livestock forecasts and estimates led to an investigation, by AMS, of methods of improving these statistics. As a result of this investigation, the AMS has proposed and initiated the development of an enumerative sample survey for which the sample design and collection procedures would be substantially similar to the proposed sample census of agriculture. Some of the information might be collected by mail, but the survey procedures would be such as to provide probability samples from the joint mail and enumerative data collection operations.

In summary, the AMS proposal includes taking two large scale enumerative sample surveys a year, in the months of June and November. These surveys will first be used to reinforce the other techniques currently used by AMS to obtain estimates and forecasts of crop and livestock data, although they may eventually replace the June and November mail carrier surveys which are part of the existing program unless these are retained for local area estimates. The AMS plans also provide for small sample

1/ Summary of presentation at meeting of the Working Group on July 8, 1960.

2/ Memo dated May 27, 1948, from Special Committee to Chief, BAE, and Director, Bureau of the Census on "Annual Sample Census of Agriculture."

August 5, 1960

studies of crop condition through objective measurements on the crops at successive stages of development, to be used in improving production forecasts, and crop cutting and studies of harvest losses in sample plots, in order to provide improved estimates of yields.

It is not necessary to describe the Census and AMS projects in fuller detail here. They are described in other documents, 3/ and both are in a somewhat formative stage and subject to modifications as needs and experience develop. Rather, the purpose of this memorandum is to propose the development of a joint project along the line of the earlier plans, that would make available the specialized staff, equipment and other resources of the Bureau of the Census for accomplishing the June and November surveys, and that would provide the basis for expansion of this program to serve the purpose of the long discussed sample census of agriculture. We believe that this proposal will accomplish more effectively the program now in process of development at AMS through the full use of the extensive specialized staff and facilities at the Bureau of the Census, and will avoid the need for developing duplicate organizations and equipment. Moreover, it would facilitate and substantially reduce the cost of development of the proposed sample census of agriculture.

More specifically, the operating system that we propose can be summarized as follows, with the recognition that changes would be needed in specific details of the system described as the project is more fully discussed and developed.

- (1) The appropriation for the crop and livestock estimating and forecasting work would be made to the AMS, so that they would have unequivocal and complete control of this program, but could transfer funds and utilize the resources of the Bureau of the Census for conducting the large scale enumerative surveys.
- (2) Census would serve as collecting and compiling agency for the proposed large scale June and November surveys, proceeding according to the specifications of the AMS.
- (3) AMS would continue and improve the present program of crop and livestock estimates in the State offices. The enumerative sample is intended to improve and help control the accuracy of the crop and livestock estimates as developed in the present system, and is not intended to displace the existing program.

See list of references at end of this memorandum.

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(4) The data for the June and November surveys would be collected on Fosdic forms. These would be microfilmed either centrally or at a few decentralized points. Then the individual Schedules could be returned, if desired, to the State offices for their use in various ways to improve the State estimates. The microfilmed schedules would be put through Fosdic, and the Fosdic output would be processed by the Census high speed computers, for accurate, rapid, low cost compilation. The results would be transmitted to the AMS central office and by wire or special delivery letter to the States as specified by AMS.

(5) The work on the special samples for objective measurements on crops and crop cutting would be done by the AMS staff.

(6) The research and development work related to the program would be accomplished at both AMS and Census, but with extensive communication on all phases of it, and with some joint projects where appropriate, especially as a part of the going operation. Independent research is now in progress and should continue without being handicapped by the necessity for clearances or joint agreement before proceeding, but the benefits of this research should be made freely available to both agencies through the establishment of a joint research committee.

(7) Presumably Census, but either Census or AMS could undertake to obtain the appropriations for the extension of coverage to sample census types of items on subjects such as farm practices, facilities, population, and activities, of the type long discussed. The field collection of these types of data would be accomplished jointly with the collection of data for the June and November surveys. The data would be collected in the joint name of Census and AMS. This proposal does not make any assumption as to whether or not one of the Censuses of Agriculture per decade would be displaced by annual sample censuses. Presumably the sample censuses would utilize larger samples if one of the censuses were to be displaced than if not.

(8) State AMS offices or other groups could also arrange for special supplemental questions or surveys. The desired tabulations could be done centrally or the schedules could be returned to the local group for both the compilation and the analysis.

Integration of these two programs, as proposed above, should reduce the cost to the government of meeting their combined objectives. The burden on reporting establishments would also be lessened. Moreover, even before resources are available for full development of the annual sample census aspects of the program, there should be real advantages to AMS in reduced costs and in avoiding unnecessary routine operations. Following are some of the advantages of the approach proposed.

In the first place, the Census Bureau has a single unified field organization designed especially for large scale data collection. This field organization is made up of personnel trained in large scale field operations using carefully controlled samples. It is staffed by people who regularly direct their efforts at selecting and training interviewers, reviewing completed questionnaires, carrying through formal quality control operations, and in general establishing and controlling data collection operations in accordance with standard specifications and procedures. Such operations are quite different from the primary activities of the State AMS offices.

The use of the Census Bureau as a service agency by AMS would avoid the necessity of diverting AMS statisticians to routine administrative operations, and would put such work under the control of people trained and qualified in such administrative operations. It would not be necessary for AMS to build up, in each State office, an organization for this field work. Operating such a program through 50 field offices would be less efficient than operating it through the census field organization, and the problems of achieving uniform standards would apparently be greater.

Perhaps of equal importance, the delegation of this responsibility to the Census field organization, as opposed to the establishment of a separate operation in AMS, not only should improve the amount of work accomplished per unit of cost in the sample program, but should also strengthen the census organization for taking the Census of Agriculture. This could result in substantial improvement of the quality of the Census of Agriculture and possibly also in a reduction of its costs.

The Fostic and electronic computers at the Census provide special advantages to this program. The Fostic has now fully demonstrated its ability to translate recorded information from field schedules to magnetic tape at high speeds, low cost, and with higher reliability than we could achieve with manual punching. The Census computers are especially fast and will edit and compile the data at unusually low cost and high speed, and the output can be prepared on high speed printers ready for direct transmission to whatever places are specified.

The close and continued joint work of the Census and AMS research staffs can only result in substantial benefit to both programs. Also the census maps and mapping resources can be used to full advantage.

A special advantage of the present proposal is that it will greatly facilitate the use of the individual Agriculture Census returns in developing large farm lists, and possibly also in selection of the segment sample, and in increasing the precision of estimates from the sample. The large farm lists from the Census can be especially effective in improving estimates for specialized types of agriculture.

In summary, this proposal makes particularly effective use of the staffs of the two agencies in the areas of their greatest competence. It leaves the technical work on current crop forecasting and estimation in the hands of the agricultural statisticians at the AMS. It makes effective use of the field organization, equipment and other facilities of the Bureau of the Census, and of the Census of Agriculture results. It retains for AMS complete control of its program, obtains the data that AMS needs at low cost, and provides a low cost method of developing the types of data to be provided by a sample census program. Another major gain would be the opportunities provided for economy and improved quality checks of the Census of Agriculture through the joint program, and for improved planning and staffing for the Census of Agriculture. Finally, it encourages joint work between Census and AMS technical staffs which might, in the long run, be of as much importance for the improvement of agricultural statistics as any other aspect of this proposal.

August 5, 1960

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2. Agricultural Marketing Service, Agricultural Estimates Division, "Report on 1957 Research Surveys," (Administratively Confidential), May 1960.
3. Agricultural Marketing Service, Agricultural Estimates Division, "Statement of Long Range Statistical Programs," (dittoed statement), March 22, 1960.
4. Agricultural Marketing Service, Panel of Consultants, "Research Program for Agricultural Estimates," (memorandum for administrative use only), May 17, 1954.
5. Brooks, Emerson M., "Comments on Present Status of Agricultural Estimates Development Program," (paper presented to Working Group to Review Enumerative Survey Work to Improve Crop and Livestock Estimates, labelled "Not for Publication"), no date.
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8. Special Committee to Submit Recommendations Regarding an Annual Sample Census of Agriculture, "Annual Sample Census of Agriculture," (Confidential memorandum to O. V. Wells, Chief, Bureau of Agricultural Economics and J. C. Capt, Director of the Census), May 27, 1948.

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February 15, 1961

USDA ** AMS ** WASHINGTON, D. C.

Nathan Koffsky, Deputy Administrator
Economics and Statistics, AMS

S. R. Newell, Director, Agricultural Estimates Division

Memo from Dr. Taeuber and Mr. Hansen of the Census Bureau

Careful consideration has been given the memo of August 5, 1960 from Dr. Taeuber and Mr. Hansen. It seems to us that the memo was written without a full understanding of our expanded statistical program and how it is designed to strengthen all aspects of the Department's program of current estimates. What is proposed is simply a logical expansion of a long established field organization and the modernization of its facilities to meet present day needs. The goal is a highly integrated multiplex of mail, interview and objective yield surveys that are in continuous operation throughout the year. Thus the field staff of District Supervisors and County Enumerators, provided for under Project A of the Whitten Report and that will be in full operation in 15 States and in partial operation in 15 other States this fiscal year, become an integral part of the Division's force and will be used in many ways in the Department's program. To attempt to divide their work, training, or supervision between two agencies would create an operating structure that could not be made to function effectively, efficiently, or economically. The operating difficulties inherent in such an activity are confounded in our case by the necessity of guarding constantly against misuse or premature release of the statistical data.

The Department of Agriculture is a huge organization having a tremendous and growing need for current statistics for use in connection with its manifold programs at home and abroad. It also has legal responsibilities for providing current agricultural statistics that can not be shunned. In addition the Congress has made it clear that the Department's expanded statistical program is to be implemented in "3 or 4 years" and has provided \$750,000 this fiscal year to make the first step in accomplishing this purpose.

It seems apparent therefore that the Department's expanded statistical program as outlined in "A Program for the Development of the Agricultural Estimating Service" submitted in 1957 to the Honorable Jamie L. Whitten, Chairman of the House Subcommittee on Agricultural Appropriations, should be fully implemented without delay along the lines pursued for the past several years. As an aid to those wishing a better understanding of our expanded statistical program and its operation, we have prepared the attached statement giving a brief resume of some of the major aspects of the program.

USDA AMS WASHINGTON, D. C.

S. R. Newell, Director
Agricultural Estimates Division

June 10, 1957

Emerson M. Brooks, Chief, Special Statistics Branch
Agricultural Estimates Division

Informal Comments on the "Newell Report"

In his letter of May 24, Walt Ebling suggested that I dictate a draft of my remarks concerning the Agricultural Estimates long range program that I made at the Atlanta and Lincoln regional meetings and to his staff. On those occasions I spoke from rough notes that I had made at various times when we were working on the report to Congress. I have tried to tie these rough notes together in essentially the form and words that I used at the regional meetings and in Madison. This rough draft of my remarks is attached. Not everything stated here was given at the above sessions because of time limitations. I spoke informally to a group of our own people, therefore, the words and subject matter should be carefully reviewed if any use outside Agricultural Estimates is contemplated.

Two questions are raised by Ebling's request. First, are you agreeable for a copy of this to be sent to his office? Second, would it be desirable to send copies to the other State offices for internal use?

**Informal Comments by Emerson Brooks
on the Newell Report to Congress****COPY**

On February 13, 1957 before a subcommittee of the House Appropriations Committee, Mr. S. R. Newell, Director of the Agricultural Estimates Division and Chairman of the United States Crop Reporting Board, presented a report entitled **GA Program for the Development of the Agricultural Estimating Service**. This report discussed the present work of the Division, the problems with which it is confronted, and outlined a program for future development and improvement of the Service. The purpose here is to discuss the background of the report AND to consider how the program might be put into effect. From now on we will refer to the proposals submitted to Congress as the Newell Report.

Background to the Newell Report**Growth and Development of Agricultural Estimates**

Although the United States Government started some work in providing agricultural statistics in 1839, it was not until the Fiscal Year ending June 30, 1865 that the first distinct and separate appropriation was made for the Bureau of Crop Estimates. For two years \$20,000 was appropriated but in 1867 the appropriation was reduced to \$10,000. By 1897, however, it was up to \$150,000; by 1927--\$470,000; by 1947--\$2,132,000, and in 1957--\$4,700,000. It will be noted that the current appropriation of \$4,720,000 is ten times that for 1927 and more than double that for 1947. Perhaps it should be pointed out that in the last decade the number of employees in the Agricultural Estimates Division has increased 25 percent with a 10 percent increase in Washington and 33 percent in the State offices. The tremendous expansion in the work of the Division during the last few years has come about as a result of many causes but Federal programs have had a major impact. For example, the Triple A program of the 1930's increased the demand for more and better statistics at the National, State, and County levels. Those of us who went through that

acreage, and a decline of about 4 percent in yield per acre. As a result of this departure from the traditional reliability of the cotton estimates, a special subcommittee in Congress was set up by the Honorable Harold D. Cooley, Chairman of the Committee on Agriculture. This special subcommittee was chaired by the Honorable Thomas G. Abernethy of Mississippi. The Committee spent several months delving into the techniques and procedures used by the Crop Reporting Board in making estimates, not only of cotton but of other crops, livestock, prices, and so on. On June 16, 1952, a subcommittee report entitled "Report and Recommendations of a Special Subcommittee of the Committee of Agriculture of the House of Representatives" was presented to the Honorable Harold D. Cooley, Chairman, Committee on Agriculture in the House of Representatives. The Subcommittee had some rather harsh things to say about our methods and made a number of recommendations but in their letter of transmittal they said this:

"Several of the recommendations made by the Subcommittee will take some additional appropriation and the Subcommittee hopes that the Bureau of Agricultural Economics will take cognizance of this in preparing its next budget and that it will receive the support of Members of Congress for those improvements which are deemed to be a good investment."

It seems to me that this is a remarkable statement and a fine conclusion to a long and detailed investigation. Surely it is a rare thing for a committee of Congress to spend months investigating the work of an agency, and then end up hoping that the agency will ask for more money.

period will never forget the terrific stresses and strains that were put upon our organization to provide county data for many crop and livestock items. In most States, the meager data that we had for making county estimates were strained to the utmost to provide serviceably accurate estimates for administrative purposes. The Crop Insurance Program added to the demand for good county data. The Research and Marketing Act in 1946 expanded the need for better information and the Soil Bank Program has added fuel to the flame, and, of course, colleges, universities, and business concerns throughout the country have added their voices to the growing clamor for an improved statistical service. These are only a few examples of the types of programs and needs that have created additional demands for more and better statistics. These demands can be grouped into four categories.

- (1). More complete coverage at the county and local level
- (2). Greater accuracy and refinement at State and National levels
- (3). More frequent reports and speedier release of reports
- (4). Additional subject matter

Anyone at all conversant with the situation knows that there is a very real need for improvement in each of these four fields.

Recommendations of House Investigating Committee

An important event in the background of the Newell Report occurred in 1951 when a high cotton forecast had serious and far-reaching consequences. Between October 1 and November 1 the Cotton forecast of production was dropped by 7 percent, the largest or certainly one of the largest decreases between monthly reports ever recorded. The August 1 forecast of 17,266,000 bales was dropped in December to 15,290,000 bales a decline of about 13 percent. This decline in the production forecast was accounted for by a decrease of 8 percent from August to December in

Inauguration of Research and Development Program

In accordance with the Committee's recommendation, the Division inaugurated a research program for which \$100,000 was appropriated for Fiscal Year 1954, the same amount for 1955, \$249,000 for 1956, and \$540,000 for Fiscal 1957. The program was restricted the first year to 10 southern States, where an interview survey was made in June in about 700 segments in a hundred counties followed by objective yield surveys of cotton and corn during the summer and fall. The second year had essentially the same program with some increases in size of samples. In 1956, eleven Corn Belt States and Kentucky and Virginia were added to the program which involved a June enumerative survey in 23 States, 347 counties, and 1,106 segments; objective yield surveys in 1,000 cotton fields, 1,360 corn fields; 170 soybean fields; and in Oklahoma and Texas, 150 wheat fields. In 1957, five additional western States were included, making a total of 28 States, 1,271 counties, and 2,221 segments, plus a few segments in Arizona and California to obtain a base for objective yields on cotton. In Mississippi the sample was expanded to 300 segments which is considered that State's proportionate share of a national sample of 15,000 segments. This increase in Mississippi was made to test procedures for making farm employment estimates by States and also to study in at least one State some of the operational problems involved in a full scale State survey. The objective yield survey program in 1957 involves observations in: 1,360 cornfields in 23 States, 1,150 cotton fields in 11 States; 170 soybean fields in 11 States, and 350 wheat fields in 9 States. Thus the Congressional investigations growing out of the Cotton forecast of 1951 brought about a research program on a magnitude never before undertaken by the Agricultural Estimates Division.

Recommendations of Farm Economics Association Committee

Another major event leading up to the Newell Report was the appointment of the Agricultural Data Committee of the American Farm Economics Association. The appointment of this committee grew out of a remark made at a meeting in the summer of 1953 in Corvallis, Oregon, of the American Farm Economics Association, to the effect that we should devote our efforts to the development of National, or at the most, regional estimates. Perhaps the speaker did not mean his statement in the way in which it was taken but in any event, the specter of such abysmal ignorance of the real needs for agricultural statistics caused the creation of a committee to make an up-to-date appraisal of the demand for, and uses/ of, agricultural data. Dr. Walter Ebling, State Agricultural Statistician for Wisconsin, was chairman of the committee which prepared a report and submitted it to the Congress.

Request from Subcommittee of House Appropriations Committee

The Honorable Jamie L. Whitten, Chairman of the Subcommittee on Agricultural Appropriations, after reading the Ebling Report and hearing the discussions, wrote a letter to the Secretary of Agriculture, requesting an over-all report on the statistical work of the Agricultural Estimates Division. In his letter of July 31, 1956, to the Secretary of Agriculture, Mr. Whitten said in part, "For these reasons, the Subcommittee would appreciate it very much if you would have a careful appraisal made of the report by the Agricultural Data Committee of the American Farm Economics Association; and the report submitted to this committee for discussion at our hearings next spring. We would like to know what steps the Department would recommend to offset the shortcomings of the Service as reflected in the Farm Economic Report. Also during the past three years, funds have been made available to the Agricultural Estimates

Division for research into new and improved methods of crop and live-stock reporting. We should like to have a report on the accomplishments of this work to date with such recommendations as may be appropriate for adapting the findings to the regular operating program. In brief, we would like to have a report that would cover the United States Department of Agriculture's recommendations for the immediate and long range program for the development and the improvement of the Agricultural Estimating work of the Department." The Newell Report was prepared in response to this request from Mr. Whitten. It endeavored to take into account recommendations made in the Abernethy Report, the Ebling Report, the report prepared by ^{an} ~~the~~ Agricultural Estimates' Committee; by the Research Panel of Technical Consultants; and from the State offices and Commodity Branches of Agricultural Estimates.

Request from Director of Budget

Before discussing the Newell Report, perhaps we should refer briefly to another request made to the Secretary of Agriculture concerning statistical activities, this time by Mr. Percival F. Brundage, Director of the Budget. This is the man responsible to the President for the 72 billion dollar budget which makes/him, of course, a very important person indeed. In his letter of March 19, 1957 to the Secretary, Mr. ^{Brundage} ~~Brundage~~ stated that he desired, first, "a brief description of the present program and current annual level of expenditures;" second, "recommendations for a long range program to be developed over the Fiscal Years 1958 through 1962." Mr. Brundage stated his reason for making this request in this way: "The primary purpose of this statement is to help the Bureau of the Budget develop an over-all plan for the Government's Statistical Programs taking into account improvements most needed in terms of present needs and uses."

Then, apparently thinking that someone might question his authority to make such a request he quoted Section 103 of the Budget and Accounting Procedures Act of 1950, and Executive Order 10253 which directs the

Director of the Budget, "To develop programs and to issue regulations and orders for the improved gathering, compiling, analyzing, publishing, and disseminating of statistical information for any purpose by the various agencies in the executive branch of the Government." In response to this request the Agricultural Estimates Division submitted a proposed program of expansion based on the Newell Report which would require additional funds as follows: In Fiscal 1958, \$507,000; in 1959, \$2,603,000; in 1960, \$3,528,000; in 1961, \$4,978,000; and in 1962, \$6,078,000. Thus if this program were put into effect, the Agricultural Estimates Appropriation for Fiscal 1962 would be more than double current funds, making a total of \$11,308,000 as compared to \$5,230,000 in the present appropriation. This program called for additional funds of \$2,618,000 for ~~enumerative surveys, \$1,500,000 for~~ prices, \$150,000 for leased wire services, \$320,000 for a continuing fruit tree inventory, \$600,000 for mechanical processing of data, \$250,000 for farm labor, \$150,000 for cattle on feed, \$83,000 for seeds, \$84,000 for Weekly Crop-Weather reports, \$73,000 for Expanded poultry statistics and \$250,000 for the Retirement Fund.

But, back to the Newell Report, it proposes a progressive expansion of the work and facilities of the organization. These are set forth in four major proposals or projects, A, B, C, and D. Project A is intended to provide the funds, personnel and facilities for making large scale enumerative and objective yield surveys. Project B provides for monthly and intermittent enumerations of prices by an interviewer located in each Crop Reporting District. Project C is designed to provide funds, equipment, personnel, etc. necessary for speeding up the release and distribution of our reports. Project D provides the framework under which the demands for additional statistics can be met when, and if,

funds and facilities are provided. Since Project A is basic to the development of the entire program, let's consider how, from a practical standpoint, it would operate. First would be an annual enumerative survey in about 15,000 closed segments in all counties, starting June 15 or shortly thereafter. This survey would be designed to get planted acreages of crops, number of livestock, and farm employment. During the growing season monthly objective yield surveys would be made for critical items. A survey in a sub-sample of the June segments to determine abandonment would be made in early fall and one in December to get livestock numbers. Perhaps also one to measure harvested acreages, which would also get fall seeding of wheat. This basic program no doubt would be expanded in time to include other commodities and would be carefully integrated with our present program and procedures. An outline of a program in any one year would be something like this:

1. All States
2. June Enumerative Survey
 - a. Date--June 15 or later
 - b. Sample
 - (1) All States
 - (2) All Counties
 - (3) 15,000 segments
 - c. Subject Matter
 - Crops--Closed Segment
 - Livestock--Open Segment (Closed East)
 - Farm Employment (open segment)
 - Population--Open Segment
 - Number of Farms--Open Segment
3. Objective Yields--9,000 fields

Cotton--2,000 fields
 Corn--4,000 fields
 Wheat--2,000 fields
 Soybeans--1,000 fields

4. Fall Surveys

Abandonment--Great Plains and West
 Harvested Acres
 Fall Seedings
 Livestock

What could reasonably be expected of such an undertaking?

1. National estimates of major crops and livestock items with great accuracy and consistency; and for many other crops, quite accurately and with improved consistency.
2. State estimates of major crops in major States with sampling errors for acreages of 3 or 6 percent and yields of greater accuracy and consistency.
3. Crop Reporting District estimates of major items with greater accuracy than previously possible, especially in States not having a good annual State farm census.
4. County estimates of major items of greater accuracy than otherwise would be the case. Better Crop Reporting District estimates almost certainly result in better county estimates. I expect that in some States the R. C. card would be revised to obtain C/H indications and possibly others to help make better county estimates. Certainly something needs to be done. I tried for years to make good county estimates in Kentucky with nothing but a 5-year Census, some erratic ACP data and uncertain R. C. indications.

5. Provide the staff to help prepare county and local area data, especially desired by the A.D.C.
6. Strengthen our monthly crop production forecasts since the June acreage survey should provide a more accurate acreage base early in the season to which yields will be applied. This improved acreage base combined with objective yield data should strengthen our forecasts of major crops.
7. Provide basic structure for expansion of work of other Branches, e.g. price enumerations monthly; fruit tree counts; livestock on feed, etc. (Mr. Bowman, Head of Statistical Standards at the Budget Bureau, said all new proposals coming up from Agricultural Estimates will be reviewed in the light of the Newell Report).
8. Provide facilities for a skilful blending of enumerative surveys and mailed inquiries. Farm Labor provides a good example of this. For years there has been a clamor for State estimates of farm employment which we have not been able to meet because of the difficulty in establishing a satisfactory level of employment by States. The June Enumerative Survey would meet this need ^{by} providing an annual "bench mark" for each State. Month to month indications of change obtained by special mailed surveys could be applied to the "bench mark" to provide monthly estimates of farm employment. The budget proposal in the report to Mr. Brundage included an item of \$250,000 for implementing an expanded farm employment program including State estimates based on a skilful utilization of enumerative and mailed surveys.

Implementing the Program

1. One of the big problems in carrying out such a program would be to build up an adequate staff. It is proposed that new positions be created as follows:

State Survey Supervisor	GS-11	41
Assistant State Survey Supervisor	GS-9	43
District Supervisory Enumerators	GS-5	300
County Enumerators	GS-3	1,500

It is envisioned that in each Crop Reporting District there would be a supervisory-enumerator who would make monthly enumerations of prices and also locate, hire, train, and supervise interviewers for any enumerative surveys undertaken. These would include the June and fall acreage and livestock enumerative surveys, the objective yield surveys, quarterly stocks, etc. I anticipate some husband and wife teams, especially among school teachers in which the wife would make the monthly price enumerations and serve as supervisor for the June survey with the husband working as an enumerator on the June Survey and the Objective Yield Surveys. It seems likely that a supervisory-enumerator could expect about 14 weeks of work per year on prices, including training periods and finding replacements, about 3 weeks on the June Survey, counting one week for hiring his 5 enumerators, one for training and one for supervising; for the Objective Yield and Fall Acreage and Livestock Enumerative Surveys he could count on about 9 weeks work making a total for the year of about 26 weeks or about half time. For the country as a whole, there would be about 300 supervisory-enumerators, each being responsible for the work in 9 or 10 counties and maintaining and supervising a staff of 5 or 6 parttime enumerators.

The State and Assistant State Supervisors would be full time employees and an integral part of our regular staff.

Effects of the Proposal on:**1. Agricultural Estimates as a whole**

If the program goes into effect, it seems obvious that the Agricultural Estimating Service would be greatly strengthened in staff, facilities and in technical procedures.

2. Present Program

The proposal is definitely not a replacement for our present program but is simply intended to augment and strengthen it. No current activity would be dropped.

3. Mailed Questionnaires

It seems probable that the number of mail questionnaires will be increased rather than decreased by the proposal. For example, the June Enumerative Survey could provide good estimates of major crops and livestock in major producing States but elsewhere, and for minor items in all States, mailed surveys would have to be continued. Also the fall acreage and livestock mail surveys might be expanded to provide better indications for making county estimates. Further such new projects as that on monthly estimates of farm employment may require special mail surveys which will add to the number now being used.

4. Acreage Estimates

The July acreage estimates should be more accurate and consistent from year to year. This should result because a probability area sample should help measure big changes in planting intentions and especially the effect of "winners" and "outers". The July 1 acreage estimate is especially important because it is the base for our production forecasts throughout the remainder of the season. Harvested acreages should be strengthened by enumeration

in the fall of a subsample of the June segments and by carefully timed abandonment surveys, especially in States subject to heavy losses of planted acreages.

5. Yield per Acre

Objective yield surveys of critical crops should improve forecasts and final estimates of yield. Usually these would be made monthly during the growing and harvesting season for such crops as cotton, corn, wheat, soybeans, tobacco, and certain fruits with additions as need and circumstances dictate. These objective surveys should be especially helpful in establishing yields in unusual years when drought or other abnormal conditions distort our usual indications. The current objective yield surveys in California, Florida, Oregon, etc. would be continued.

There is much yet to learn about what growth factors to consider and how to utilize them in forecasting yields from objective data. A recent conference with Dr. H. H. Laude, at Kansas State, indicated that for wheat perhaps the best indication on May 1 would be number of plants, June 1 number of heads and July 1 weight of heads. This is in accordance with what we have been doing, but much more experience is needed before estimating formulas of proven reliability can be determined. With a crop like Burley tobacco where final sales are a good measure of production a solid yield estimate would also provide a useful derived acreage (sales ÷ yield). An accurate production estimate in November and December is especially important because Burley markets are just opening and also, important decisions concerning the level of production to be permitted the next season under the control program are being made.

6. Livestock and Poultry

The probability area sample used in the June Enumerative Survey should improve our livestock estimates by obtaining reports from areas and types of farms which are not usually adequately represented in our sample. Here again sharp changes in such items as breeding intentions and the effect of "inners" and "outers" should be measured more effectively than in the past. An improved estimate of number of farms and number keeping specified livestock should also result from these surveys. These farm counts are, of course, of great significance in estimating livestock and poultry. If necessary, when the June Enumeration was completed the enumerators could canvass additional segments, a county or other specified area for broiler plants or some other relatively rare enterprise for which information was needed. These could be enumerated on the spot or identification data recorded for latter subsampling, or to establish a mailing list, etc. A quarterly enumeration of Cattle on Feed is envisioned and an estimate of \$150,000 was included in the projected proposal for 1958 and subsequent years.

7. Fruit and Vegetables

The 15,000 segment June Enumeration probably would not be adequate for State indications of fruit tree numbers and acreages of individual vegetable crops. However, supplemental segments could be canvassed for specific items, such as fruit tree counts, add acreages of specific vegetables. The extent and effectiveness of such surveys would depend to a major degree on the amount of additional funds available for this particular purpose. The proposed program for Fiscal 1960 carries an

estimate of \$320,000 for a continuing fruit tree inventory. For this, supplemental segments would be canvassed following the close of the regular June Enumerative Survey. The work in California, Florida, Oregon and elsewhere on yields of pears, grapes, citrus, filberts, etc. indicate the possibilities in this field if adequate funds and staff are available.

8. Dairy Statistics

The June Enumerative Survey data on number of cattle by kinds, cows milked, calves born, number of farms keeping milk cows, etc. should be helpful in truing up estimates in the Dairy Statistics program. A canvass of supplemental segments in a State, region, or the U. S. could be made to locate new processing and storage facilities handling dairy products.

9. Agricultural Prices

As already mentioned, monthly enumerations of prices paid and received are part of the long range plan and it was estimated that by 1962 \$1,500,000 would be needed for this purpose. Since high type enumerators would be required for this work it is expected that they would serve as supervisors for the June and other enumerative surveys.

10. State Para Census

When the proposals for an Annual Sample Census of Agriculture were under discussion in 1948, I stated in a memo of May 26, 1948 to Mr. Callander that in my opinion the result would be that "most

if not all of the present State Farm Censuses or Assessors would be discontinued." I still think that is true, but I do not think the proposals in the Newell Report would have that effect. Some of the reasons are:

- a. The Annual Sample Census contemplated enumeration of 400,000 farms as compared to perhaps 60,000 under the Newell Report. A sample of less than 1% should not be much of a threat to a well established and essentially complete State Farm Census which provides a wealth of county and local area data.
- b. The Annual Sample Census was to be made in the fall, thereby obtaining year-end data comparable to that obtained by most State Farm Censuses. The proposed June Enumerative Survey of some 60,000 farms would obtain data on plantings and provide an acreage base for forecasting production throughout the remainder of the season. The main reliance for year-end estimates of acreages would continue to be the Rural Carrier Survey (supplemented when necessary by enumerative surveys and additional R. C. Cards to provide county estimates).
- c. The Annual Sample Census would be geared primarily to the Census Bureau and was considered as a replacement for the 5-year Census of Agriculture. The collection and processing machinery and the analysis of data would not only be controlled by the Census Bureau but would be oriented to a census type of operation that is planned and directed from Washington with little or no local participation in planning and directing the project, determination of enumerators and supervisors, etc.

The relatively small scale enumerative surveys included in the Newell Report would be simply a part of an integrated program of current agricultural statistics under the control of the State Agricultural Statistician.

What would the Newell Proposals give that the State Farm Census doesn't?

a. Acreage estimates

Perhaps in 3 or 4 States having a good State Farm Census, the June sample enumeration might not result in any significant improvement in July 1 acreage estimates in normal years. In 6 or 7 States having a less effective State Farm Census, the June Enumerative Survey should be helpful at the State level. In any event, the segments would be a known proportion of a national sample.

b. Livestock estimates

The June Enumerative Survey should improve the accuracy and consistency of inventory estimates, sows farrowed, etc. The Farm Census is of no help or very little help on this.

c. Acreage Base for objective ^{yields} ~~estimates~~

State Farm Census is of little help in this matter. An acreage base for objective yield surveys is needed in practically all States, but in 3 or 6 best States the June Survey might be limited to determining acreages of corn, soybeans, and wheat (or other crop for which objective yields are to be obtained.)

d. Number of farms and number by size and type

State Farm Census in 3 or 6 best States might be adequate, but not in States having a rather incomplete

State Farm Census or which does not obtain data on the farm as a unit.

e. Number of farms having specified livestock

June Enumerative Survey will provide these data but few, if any, State Farm Censuses.

f. Farm employment

State Farm Census of little or no help in most States.

g. Population, etc.

State Farm Census of little or no help in most States. June Enumerative Survey could provide the data.

h. Newell Proposals provide "machinery" needed in all States for price work and special surveys, such as Farm Expenditures, Housing, etc., and for data needed only for an individual State.

These are some of the things that might be expected if the Newell Report is implemented, however, I want to emphasize that it is not intended as a "cure-all" but simply as a sincere effort to put ^{our} ~~the~~ work upon a more solid footing.

To sum up it appears that the results and prospective results of the Newell Report would include these items.

1. We have given thought to the future and made some plans concerning it. This in itself is very much worthwhile.
2. The proposed plan appears sound not only to us but to Mr. Wells, the Budget Bureau, the Panel of Consultants, etc.
3. If the Congress agrees in the ~~the~~ worthwhileness of the program and provides funds, Agricultural Estimates will be greatly strengthened in staff, facilities and in technical procedures.

4. If no additional funds are provided, we are still in a strong position in respect to:

a. House Agricultural Committee

This Committee's report criticized us, now we have devised a sound program which goes a long way toward meeting their objections and fulfilling their recommendations.

b. Budget Bureau - has "pushed us around" for years because of our "backwardness", now we have come up with a well rounded, technically sound program which they have approved and must either support or leave us alone. Mr. Wells said, "For the first time I am pushing them rather than their pushing me. It has taken me 10 years to get into this position".

c. Panel of Consultants - must, on their record to date, support our proposals for enumerative surveys and objective yields. Also they can raise no serious objections to the tie-in with mailed surveys, especially those designed to provide local data which they all need themselves or are needed by others at their institutions. If no additional funds are provided then we are in position to redirect the Research Program to more conventional procedures.

d. Census Bureau - As one of the Census men put it - we have "preempted the field" of large scale enumerative surveys. It has been demonstrated that Agricultural Estimates has the capacity to plan and carry out large scale, complex enumerative surveys and objective yield surveys.

e. Agricultural Data Committee - The Newell Report supports the

1 ADC program for more and better data including county estimates. It provides a structure for expansion of county and local data. The best chance of adequately staffing our offices for providing

local area data is through an intelligent cooperative effort of the forces striving to improve our techniques and to obtain more detailed information.

- f. Soil Bank, etc. - The Newell Report provides the means for making more and better county estimates and related data needed for farm program purposes and for expansion of such services as conditions require.
- g. State Offices - The program highlights the need for additional people, both professional and clerical for State offices (present proposals call for 2 professional people and 3 clerks for the average office, not counting needs for expanded price programs, etc.). Also additional work would be required but after transition period the State offices should be better equipped to handle workload.
- h. Survey Machinery - The Newell Report emphasizes the need for an enumerative survey organization throughout the country which could be utilized, when desired, for special surveys such as those on Farm Expenditures, Farm Housing, etc.

I want to emphasize again that the proposed enumerative survey program is not a replacement of our mailed surveys, but is intended to support and supplement them. Never is a long time but in my opinion it will be many a moon before we are in a position to accept yields determined by objective measurements as unquestionably right. Regression charts did not eliminate the need for intelligent appraisal and I don't think objective yields will either.

I do not think an enumerative survey of adequate size in June will greatly strengthen and make more consistent our acreage estimates of major crops at a time of year when they most need it. These improved acreages coupled with objective yields would result in improved accuracy and reliability over time. Definite gains should be made in our livestock work. An accurate indication of number of

farms would alone be invaluable. At/ K. C. Mr. Wells said he wanted a base check point (benchmark) at least once a year that would establish the level of some of our estimates. He supported the view that for most crops June is the right time since that is the acreage we use throughout the remainder of the growing season for making forecasts of production. I hope each of you will read the Newell Report carefully including the Exhibits and that you will give it serious thought. We have heard a lot of about objective yields, but I think objective appraisals ^{proposed} ~~for~~ of the ~~proposed~~ plans are equally needed.

USDA AMS WASHINGTON, D.C. 25

COPY

S. R. Newell, Director

July 1, 1957

R. E. Smith, Deputy Director

Informal Comments by Emerson Brooks on the Newell Report to Congress

I hardly know what to say about the attached. Since Brooks has already given this talk to the people in Ebling's office, he could send it to Ebling. So far as sending it to the other State offices is concerned, if it is made clear that it is Brooks' statement and not necessarily an official position of the Division, it might be all right. I say this because I cannot agree with all of the statements made and I doubt if they can be substantiated by experience to date. I have a feeling that this going out by itself may cause considerable confusion among our men.

I would prefer to use different titles than "the Newell Report" and the "Ebling Report". While these are handy references, I am sure both involve more than the individuals mentioned and particularly the report of the Agricultural Data Committee. I guess, however, the author of the article is entitled to use the references he wishes.

Some other points follow:

Page 2 - The percentages given in the last paragraph vary from my memory of those presented to the House sub-committee. I could be wrong but it would be well to check to be sure.

Page 4 - The first work done with the Research appropriation was with mailed surveys in Mississippi and North Carolina. I believe this was started in mid 1953 when we found we were to have Research Funds and before the Panel was set up.

Page 5 - I think the appointment of the Agricultural Data Committee of the AFEA was only incidentally sparked by the remark at Corvallis. Other circumstances were pushing toward the setting up of such a Committee. The Committee was not set up until early 1955.

Page 7 - I thought Project A was to provide personnel, data, etc., for basic county estimates, in addition to enumerative and objective surveys. It is so indicated later. If I am wrong, then we have left out one of the most pressing things the Agricultural Data Committee was pressing for.

Page 8 - This is the first time I have seen the June 15 or later date. Even June 15 is too late for hogg and probably for July acreage. Would be better not to tie this down too specifically.

Page 9 - You and I have discussed many times the things mentioned under "what could be reasonably expected etc.". There is nothing in our experience thus far that supports most of the flat statements made here. What is "great" accuracy? What is meant by consistency? I think the effect of enumeration on the accuracy of estimates by Crop Reporting Districts and by counties is greatly overplayed.

Page 12 - Considerable emphasis is placed here and elsewhere on the fact that this is not a replacement for present program but is intended to augment and strengthen it. Yet, if this proves up according to earlier claims, it is inevitable that some portions of the present program be dropped or greatly modified. I think this is true of mailed questionnaires. It isn't at all clear on how we can argue on both sides of this question.

Page 13 - This leaves out much of the problem which is early season forecasts. Much of our present problem is with these forecasts and not year and estimates of yield.

Pages 15 & 16 - Only time will tell what will be the effect on assessor's censuses. I am one of those who believe the effects will be more serious than indicated. This is not due entirely to the sample enumeration but such enumerations could be one of a number of factors resulting in eventual loss of this valuable information in some States. We should make more use of assessors' data in our sampling work and tie the two closer together.

Page 17 - we can not argue the value of a State assessors' census entirely on the basis of whether it enumerates acreages currently and therefore helps in setting a current July 1 acreage estimate. Historical assessors' censuses have value also, perhaps as much as those on a current basis. For most of the assessors' States, the assessors Census data is probably better and more useful over the whole range of estimates from counties on up than what we can expect to get from a small June sample. In other words, we shouldn't limit the "good assessors census" to only 3 or 4 States.

Page 19 - Panel of Consultants. I don't see what the last sentence has to do with the proposed program. How does redirecting the Research program tie in with the over-all proposal?

There are other comments I could make. Have made a few corrections in the text but would certainly wish to go over this more carefully if it were going to be sent out to all States.

/s/ R.K. Smith

UNITED STATES DEPARTMENT OF AGRICULTURE
 BUREAU OF AGRICULTURAL ECONOMICS
 WASHINGTON, D. C.

C. E. M. # 144
 ADMINISTRATIVE
 December 29, 1933.

TITLE: Livestock

SUBJECT: Corn-Hog Reduction Program.
 Instructions to State Statisticians - Grading Examinations,
 and Appointment of County Tabulators.

The purpose of the County Tabulators' test is to secure the best qualified individuals in each county to do the tabulating and computing required in connection with the corn and hog contracts. Ability to transfer, or tabulate, accurately is naturally the first and most important consideration in the selection of the person to do this work. Computations can be checked on the sheets but to check the tabulation will be impossible if the contracts are not at hand. Speed in doing the work is likewise an important factor.

There is enclosed a copy of the test that will be given each applicant, together with a correction sheet for use in correcting the papers and also a rating table for the examination questions. It will be noted that the weight on the first question which includes tabulation and adding is 50% of the entire examination. The second question on multiplication is given a weight of 15%. The third question on division is important because these tabulators will be required to compute certain ratios and averages. The third question is, therefore, given a weight of 35%. The fourth question relates to percentage and is given a weight of only 10%. This question not only shows the ability to divide and keep decimal points straight but also whether or not a person is alert to instruction. From a few sample tests given it appears that it will be on this fourth question that most candidates fall down. This is not so important, however, if the applicant shows on question 3 that he can do division well.

It is believed that the weighting on the various questions has been so arranged that the individuals better qualified for tabulating work will be effectively separated from the poorly qualified.

Copies of the instructions to County Agents have been sent you. The correction and grading sheets attached should enable you to turn most of the correction and grading work over to an experienced clerk and all you will be called upon to do is to review the grades and appraise the application forms. In the event the time of a clerk cannot be spared for correcting papers, it may be advisable to employ an ex-school teacher or other well qualified person to do this part of the work.

The grading of the applicant on training and experience does not lend itself to mechanical treatment; therefore you should pass on these. As a suggestion it would appear that the most valuable experience would be statistical work, accountancy, bookkeeping or other work which would indicate experience with figures. There will probably be cases, however, where recent high school graduates who have mathematical turn will make high scores on the test and should be accepted although they have no particular experience. Give particular attention to the County Agents' recommendations on the application.

As a general rule the following values might be assigned to the various types of experience.

Rate on the basis of 100 points

Statistics)	One year or more, allow 85 points; less than one year, 50 points
Accountancy)	
Bookkeeping)	

High school or college graduate scoring 80 or higher on the test, allow 85 points

Farm experience One year or more, 15; less than one year, 10

These are merely suggestions. Many special cases not covered in the above ratings will probably arise. After all, the test itself will be the controlling factor. In weighting the test and application give a weight of 80 to the test and 20 to experience.

Insufficient experience has been had with the test to determine what should be expected and what should be a passing mark. The average of 12 tests given to computing clerks in the Washington office was about 84%. All that can be said at present is that if the tests from a given county should run very low, particularly on the first question, it would probably be wise to inform the County Agent and ask for a new group of applicants.

Something has already been said about the appointment of the tabulators in the list of eligibles. See C.E.M. #140. Under the section on County Tabulating Clerks, reference is made to the selection of the county clerks. The rule is quoted that selection shall be made from the three highest on the list for the county each time but no candidate need be considered more than three times. This means that in making the first appointment select the three highest on the list, look at their application blanks and if one of these is apparently more desired by the County Agent than the other two, give him preference provided there is not too much difference in grade on the arithmetic test. If, for example, there are five applicants on the list rating 90, 85, 70, 65, and 62, it would be rather illogical to select the man rating 70 just because the County Agent favored him. If, on the other hand, the County Agent favored the applicant rating 85, it would be advisable to follow the County Agent's advice and appoint that applicant first. If more than one clerk is needed, make the first appointment from the first three on the list, make the second appointment from the three highest remaining on the list. The three include the two not chosen when the first appointment was made along with No. 4 on the register. Take the above example; suppose you appointed the person with the 85 score first. Your next register would consist of the 90, 70, and 65. Make the appointment from these. If a third is needed, you would drop out the one already appointed and make a selection from the next three. After a person has been rejected three times he may be dropped from the list entirely.

One word of caution. Be impartial in your ratings of the test, follow the rules rigidly. Be prepared to defend your position against all possible content.

W. F. Callander

W. F. Callander,

Principal Agricultural Statistician, In Charge,
Division of Crop and Livestock Estimates.

Prepared by:
S. R. Newell.

CORRECTION SHEET

QUESTION 1 - TABULATION and ADDITION

A	B	C	D	E	F
735	196	426	39	463	123
780	4	870	335	85	3
940	2	281	173	49	1
999	3	243	645	426	926
19	870	12	75	890	123
870	33	225	980	173	85
645	476	1	335	426	1
780	1	243	281	123	4
940	245	225	49	3	12
999	875	281	75	1	926
763	443	721	321	363	335
837	763	771	36	75	12
1	33	31	65	321	233
721	476	34	382	1	650
382	245	36	526	31	326
	650	363	837		1
		771	875		435
					65
					1
					233
10,411	5,315	5,534	6,029	3,430	4,495

QUESTION 2 - MULTIPLICATION (Show Complete Answer)

	<u>Answers</u>
93,615 x 72	6,740,280
496 x 851	422,096
62.37 x 45.3	2,825.361
90.6 x 756	68,493.6
$3\frac{1}{4} \times 56\frac{3}{4}$	1,943.6875

QUESTION 3- DIVISION (Carry out to two decimal places)

	<u>Actual</u>	<u>Rounded to 2 places</u>
755 ÷ 84	8.9881	8.99
3,875 ÷ 194	19.9742	19.97
2,000 ÷ 97	51.5464	51.55
1,397 ÷ 73	19.1370	19.14
187.63 ÷ 56.78	17.3940	17.39

RATING SHEET

For grading County Tabulators' arithmetic tests.

Question 1 - TABULATION and ADDITION

TABULATION. Perfect score 30

1 error	mark	27
2 errors	"	20
3 "	"	15
4 "	"	10
5 "	"	0

ADDITION. Perfect score 20

1 error	mark	17
2 errors	"	12
3 "	"	8
4 "	"	3
5 "	"	0

If an error has been made in tabulation, add the column and if addition is correct, allow full credit for the addition.

Question 2 - MULTIPLICATION. Perfect score 15

1 error	mark	12
2 errors	"	9
3 "	"	6
4 "	"	3
5 "	"	0

Question 3 - DIVISION. Perfect score 25

1 error	mark	22
2 errors	"	17
3 "	"	11
4 "	"	4
5 "	"	0

Question 4 - PERCENTAGE. Perfect score 10

1 error	mark	8
2 errors	"	6
3 "	"	4
4 "	"	2
5 "	"	0

Time Factor

30 to 40 minutes is considered par. For each minute under 30 allow 1 point additional to the score. For each minute over 40 deduct 1 point from the score. Example: Grade on test 72, time 28 minutes

$$(30 - 28 = 2)$$

$$72 + 2 = 74)$$

CORRECTION SHEET (Continued)

EXHIBIT 9

QUESTION 4 - PERCENTAGE (Carry out to two decimal places)

	<u>Actual</u>	<u>Rounded to 2 places</u>
That percent is 5,289 of 4,326	122.2607	122.26
That percent is 76 of 7,6249969	1.00
That percent is 287 of 3,327	8.6264	8.63
That percent is 132.83 of 2,656	5.0011	5.00
That percent is 86.5 of 1,723.86	5.0178	5.02

HEADS OF AGRICULTURAL STATISTICS

Division of Statistics (1863-1903)

Lewis Bollman (1863-65)
Jacob R. Dodge (1866-78)
Charles Worthington (1879-81)
Jacob R. Dodge (1881-93)
Henry A. Robinson (1893-97)

Bureau of Statistics (1903-13)

John Hyde (1897-1905)
Willet M. Hays (also Assistant Secretary - 1905-6)
Victor Olmsted (1906-7)
C. C. Clark (Acting) (1907-9)
Victor Olmsted (1909-13)
Nat C. Murray (Acting) (1913)

Bureau of Crop Estimates (1914-21)

Leon M. Estabrook (1913-21)

Division of Crop Estimates (1921-22)
Of the Bureau of Markets and Crop Estimates

Nat C. Murray (1921-22)

Division of Crop and Livestock Estimates (1922-39)

Bureau of Agricultural Economics

W. F. Callander (1923-35)
Joseph A. Becker (1935-37)
W. F. Callander (1937-39)

Division of Agricultural Statistics (1939-42)
Of the Agricultural Marketing Service

W. F. Callander (1939-42)

Division of Agricultural Statistics (1942-53)
Of the Bureau of Agricultural Economics

Paul L. Koenig (1942-46)
W. F. Callander (1946-50)
S. R. Newell (1950-53)

Agricultural Estimates Division (1953-61)
Of the Agricultural Marketing Service

S. R. Newell (1953-61)

Statistical Reporting Service (1961-)

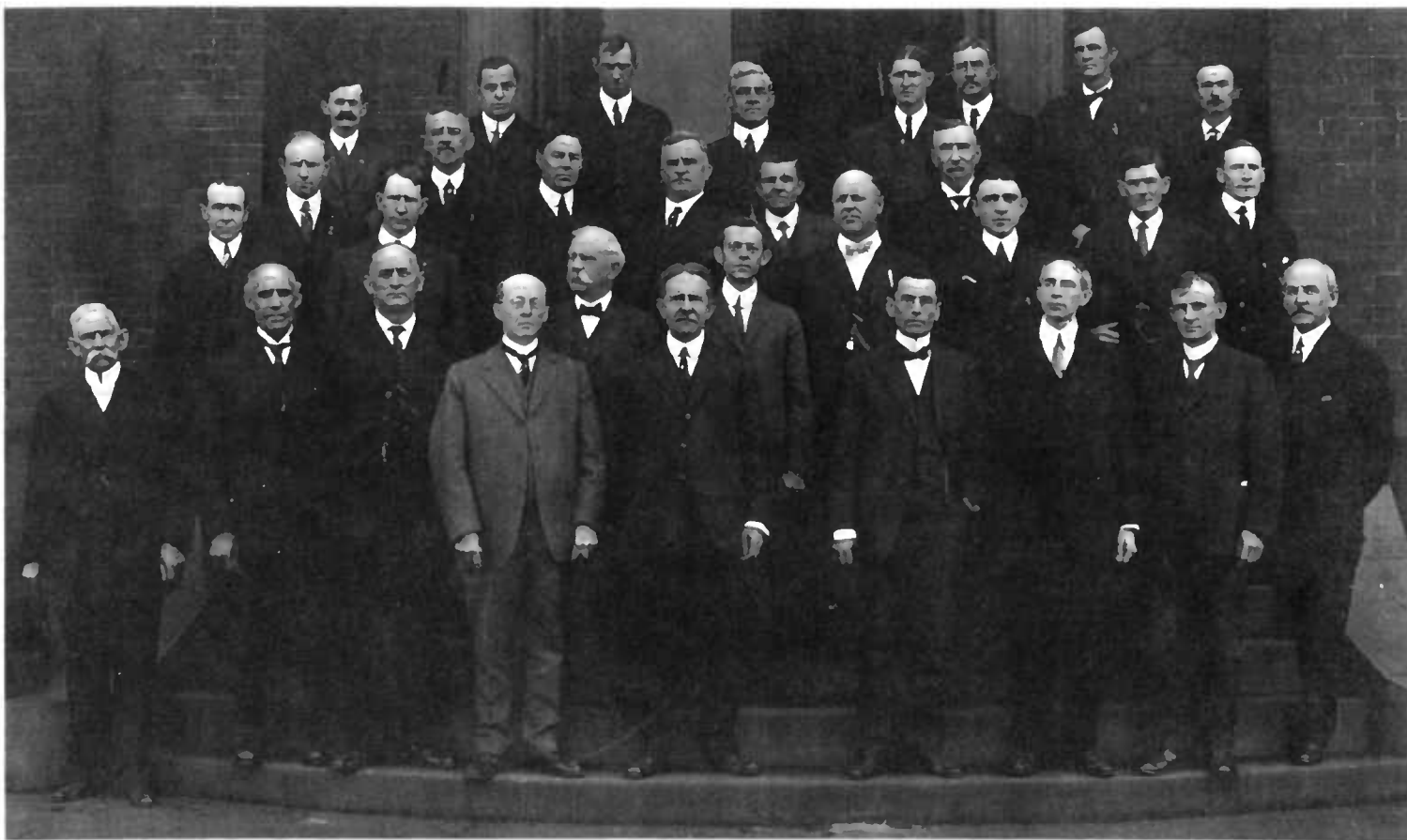
H. C. Trelogan, Administrator (1961-75)

S. R. Newell, Deputy Administrator and Chairman,
Crop Reporting Board (1961-62)

Glenn D. Simpson, Deputy Administrator and Chairman,
Crop Reporting Board (1962-71)

W. E. Kibler, Administrator (1975-)

B. M. Graham, Deputy Administrator and Chairman,
Crop Reporting Board (1971-)



1914 Conference, Washington, D.C., January 20. First row, left to right: N. F. Gray, Tex.; Unidentified; Unidentified; George K. Holmer, D.C.; Unidentified; Leon Estabrook, D.C.; Nat Murray, D.C.; S. A. Jones, D.C.; Unidentified. Second row, left to right: Unidentified; Unidentified; Unidentified; Meade Wells, Ariz.; Unidentified, Unidentified; J. A. Ramey, Miss.; Unidentified. Third row, left to right: Unidentified; Unidentified; Unidentified; Unidentified; W. C. Duncan, (moustache, wing collar, tall) D.C. Back row, left to right: Unidentified; G. L. Morgan, N.J.; Unidentified; Unidentified; A. J. Surratt, N.D.; Unidentified; W. L. Pryor, Mississippi-Cotton; F. W. Gist, Alabama.



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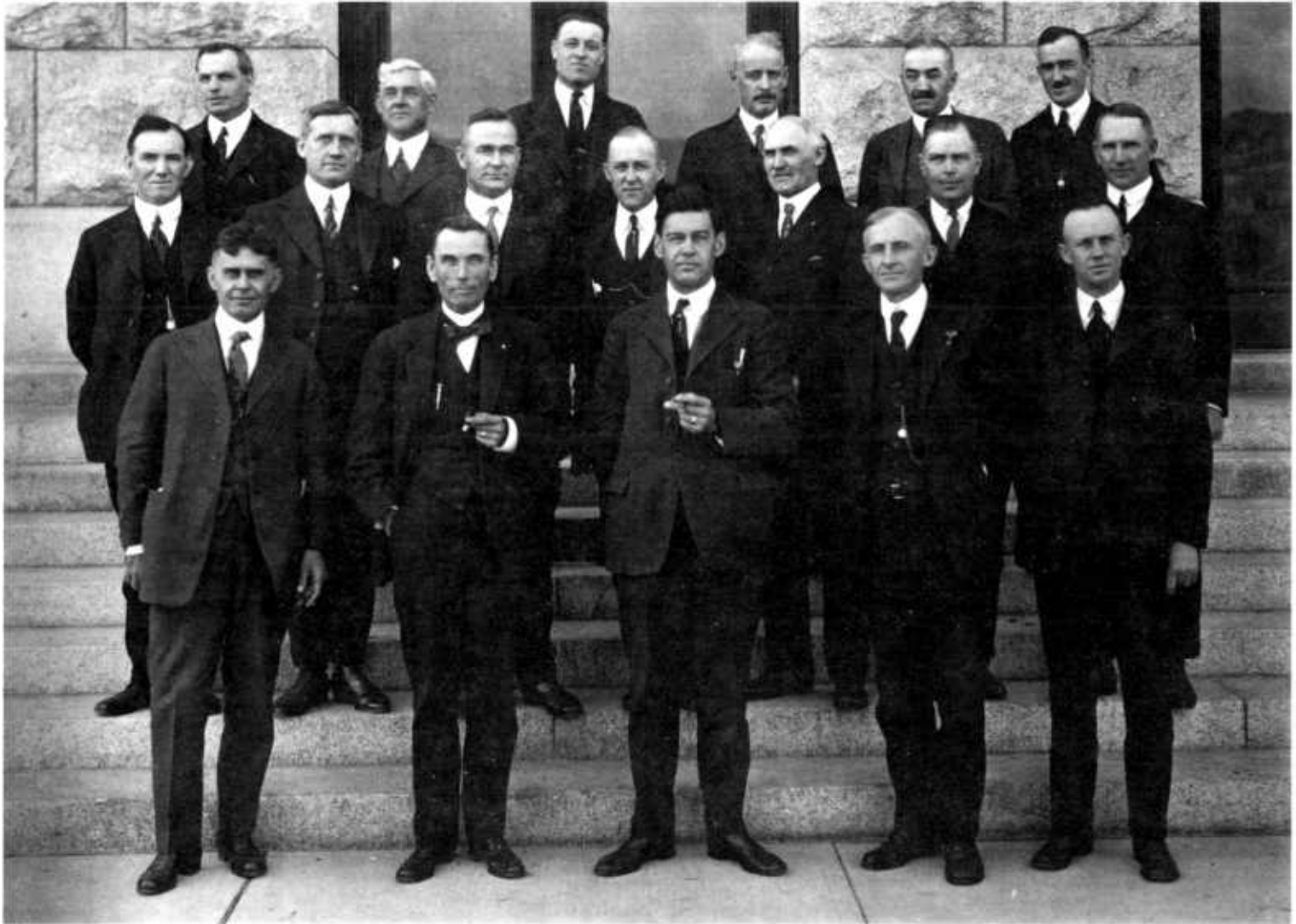


1917 Conference, Washington, D.C.

Top row: 1. E.E. Kaufman, Calif. 2. Frank Andrews, D.C. 3. V.H. Church, Mich. 4. J.L. Cochrun, Ohio. 5. Lucas Moore, Ky. 6. P.E. Jamieson, D.C. 7. C.E. Gage, D.C. 8. G.L. Morris, Tenn. 9. V.A. Sanders, Maine, N.H., Vt. and Mass. 10. V.H. Olmsted, Va. 11. F.S. Pinney, Iowa 12. F.G. Kelsey, N.Y., Conn., and R.I. 13. Z.R. Pettet, Ga. 14. P.W. Shaw, Miss. 15. S.A. Jones, D.C. 16. F.J. Blair, D.C. 17. H.F. Bryant, W.Va. 18. L.M. Harrison, Ariz. 19. J.E. Richards, Calif. 20. H.B. Cramer, D.C. 21. H.A. Marks, Eastern U.S. Middle row: 22. A.J. Surratt, N.D. 23. C.M. Daugherty, D.C. 24. J.S. Dennee, La. 25. C.S. Bouton, Ark. 26. W.W. Putnam, Colo. 27. J.E. Woodworth, Okla. 28. Perry Elliott, D.C. 29. B.B. Hare, S.C. 30. G.K. Holmes, D.C. 31. E.A. Logan, Mo. 32. Edward Crane, D.C. 33. L.M. Estabrook, D.C. 34. D.F. Houston, D.C. 35. N.C. Marray, D.C. 36. W.F. Callander, Wisc. 37. Frank Parker, N.C. 38. C.C. Hare, Fla. 39. R.F. Hare, N.M. 40. R.G. Risser, Western U.S. Bottom row: 41. Guy Fitzpatrick, Mont. 42. F.W. Gist, Ala. 43. G.F. Frick, D.C. 44. E.T. Marchetti, Wash. 45. J.C. Folger, Western U.S. 46. G.L. Morgan, Penn. and N.J. 47. P.H. Kirk, Minn. 48. J.A. Ramey, Miss. 49. S.D. Fessenden, Ill. 50. E.C. Paxton, Utah and Nev. 51. G.C. Bryant, Ind. 52. W.L. Pryor, Cotton States of U.S. 53. F.L. Kent, Ore. 54. A.F. Krueger, D.C. 55. F.N. Gray, Tex. 56. A.E. Anderson, Neb. 57. H.O. Herbrandson, S.D. 58. A.D. Cook, Wyo. 59. J.J. Darg, Md. and Del.



1921 Northern Conference, Madison, Wisc. Front Row: E.A. Logan, Mo.; George Bryant, Ind.; S.O. Fessenden, D.C.; A.E. Anderson, Neb.; L.M. Estabrook, Chief; Nora Larson, H.F. Bryant, Ky.-W.Va.; Frank Pinna, Ia.; A.J. Surratt, N.D. Middle Row: G.L. Morgan, N.J.; E.L. Paxton, Kan.; Mr. Reid, Weather Bureau, Ia.; C.E. Gage, D.C.; Paul, L. Jamieson; Dr. S.A. Jones, D.C.; J.A. Becker, Wisc. Back Row: Carl J. West, Ohio; Virgil A. Sanders, N.E.; C.V. Whalen, D.C.; H.O. Herbrandson, S.D.



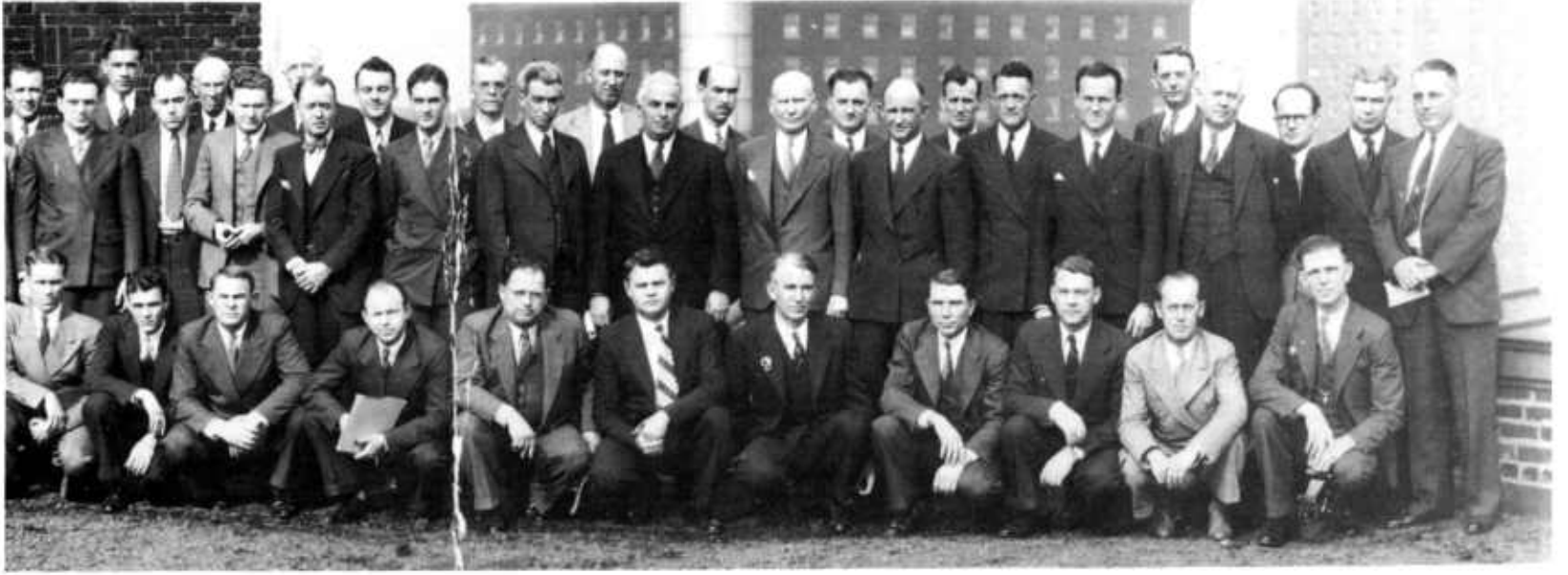
1921 Western Conference, Salt Lake City, Utah. Front Row: R.F. Hare, N.M.; Leon M. Estabrook, Chief; Charles E. Gage, D.C.; F.W. Beier, Mont. Second Row: Unidentified; Lloyd S. Tenny, Wash.; Miner Justin, Utah-Nev.; J.H. Jacobson, Idaho; N.W. Putnam, Colo.; Glenn S. Ray, Seattle, Wash.; L.M.Harrison, Ariz. Back Row: Z.R. Pettet, A.D. Cook, Wyo.; Carl Robinson, Okla.; F.L. Kent, Ore.; E.M. Johnson, Tex.; Jay Diamond, N.D.



1922 Conference Atlanta, Ga., December. Front Row: F.W. Gist, Ala.; G.L. Mornis, Tenn.; S.A. Jones, D.C.; E.A. Logan, Mo.; B.B. Hare, S.C.; J.A. Becker, D.C.; H.R. Talley, D.C., BAE Economist; W.F. Callander, Dir. Ag. Ests.; Z.R. Pettet, Ga. (SIC); D.A. McCandliss, Miss.; Frank Parker, N.C. Second Row: William Rhoades, N.C. (State Employee); Unidentified; Virgil Childs, Ga.; Carl H. Robinson, Okla.; C.S. Bouton, Ky.; Nat Murray, D.C.; Charlie Gage, D.C.; Henry C. Taylor, D.C., Chief, BAE.



1923 Conference, Indianapolis. Front Row: John Dennee; G.L. Morgan; C.L. Harlan; Unidentified; Unidentified; A.E. Anderson (Nebr.); C.F. Sarle; J.A. Becker; A.J. Surratt; W.A. Schoendist; Unidentified; Charles E. Gage; W.F. Callander; Unidentified; Nat Murray; Unidentified; S.A. Jones; D.A. McCandliss; J.B. Shepherd; Unidentified; Leslie M. Carl; E.A. Logan. Back Row: Unidentified; Unidentified; Unidentified; Unidentified; C.D. Stevens; Unidentified; Verne Church; Jay Diamond; H.F. Bryant; Unidentified; E.C. Paxton; Unidentified; Unidentified; Unidentified; Unidentified; R.L. Gillett; Warder Jenkins.



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CONFERENCE IN ST. LOUIS, MO. 1938

TOP: Back row L-R: 1. McCandliss-Miss. 2. Walker-S.D. 3. Smith*-Cotton Coop. 4. Gillett-N.Y. 5. Garrett-Ala. 6. McPeck-Kans. 7. Childs-Tex. 8. Robinson*-Census. 9. Taylor-Va. 10. Jenkins*-Census. 11. Harlan-D.C. 12. Orr-D.C. 13. Morgan-N.J. 14. Lowe-Mich. 15. Carpenter-D.C. 16. Bryan-Ark. 17. King-D.C. 18. Smythe-D.C. 19. Newell*-Research. 20. Church-Mich. 21. Morgan-D.C. 22. Kirk-Minn. 23. White-Ill. 24. Rasor-Tex. 25. Moats-Ill. 26. Simpson-Wyo. Front Row L-R: 1. Collins-Kans. 2. Mackey-Tex. 3. Clark-Mich. 4. Hackendorf-Va. 5. Whitaker-D.C. 6. Satterfield-Ark. 7. Daniels-N. Mex. 8. Ross-Id. 9. Ewing-Md. 10. Stuart-N.C. 11. Collins-Tenn. MIDDLE: Back row L-R: 1. Jones-D.C. 2. Straszheim-Ind. 3. Newman-Wash. 4. Wiland-D.C. 5. Schiller-Calif. 6. Nordquist-Nebr. 7. Tuttle-D.C. 8. Sarle-D.C. 9. Jones-S.D. 10. Ebling-Wisc. 11. Bair-N.Eng. 12. Brooks-Ky. 13. Borum-Wa. 14. Royston-D.C. 15. Justin-Ind. 16. Marsh-Tenn. 17. Burkhead-Okla. 18. Bryant-Ky. 19. Kimball-D.C. 20. Graham-Wisc. 21. Wilson-D.C. 22. Henderson-D.C. 23. Hale-D.C. 24. Stevens-N. Eng. 25. Creer-N. Dak. 26. Sabin-D.C. 27. Huey-N.Y. 28. Gasteiger-Pa. 29. Wilson*-Canada. 30. Palmer-Ia. Front row L-R: 1. Peters-D.C. 2. Kienholz-N.Dak. 3. Bennett-D.C. 4. Knutson-Wyo. 5. Anderson-Nebr. 6. Callanders-D.C. (Chief) 7. Blood-Okla. 8. Paxton-Ariz. 9. Boster-Ala. 10. Swedlund, 11. Frost-Ohio, 12. Wilson-N.Eng. 13. Finley-Tex. 14. Shurtz-Ia. 15. Overby*-Cotton Coop. BOTTOM: Back row L-R: 1. Pettet*-Census 2. Gilbert-W.Va. 3. Bjorka*-LSM&W 4. Bodin-Minn. 5. Parker-N.C. 6. Davis-D.C. 7. Ray-Ohio, 8. Langely-Ga. 9. Prittain-Mo. 10. Merrill-D.C. 11. Light-S.C. 12. Whittier-Mo. 13. Pallesen-D.C. 14. Capperon-D.C. 15. Rhodes-N.C. 16. Marks-Fla. 17. Guellow-D.C. 18. Blair-Calif. 19. Robinson-Ill. 20. Brewer-W.Va. 21. Bormuth-Wisc. Front row L-R: 1. Heidelberg-Miss. 2. Dennee-D.C. 3. Floyd-Ga. 4. Carl-Ia. 5. Surratt-Ill. 6. Reed-Colo. 7. Marsh-Ark. 8. Townsend-Fla. 9. Beier-Colo. 10. Shepard-D.C. 11. Andrews-Utah. 12. Diamond-Mont. 13. Scott-Calif.

*(Not in Division)



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Mem
5



1957 Conference, Kansas City, Mo. Table 1 (front to back): Joe Ewing, Ill.; Unidentified, H.F. Bryant, Ky.; Virgil Childs, Tex.; G.D. Simpson, Dep. Dir.-D.C.; J.A. Pallesen, Kans.; S.R. Newell, Dir.-D.C.; R.K. Smith, Dep. Dir.-D.C. H.A. Becker, FAS; J.C. Garrett, Ala.; E.C. Paxton, Ariz. Table 2 (clockwise--all started in So. Dak. Office): Dick Max, John Ranek, John Fliginger, R.J. Ries, Roger M. Foster, Bob Parr, Mel Koehn. Table 3 (clockwise): Unidentified; Unidentified; Don Foster, N.Y. Office; Al Potter, N. Eng.; Dewey Boster, Pa.; K.D. Blood, Okla.; Thomas Knapp, Seattle; Ovid Grenier, N.Y. Table 4 (clockwise): Miles McPeek, Ark.; Bob Straszheim, Id.; Earl French, Va.; Grant W. Lee, Utah; R.D. Bass, Ark.; Unidentified; George Strong, Ala.; C.D. Palmer, Tex. Table 5 (clockwise): Armin Janz (at 7 o'clock), Mich.; Roy Bodin, Minn.; Clarence Capperon, Wisc.; Orville Krause, Wisc.; Art Hintzman, Mo. Table 6: Unidentified (6:30); Tom Cryer, W. Va.; Sam Guy, W. Va.; Burr Harrington, D.C.; Ross Packard, D.C.; Alvin D. Roark, Tenn.



1961 CONFERENCE, BILOXI, MISSISSIPPI

Front Row: Roy Potas, S.D.; Jap Pallesen, Kans.; Dewey Boster, Pa.; Glenn Simpson, Dep. Dir., D.C.; Nate Koffsky, Asst. Adm.; "Bert" Newell, Director; Bill Biar, N.Y.; Ward Henderson, Calif.; Ray Converse, Miss.; Lester Hoffman, Wyo. Second Row: R.K. Smith, Dep. Dir.; Clem Heltemes, N.D.; Paul Pownall, Alaska; Paul P. Wallrabenstein; Ha.; I.E. Wissinger, Dairy-D.C.; Clarence White, Fla.; S.T. Marsh, Tenn.; Russell Handy, Fr. & Veg. D.C.; A.R. Miller, W.Va.; Roger Sutherland, N. Mex.; Preston Creer, Mont. Third Row: A.V. Nordquist, Nebr.; C.E. Burkhead, Fld. Cr. D.C.; E.M. Brooks, Spl. Stat. D.C.; Francis Graham, Sec. of Bd. D.C.; Clarence Parker, La.; Jim Koepper, Ky.; C.D. Stevens, N. Eng.; Bob Moats, Livestock-D.C.; Creighton Guellow, Colo.; C.D. Palmer, Tex.; Jerry Borum, Mich. Fourth Row: Clarence Capparon, Wisc.; Bruce Kelly, Res.-D.C.; Tommy Stuart, Va.; Ralph Stauber, Prices-D.C.; Lyman Wallin, Dairy Off., Chicago; Archie Langley, Ga.; Early Houseman, Res.-D.C.; Clifford Sims, S.C.; Scotty Walters, N.J.; Bob Straszheim, Ind.; Charlie Townsend, Fla. Fifth Row: Emery Wilcox, Wash.; A.R. Larson, Utah; Jim Kendall, Ohio; Joe Ewing, Ill.; Sam Gilbert, Ia.; Ray Bodin, Minn.; Don Pittman, Okla. Back Row: W.H. Evans, Adm. Off.-D.C.; Floyd Reed, Colo.; Ray Hile, Ore.; A.E. Brittain, Mo.; Miles McPeek, Ark.; Henry Rasor, N.C.; Bob Overton, Reg. Live.-Denver; George Strong, Ala.