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# MID-DECADE CENSUS

PART 4—WASHINGTON, D.C.

GOVERNMENT  
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HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON  
BUSINESS AND GOVERNMENT STATISTICS  
OF THE  
COMMITTEE ON  
POST OFFICE AND CIVIL SERVICE  
HOUSE OF REPRESENTATIVES  
EIGHTY-SEVENTH CONGRESS  
SECOND SESSION

MAY 1, 2, AND 4, 1962

Printed for the use of the  
Committee on Post Office and Civil Service



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## CONTENTS

### Statement of—

Bailey, Dr. Albert E., director, division of statistics and records, Pennsylvania Department of Health, Harrisburg, Pa., representing the American Public Health Association, Inc.....	Page 598
Bane, Hon. Frank, chairman, Advisory Commission on Intergovernmental Relations, Washington, D.C.....	581
Bowman, Dr. Raymond T., Assistant Director for Statistical Standards, Bureau of the Budget.....	547
Brookshire, Hon. Stanford R., mayor, Charlotte, N.C.....	722
Chapin, F. Stuart, Jr., program director, urban studies program, Institute for Research in Social Science, University of North Carolina, Chapel Hill, N.C.....	640
Colm, Gerhard, chief economist, National Planning Association, Washington, D.C.....	640
Daye, Dennis, assistant director of planning, Greensboro, N.C.....	664
Dinkel, Robert M., chairman, Greensboro Community Council, Greensboro, N.C.....	723
Donnenwirth, Clair, supervisor of Plumas County, Calif., representing the National Association of County Officials.....	636
Eckert, Charles E., legislative attorney, General Accounting Office, Washington, D.C.....	679
Edwards, Max N., Assistant to the Secretary and Legislative Counsel, Department of the Interior, Washington, D.C.....	577
Evans, Hon. E. J., mayor, Durham, N.C., representing the American Municipal Association.....	591
Ferbet, Lucian A., town clerk, Lancaster, N.Y.....	724
Finley, Hon. W. E., Director, National Capital Planning Commission, Washington, D.C.....	711
Freeman, Hon. Orville L., Secretary, Department of Agriculture.....	576
Funseth, Martin E., town clerk, West Seneca, N.Y.....	726
Goldberg, Hon. Arthur J., Secretary, Department of Labor.....	581
Grady, Hon. J. Harold, mayor, Baltimore, Md.....	718
Hamill, W. S., director, Business Research Department, Baltimore Association of Commerce, Baltimore, Md.....	719
Hart, John Fraser, associate professor, Department of Geography, Indiana University, Bloomington, Ind.....	724
Hershey, Lt. Gen. Lewis B., Director, Selective Service System, Washington, D.C.....	577
Hewins, John S., chief, master plans, Maryland National Capital Park and Planning Commission, Silver Spring, Md.....	690
Hodgkinson, William, Jr., supervising statistician, American Telephone & Telegraph Co., New York, N.Y.....	569
Hoffman, Morton, urban and economic consultant, Baltimore, Md.....	686
Hollander, Edward D., vice president, Robert R. Nathan Associates, Inc., Washington, D.C.....	638
Jennings, James M., head, area economics section, Department of Economics, Battelle Memorial Institute, Columbus, Ohio.....	721
Johnson, Hon. Harold T., Representative in Congress from State of California.....	635
Kornegay, Hon. Horace R., Representative in Congress from State of North Carolina.....	590
Latham, James P., associate professor of geography, Bowling Green State University, Bowling Green, Ohio.....	721
Lavalle, Raymond D., census director, State of Massachusetts, Boston, Mass.....	653

## Statement of—Continued

	Page
Lowry, Roye L., executive secretary, Federal Statistics Users' Conference, Washington, D.C.....	620
McCarty, Harold H., chairman, department of geography, State University of Iowa, Iowa City, Iowa.....	724
Miller, Dale, Dallas Chamber of Commerce, Dallas, Tex.....	680
Nenno, Mary K., assistant director, National Association of Housing and Redevelopment Officials, Washington, D.C.....	628
Nestingén, Hon. Ivan A., acting secretary, Department of Health, Education, and Welfare.....	547
Olds, Dr. Edward B., director, metropolitan population project, Health and Welfare Council of the National Capital Area, Washington, D.C.....	712
Pasternak, Robert, Sidney Hollander Associates, Marketing and Opinion Research, Baltimore, Md.....	702
Pickard, Jerome P., research director, Urban Land Institute, Washington, D.C.....	585
Pogue, Henry E., chairman, Realtors' Washington Committee of the National Association of Real Estate Boards, Washington, D.C.....	642
Press, William H., executive vice president, the Metropolitan Washington Board of Trade, Washington, D.C.....	718
Rice, Theron J., legislative action general manager, Chamber of Commerce of the United States, Washington, D.C.....	663
Rogg, Dr. Nathaniel H., director, policy planning and economics, National Association of Home Builders, Washington, D.C.....	626
Scammon, Hon. Richard M., Director, Bureau of the Census.....	566
Schwan, Charles F., Jr., Washington representative, the Council of State Governments, Washington, D.C.....	643
Seidman, Bert, economist, department of research, AFL-CIO, Washington, D.C.....	641
Selden, George K., Jr., forecast and development supervisor, Southern Bell & Telephone Co., Charlotte, N.C.....	682
Shriver, Donald W., executive manager, Norfolk Chamber of Commerce, Norfolk, Va.....	659
Stedfast, Philip A., director of city planning, Columbia, S.C.....	669
Stewart, William H., economic geographer, West Virginia Department of Commerce, Charleston, W. Va.....	726
Tanner, Right Rev. Msgr. Paul F., general secretary, National Catholic Welfare Conference, Washington, D.C.....	639
Tayback, Dr. Matthew, assistant commissioner of health, research, and planning section, city of Baltimore, Md.....	718
Thompson, Dr. Lorin A., director, Bureau of Population and Economic Research, University of Virginia, Charlottesville, Va.....	645
Thompson, Wayne E., director, Social Science Research Center, Cornell University, Ithaca, N.Y.....	723
Tobriner, Hon. Walter N., President, Board of Commissioners, Government of the District of Columbia, Washington, D.C.....	700
Van Fossen, Robert D., director, Bureau of Governmental Research, Inc., Cincinnati, Ohio.....	606
Weaver, Hon. Robert C., Administrator, Housing and Home Finance Agency, Washington, D.C.....	577
Winnick, Louis, director of renewal and program planning, New York City Housing and Redevelopment Board, New York, N.Y. (see testimony of Miss Mary K. Nenno).....	633
Woodward, Hon. Claude W., mayor, Richmond, Va.....	726

## MID-DECADE CENSUS

TUESDAY, MAY 1, 1962

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CENSUS AND GOVERNMENT STATISTICS  
OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE,  
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 215, House Office Building, Washington, D.C., Hon. David N. Henderson (chairman of the subcommittee) presiding.

Mr. HENDERSON. The subcommittee will come to order, please.

Under authority of House Resolution No. 75 of the 87th Congress, our subcommittee has jurisdiction over those matters relating to the census and the collection of statistics generally.

Today we are directing our attention to the proposed mid-decade census of population and housing as described in H.R. 1100, a bill submitted by Hon. Stewart Udall, former Congressman from Arizona and now Secretary of the Interior, a copy of which I now place in the record along with section 141, United States Code, title 13. H.R. 1100 was referred to our committee for consideration.

(The bill, H.R. 1100, and section 141 of title 13, United States Code, follow:)

[H.R. 1100, 87th Cong., 1st sess.]

A BILL To amend title 13 of the United States Code to provide that a census of population, unemployment, and housing be taken in the year 1960 and every fifth year thereafter, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That subsection (a) of section 141 of title 13 of the United States Code is amended by striking out "ten years" and inserting in lieu thereof "fifth year".

SEC. 2. Subsection (a) of section 22 of the Act of June 18, 1929 (2 U.S.C. 2a), is amended by striking out "seventeenth and each subsequent decennial" and inserting in lieu thereof "last preceding".

\* \* \* \* \*

### SUBCHAPTER II—POPULATION, HOUSING, AGRICULTURE, IRRIGATION, DRAINAGE, AND UNEMPLOYMENT

#### § 141. *Population, unemployment, and housing*

(a) The Secretary shall, in the year 1960 and every 10 years thereafter, take a census of population, unemployment, and housing (including utilities and equipment) as of the first day of April, which shall be known as the census date.

(b) The tabulation of total population by States as required for the apportionment of Representatives shall be completed within eight months of the census date and reported by the Secretary to the President of the United States.

\* \* \* \* \*

Mr. HENDERSON. The subcommittee is glad to have Mr. Corbett with us. Mr. Corbett is the ranking minority member of the full committee and ex officio of the subcommittee. Mr. Corbett, if you would like

to break in for questions at any time we will be delighted to hear from you.

The first of this series of hearings was held in Chicago on October 25 and 26, 1961. In the 2 days there, the subcommittee took testimony from 25 highly qualified witnesses from Illinois, Minnesota, Michigan, and Indiana. We were honored by a special statement from Mayor Daley, of Chicago, and an excellent presentation by the commissioner of city planning for Chicago, Mr. Ira J. Bach.

The second hearing was held in Los Angeles on November 15 and 16. The subcommittee was pleased to hear the testimony of some 20 expert witnesses representing the State of California, the State of Arizona, and various public and private organizations on the west coast. The subcommittee received a special statement from Mayor Samuel Yorty, of Los Angeles, as well as a fine presentation by Mr. Milton Breivogel, director of the Regional Planning Commission of Los Angeles County.

The third in this series of hearings was held in New York City on November 29 and 30, 1961. In the 2 days there, our subcommittee took testimony from some 35 witnesses from New York, Pennsylvania, New Jersey, and Connecticut. We received an excellent statement in support of the census from Mayor Wagner, of New York City, and both the planning and housing agencies of the city of New York expressed strong support in favor of the census proposal. In New York City, also, we were pleased to hear from a large number of industry representatives, particularly members of the marketing community, many of whom indicated that the proposed mid-decade census in 1965 would furnish valuable benchmark data for use by business and industry.

Our subcommittee has been impressed by the far-reaching implications of H.R. 1100, especially as it affects State and local government administration. Reliable population and housing information is vital to good public administration. According to a study made by the University of Michigan in 1954, there are some 200 legal and administrative uses made of official census figures by Michigan communities. A more recent study made by the League of Minnesota Municipalities confirms the findings of the Michigan study. These uses of census data range from applying for Federal funds in grants-in-aid and advance loans and recovering State gasoline tax moneys to determining the number of licenses to be issued to liquor dealers and pawnbrokers. According to an estimate prepared by the Bureau of the Census, each year between \$3 and \$4 billion are involved in these transfers of funds from Federal to State to local communities.

By holding public hearings in Chicago, Los Angeles, New York City, and now in Washington, this subcommittee is making history. It is the first time that public hearings have been held by a permanent congressional committee on proposed changes in the decennial census system. I believe all will agree that it is high time that Congress turned its attention to the population explosion which is going on in this country, especially to those places where our population problems are most keenly appreciated; I mean, of course, our States, cities, counties, towns, school districts, water districts, and the rest.

Before beginning our hearing here in Washington, I should like to make perfectly clear what our subcommittee is attempting to do by

holding these hearings. As best we can, we have been seeking guidance from informed persons—both public officials and private individuals—in various parts of the country with a view to assisting our subcommittee in reporting out H.R. 1100. Based on the testimony presented to date by over 200 witnesses before our subcommittee, it is evident that there is almost unanimous agreement that more current population data are needed in this country. Not all agree, however, that a mid-decade census is the answer to this problem. Some believe that our present decennial system should be improved, but that the present and future needs for improved population information can best be met by increasing the number and quality of sample surveys of both population and housing. Others point out that censuses are complex and costly undertakings and that this subcommittee should weigh carefully any proposals to increase costs in these undertakings. Still others state that if a State or local community needs more frequent intercensal population figures, it should contract with the Census Bureau for a special census—as some 1,500 communities did during the 1950–60 decade. Incidentally, I have recently been informed that these 1,500 censuses involved the expenditure of approximately \$10 million by local communities.

Our hearings in Washington this week are the final hearings on H.R. 1100. Today we plan to take testimony principally from representatives of the Federal agencies. Tomorrow morning, we will hear representatives of national associations and organizations, and on Friday morning, May 4, we will hear witnesses from communities in the southeast area of the United States—Norfolk, Baltimore, Washington, D.C., Greensboro, Charlotte, and others. In all, some 20 witnesses will be heard here in Washington during these hearings.

In order that we may complete our schedule on time, let me ask witnesses to take about 10 to 15 minutes to highlight their written statements, which, if they wish, will be placed in the record in their entirety.

At this point, I should like to introduce into the record two documents. The first is a statement entitled "Content and Estimated Cost of a Mid-Decade Census," prepared for our subcommittee's use by the Bureau of the Census. The second document is entitled "Suggestions for Witnesses Presenting Oral Testimony at Hearings on the Mid-Decade Census."

(The documents referred to follow :)

U.S. DEPARTMENT OF COMMERCE,  
BUREAU OF THE CENSUS,  
*September 21, 1961.*

#### CONTENT AND ESTIMATED COST OF A MID-DECADE CENSUS

This statement has been prepared by the Bureau of the Census at the request of the Subcommittee on Census and Government Statistics to assist in evaluating the need for legislation for a mid-decade census of population and housing.

We regard our primary role as determining how various needs can be met most efficiently, and the costs involved, and we look to the work of this committee as the basis for determining the extent of need for a quinquennial census.

The Bureau has evaluated proposals that range in content from a simple head count of the population to a replication of the 1960 Census of Population and Housing and ranging in cost from \$45 million to over \$100 million (measured in dollars of 1960 purchasing power.)

In view of these various uses for statistical data relating to population and housing, the following alternative proposals have been considered:

Level 1: Population counts with six identifying characteristics (name, address, relationship to head of household, sex, race, and age).

Level 2: Same as level 1 with basic housing characteristics added.

Level 3: A 25-percent sample of the population that would provide much of the information available from the 1960 census for States, metropolitan areas, larger counties, and larger cities.

Level 4: A replication of the 1960 Census of Population and Housing.

*Level 1.*—Represents the simplest in content, virtually a head count of persons with six identifying characteristics (name, address, relationship to head of household, sex, race, and age). Rough cost estimates place this level in the range of \$55 to \$60 million (in 1960 dollars).

*Level 2.*—Represents the same geographic scope and serves the same purposes as level 1, but increases content to include basic housing characteristics (type of unit, condition, occupancy, rooms, tenure, vacancy, and plumbing facilities). The estimated cost range is \$70 to \$75 million.

*Level 3.*—Contains much more information than level 1 or 2 but is restricted to a 25-percent sample of the population and housing units and would, therefore, provide considerably less geographic detail. The list of population and housing items covered would be roughly the same as that obtained in the 1960 census. Reliable cross-tabulations, similar to those published from the 1960 census, could be made for States, counties, metropolitan areas, and larger cities. Fairly reliable population aggregates would be obtained for areas of 25,000 or more. The estimated cost range is \$45 to \$50 million. If the sample size were reduced to 10 percent, the cost would drop roughly \$10 million, but the size of area for which reasonably reliable population aggregates would be obtained would increase from 25,000 to 75,000 or more population.

*Level 4.*—Represents largely a replication of the 1960 Census of Population and Housing in scope, content, and sampling ratio. It would provide a complete count of the population for all areas, complete counts for limited population and housing characteristics, and a 25-percent sample on a range of population and housing subjects equivalent to that obtained in the 1960 census. The estimated cost range is \$100 to \$110 million.

#### COMMITTEE ON POST OFFICE AND CIVIL SERVICE

##### SUBCOMMITTEE ON CENSUS AND GOVERNMENT STATISTICS

#### SUGGESTIONS FOR WITNESSES PRESENTING ORAL TESTIMONY AT HEARINGS ON THE MID-DECADE CENSUS (H.R. 1100)

1. Twenty-five copies of your statement should be delivered to the subcommittee clerk before 10 a.m. on the day you are to appear.

2. Your oral testimony can be limited to highlighting or summarizing your written statement. Your entire written statement will appear in the printed record.

3. Your statement should give your name and position (or affiliation) and clearly explain your interest in the proposed census.

4. The following questions are illustrative of the type of information the subcommittee will require in its deliberations:

(a) Specifically, how would you use data from the middecade census of population and housing?

(b) What geographic detail do you require for these data? States? Cities? Metropolitan areas? City blocks? Census tracts? Counties? Other?

(c) Would a simple head count of the population which included age, sex, color, and family relationship meet your needs or would you require additional characteristics (employment, migration, education, income, etc.)?

(d) Would a simple count of housing units, including tenure and occupancy, meet your needs or do you also require housing data on age and condition of structure, value, rent, etc.?

(e) The Census Bureau has suggested the following four alternative levels for the census program:

Level 1: Population counts with six identifying characteristics (name, address, relationship to head of household, sex, race, and age).

Level 2: Same as level 1 with basic housing characteristics added.

Level 3: A 25-percent sample of the population that would provide much of the information available from the 1960 census for States, metropolitan areas, larger counties, and larger cities.

Level 4: A replication of the 1960 Census of Population and Housing.

Which of the four levels, if any, comes closest to meeting your requirements?

(f) Instead of the proposed mid-decade census, would your needs be met better by expanding current sample surveys of population and housing to provide (for States and larger cities only) (1) improved population and labor force estimates, (2) more frequent housing vacancy and components of change data, (3) other social and economic information based on sample surveys?

(g) According to the Census Bureau the proposed middecade census could cost from \$45 million to over \$100 million, depending on the level of the program. Do you feel that the subcommittee should recommend this program to the 87th Congress?

Mr. HENDERSON. At the close of each day, I plan to introduce into the record written statements submitted by persons who were invited but were unable to be present at the hearing. Moreover, I plan to keep the record open for approximately 1 week after the hearings are adjourned in order to include the statements of interested persons and organizations who have requested more time to prepare their material.

Before calling our first witness this morning, I should like to introduce Dr. Conrad Taeuber, Assistant Director for Demographic Fields, Bureau of the Census, who has kindly consented to assist the subcommittee in technical matters relating to the census. Dr. Taeuber, it is nice to have you.

Our first witness this morning is Dr. Raymond T. Bowman, Assistant Director for Statistical Standards, Bureau of the Budget. We are very happy to have you here, Dr. Bowman.

Before Dr. Bowman proceeds, I am delighted to recognize our colleagues Mr. Johansen and Mr. Cunningham. It appears the majority is outnumbered this morning.

Dr. Bowman, you may proceed.

**STATEMENT OF RAYMOND T. BOWMAN, ASSISTANT DIRECTOR FOR STATISTICAL STANDARDS, BUREAU OF THE BUDGET; ACCOMPANIED BY MISS MARGARET MARTIN AND LAWRENCE N. BLOOMBERG, BUREAU OF THE BUDGET**

Mr. BOWMAN. Thank you, Mr. Chairman.

I would like to introduce to the committee Miss Martin, to my right, and Mr. Bloomberg, to my left, who will assist me in the presentation.

Mr. HENDERSON. Before you proceed, Dr. Bowman, I would like to introduce in the record a letter the committee has received from the Acting Secretary of Health, Education, and Welfare stating the need that HEW finds for more current population data in local areas. That letter will be placed in the record at this point.

(The letter follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,  
April 27, 1962.

HON. TOM MURRAY,  
Chairman, Committee on Post Office and Civil Service,  
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This letter is in response to your request of March 20, 1961, for a report on H.R. 1100, a bill to amend title 13 of the U.S. Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter, and for other purposes.

The Department of Health, Education, and Welfare, in its administration of numerous programs in the areas of public health, education, and welfare has important needs for population data such as those on age, sex, race, and educational attainment, etc., and requires such data on a State and small area basis more frequently than once every 10 years. These needs are particularly important when one considers the rapidly changing nature of the American population, taking into account not only its rapid growth but also its high degree of mobility.

Specific evidence of the need for more frequent data or for improved and more frequent estimates than are now made is found in the recent announcement by the Bureau of the Census that there were 16,559,580 persons aged 65 and over in the United States on April 1, 1960—almost 1 million more than previously estimated on the basis of the 1950 census of population. A correction of this magnitude has obvious implications for the planning of programs for the aged.

It is our understanding that a quinquennial census covering a minimal amount of population and housing data would add at least \$75 to \$80 million every 10 years to the present costs of operating the Census Bureau. We would anticipate that an increase of this magnitude will receive careful scrutiny by your committee as well as by the Office of Statistical Standards of the Bureau of the Budget in order to determine whether (a) the total benefits to be derived from the quinquennial census would justify an expenditure of this amount, or (b) whether it would be feasible to meet the major statistical deficiencies for census-type data by means of more frequent sample surveys, annually if possible, providing current data on population, unemployment, and housing.

We are advised by the Bureau of the Budget that there is no objection to the presentation of this report from the standpoint of the administration's programs.

Sincerely yours,

IVAN A. NESTINGEN, *Acting Secretary.*

Mr. HENDERSON. You may proceed, Dr. Bowman.

Mr. BOWMAN. Mr. Chairman and members of the committee, I am pleased to appear before your subcommittee to present on behalf of the Bureau of the Budget the position of the administration on H.R. 1100, a bill to provide for taking a census of population, unemployment, and housing every 5 instead of every 10 years.

There are substantial arguments both for and against a mid-decade census of population and housing. On balance, however, we recommend against enactment of H.R. 1100 because in our opinion there are alternatives which have greater utility and represent a more efficient expenditure of public funds. These alternatives might involve costs over a decade equal to that of a complete quinquennial census. We believe, however, that an adequate program can be achieved at a lower cost.

#### OBJECTIVES OF A MID-DECADE CENSUS

I review first the objectives of a mid-decade census.

The principal arguments for a mid-decade census, as indicated in the hearings already held by the subcommittee, rest primarily on two points: (1) The rate of change has become so great, both in the size, distribution, and characteristics of our population and in the nature of our housing supply, that censuses are required more frequently than once every 10 years; and (2) only through a complete national census is it possible to provide local data for all areas of the country, large and small.

In terms of specific uses it is held that (1) States and localities require frequent population counts as a more equitable basis for distributing funds that are allocated according to population size; (2) certain Federal programs require current population and housing data

on a locality basis for effective administration and planning; (3) individual localities and metropolitan areas require more frequent data on population and housing because of radical intra-area shifts and the need to update almost continuously local action and planning programs; and, (4) private business wants current population and housing data for local areas as a basis for market planning and other business decisions.

#### CONSIDERATION OF ALTERNATIVE LEVELS OF A MID-DECADE CENSUS

Now, as to consideration of alternative levels of a mid-decade census, if the above objectives of a mid-decade census were to be met nothing short of essentially duplicating the 1960 Census of Population and Housing would suffice. This conclusion is based upon consideration of the four possible levels of censuses, on which the subcommittee invited comment, when measured against the stated objectives of a mid-decade census.

Level I, estimated to cost \$55 to \$60 million, would provide only a complete head count of the population with a minimum of population characteristics. Such information would serve extremely limited purposes when compared with the data requirements that have been specified.

Level II, costing an estimated \$70 to \$75 million, would add minimum housing items to the population items in level I. Even with this level there would still be significant omissions of data said to be needed, such as family income and its relationship to population and housing characteristics; labor force and unemployment; educational attainment; journey to work and migration; housing expenditures in addition to rent.

Level III, at a cost of \$45 to \$50 million, would cover, on a 25-percent sample, those items in level II plus the balance of the housing and population items contained in the 1960 census. We question, in the first place, whether this is really a practical alternative. In order to draw a probability sample of 25 percent it would be necessary to have a sampling frame which in itself involves a complete listing of every housing unit, occupied and vacant. While the Census Bureau is experimenting with a procedure to accomplish this efficiently, at least in urban areas, the method is as yet unproven and its cost unknown. If it is necessary for enumerators to visit all housing units in order to list them, a large part of the cost would be absorbed in this process and it would be practicable and efficient to obtain the data called for in level II for those households not included in the 25-percent sample.

While level III would cover many more items than level II it would provide considerably less geographical detail for the same items. Gross population estimates would be fairly reliable only for places in excess of 25,000 population. If it were necessary to have estimates separately by race or age of the population, for example, satisfactory data would be available only for larger areas. It should also be noted that level III, unlike level II, would not provide minimum population and housing data for blocks and census tracts. Thus, it would not be possible with this level to measure intra-area shifts at the mid-decade.

A review of testimony before and submissions to the subcommittee reveals a variety of uses of census-type data and a wide range of needs to meet specific purposes. We must conclude that it would be very difficult, if the many claims for need for a mid-decade census are justifiable, to do less than that provided in level IV, which essentially repeats the 1960 census at a cost of \$100 to \$110 million.

#### LIMITATIONS OF A MID-DECADE CENSUS

We have considered the manifest advantages of a mid-decade census. We must also take into account its shortcomings both with respect to its deficiencies in meeting its objectives and in the light of the need for data which (1) cannot be effectively covered in a census-type enumeration; (2) are not contemplated for inclusion; or, (3) are required with greater frequency than once every 5 years.

If one of the principal justifications for a mid-decade census is on the basis of rapidity of change there are many shifts that occur even before the results of a complete census can be published. If changes are as rapid as most people believe, methodology must be developed for measuring them in a more efficient and timely way than can be achieved through complete census enumerations.

Furthermore, effort should be expended only in those areas where the speed of change is significant for policy determinations. It is wasteful to collect and process a mass of data for all areas when in only some of them is the information vitally needed.

We recognize that it is necessary periodically to have complete coverage of population and housing data. This information is vital for benchmark purposes and to provide at one point in time an overview of the locality. In our opinion a decennial census of population and housing meets this need. We support vigorously any measures which might improve the decennial census: Advances in the techniques of collection; increased speed of processing and publication; the provision of a greater body of analytical tabulations; and, most importantly, the attainment of the highest possible level of quality of census information.

Between the decennial censuses, however, effort should be directed toward meeting specific needs. For example, in Washington, D.C., the decennial census of housing would tell us, to reinforce our own observations, that the Spring Valley area is unlikely to require urban renewal assistance in the foreseeable future. It would be difficult to justify a housing census of this area at the mid-decade in order to plan renewal projects elsewhere in the District.

It is our view that with the decennial censuses as benchmarks the most efficient procedure for both local and national purposes is the development of specially directed sample surveys. Not only can these be conducted when they are needed but also they can include the collection of data which are not feasible for assembly in a mass census.

A full-scale census is limited as to subject matter. Because of problems of organizing, training, and administering a large staff of workers for a short period of time, mass census enumerations are likely to produce less reliable results for certain critical items than can be obtained under more controlled conditions. These can be collected

with greater accuracy by means of repetitive surveys with an experienced staff.

For example, there is an often expressed need for current local data on labor force and unemployment. Rather than attempt to cover this subject in a census we believe it would be far more efficient and useful to expand the program of labor force and unemployment surveys and analysis as outlined below.

Finally, there are a number of items which are either not covered by censuses or appear to be required on a more current basis. These data should be collected at varying intervals depending on the rates with which they are expected to change.

Vacancy data are a good illustration of the latter type. Except for their necessary inclusion in a census to obtain a count of the housing inventory and to describe its characteristics, vacancy data have limited use when obtained at long intervals. In addition to the data in the decennial census vacancy information is now published quarterly for the United States and broad geographic areas. Experience has shown, however, that this series is relatively insensitive. We would recommend extending the quarterly vacancy data as discussed later in my paper.

In summary, we believe that an expanded program of producing selected current statistical data and less frequent but periodic coverage of other population and housing items would yield greater value both nationally and locally over a decade than could be derived from a quinquennial census and probably, but not necessarily, at a lower cost.

The following is not intended as an exhaustive listing but represents examples of the kind of statistical program we would recommend:

1. Expanding and strengthening the program of population estimates and projections: At a minimum, this program would provide: (a) Annual population estimates for the 200 largest metropolitan areas and for other areas and counties in which there is a special interest; (b) assistance to States and localities in making their own population estimates for places not covered by the Federal program; (c) expanded research in methodology, supported by a program of special studies, to improve the system of State and area estimates; (d) added detail on population characteristics (such as sex, color, and more detailed age groupings) for the State population estimates now made annually and possibly for selected standard metropolitan statistical areas; (e) occasional population projections for States and selected areas, a basic requirement for manpower projections; and (f) a program of analytical surveys and studies relating critical demographic, economic, and social trends, as they effect such matters as changing birth rates, the level of educational attainment, the mobility of the population and factors leading to migration, the factors affecting economic dependence of families and individuals, etc.

2. Development of an intensive program of labor force and unemployment surveys and analysis, expanding the present program with the objective both of improving the data needed for broad national policy formulation and of providing information to meet current and continuing local requirements: (a) Periodic enlargement of the Current Population Survey sample, possibly a fourfold expansion once a year, to provide more reliable estimates for smaller categories on a national basis—for example, the labor force status of youths

14-19 who have dropped out of school. Such an expansion would also provide figures for a few of the largest metropolitan areas; (*b*) planning and development of a program of labor force surveys, including unemployment estimates, for standard metropolitan statistical areas on a rotating basis during the decade; (*c*) improvement of current monthly estimates of State and local area labor force and unemployment estimates, now based largely on the administrative records of the unemployment insurance systems, by use of the estimates developed in (*b*) above, by additional studies of such factors as the rate of unemployment among persons who exhausted unemployment in earlier months by additional research on ways to improve local estimates; (*d*) initiation of a program of research and experimentation in labor force measurement both nationally and for local areas selected to represent a variety of situations; (*e*) a series of surveys on the reasons for entering and leaving the labor force to throw light on changing rates of labor force growth; and (*f*) by surveys in depth of such subjects as the characteristics of the unemployed, frequency and methods of job-seeking and job changing, occupational mobility of the labor force.

3. Expanding and intensifying the program of housing statistics and related data to provide information for guidance of national policy, to assist communities in the formulation of local housing and urban renewal programs and to supply business and industry with data useful for operating purposes. Among the items here: (*a*) A quinquennial components of change survey to give national data and individual data for an expanded number of standard metropolitan statistical areas, with separate information for central city and suburban areas, to show losses and additions to the housing supply, the characteristics of housing units involved in change and shifts in rent, value, and condition of housing. This might be supplemented by a more frequent national sample to show changes in the housing supply only; (*b*) expansion of the quarterly vacancy survey to include information for a selected group of critical and sensitive standard metropolitan statistical areas and a program for the development of procedures and assistance to other localities in making local vacancy surveys; (*c*) expansion of the present series, now authorized for only 1 year, on the sales prices of new housing to make it a regular series and to include other characteristics of housing together with information on home purchasers; (*d*) to provide improved and more timely data on mortgage financing, including interest rates, discounts, fees, and charges, volume of loan commitments, secondary financing and mortgage terms; (*e*) development of a program to meet periodic requirements for information on residential land cost, journey to work, and transportation means and cost to the extent that these factors affect the housing market; and (*f*) coordination of the population program, already described, with the needs of the housing program particularly with respect to the effect of population mobility, age distribution, and income upon housing demand.

In closing, it should be noted that the kind of program outlined above would not be contained in one package as would the proposed quinquennial census but would be included in the budgets of various Federal agencies throughout the decade. We believe that adoption of such a program is the wiser course from the standpoint of the best utilization of funds and the deployment of the Federal statistical

establishment to meet the requirements for statistical information, both nationally and locally.

Thank you, Mr. Chairman.

Mr. HENDERSON. Dr. Bowman, you have cited examples of the kind of statistical program you would recommend in preference to the proposed mid-decade census. Is legislation required for any part of the program you recommend or could it be carried out under existing statutes if funds were appropriated therefor?

Mr. BOWMAN. I believe it could be accomplished under existing law if the funds were appropriated.

Mr. HENDERSON. Can you give us any instances in which requests have been made for these various items that you have listed?

Mr. BOWMAN. Yes. There have been efforts in past years to improve the population estimates which the Bureau of the Census has been making, and it seems to me in recent years the need for local data has definitely expanded and efforts in this direction should be pushed. We even believe that the amount of money requested for the census might well be spent in this direction if needed, but we do not believe the proposal requested here is what is needed.

Mr. HENDERSON. Have there been requests to Congress for the program you propose in your statement?

Mr. BOWMAN. Yes. In recent years there have been efforts to develop the county business patterns, employment and wage data by counties. We have not been able to get funds for that every year. In addition, we have been moving in the field of retail trade attempting to get data not only for the country as a whole but for certain metropolitan areas and to expand the areas covered.

In the population area we do now make estimates by States. We believe these estimates could be improved. We have provided funds to the Bureau of Employment Security to make labor force, employment, and unemployment estimates, for metropolitan areas and I think at the present time they are making such estimates for 150 metropolitan areas. We believe these estimates need considerable improvement and we believe they can be improved and give us data much more frequently than every 5 years.

Mr. HENDERSON. If this subcommittee and the Congress were to conclude that mid-decade censuses were preferable to expanding various programs such as you have recommended, would the Bureau of the Budget object to the enabling legislation and the funding by way of appropriations?

Mr. BOWMAN. Certainly it might be quite helpful if the committee would, in some way or another, indicate a need for moving in the direction we have suggested. There is one point I mentioned that I think is quite important with regard to assisting communities other than those designated in the Federal program so that the Federal Government could assist them in making censuses when they are communities not included in the Federal program for one reason or another. We would hope the Federal program would include most, if not all, communities that have special needs. One way we clearly contemplate doing this is that the Federal Government would develop the methodology for doing this.

Mr. HENDERSON. As I understand your response to my first question, you feel you have all the legislative authority you need to carry out

the program as you propose other than the mid-decade census, which you do not think is the best proposal. Of course the responsibility of this subcommittee is to determine whether or not enabling legislation should be enacted and the appropriation process would make the final determination as to whether you would use the mid-decade census or the proposals you make. Am I correct in that?

Mr. BOWMAN. As I understand the legislation, the legislation merely changes the authority to take a census from every 10 years to every 5 years. It does not say what kind of a census would be taken, and of course the appropriation process would have to be gone through when it comes before the Congress even though there is authority to take it.

Mr. HENDERSON. Right at that point, I would like you to elaborate on your statement that it would be very difficult, if the many claims for need of a mid-decade census are justifiable, to do less than that provided in a full level IV census. Many of our witnesses have indicated that a level II census might be most desirable even though, considering all needs, level IV might be preferable.

Mr. BOWMAN. This is a matter of judgment. It would be our feeling, in consideration of all the demands made, that the level that would have a chance of meeting all the needs would be a complete census such as we take at the decade point.

Mr. HENDERSON. Would not the decision of the Appropriations Committee as to the amount of money provided determine the level?

Mr. BOWMAN. Certainly it would be helpful to consider the way in which a census could be taken at the mid-decade as well as at the decade point. We support very strongly a full decade census, even though it is a costly enterprise, because this would provide a basic body of data for use over the decade.

Mr. HENDERSON. Let me say the subcommittee is very pleased at your support for improving the decennial census. This subcommittee has a continuing interest in improving the quality of the census, and one of the things we are studying is whether the mid-decade procedure would improve the quality. Am I wrong in concluding from your statement this morning that you have concluded the quality of the census would not be improved by the mid-decade census?

Mr. BOWMAN. Oh, no. The more censuses you take, the more opportunity there is for improving the censuses. I believe, however, there are bodies of data that cannot be covered as thoroughly in a full census as in a special census. In a full decennial census you take people who are trained very quickly for that purpose. We know, for example, full-scale censuses have never adequately measured employment and unemployment and labor force data. We do that better in smaller surveys with expert people who are working on such surveys day in and day out. That is what I meant by saying we think between the decennial censuses effort should be directed toward meeting specific needs.

Mr. HENDERSON. You say in your statement you considered the manifest advantages of a mid-decade census, and you recite the specific uses that would be made of such a census, and I presume you mean they would be advantages, but I wonder if you could elaborate and tell us other advantages you have considered so that we might include them in the record?

Mr. BOWMAN. I thought we listed most of the advantages we could think of. I would list the improvement of the census process itself by taking more frequent censuses, but that is also true of the development of the type of censuses I have outlined, which would make it easier to take censuses at the decade point.

Mr. HENDERSON. Would it improve the quality of the census at the decade point?

Mr. BOWMAN. Yes, I think materially. One thing we are trying to do now—the Census Bureau can tell you more about it—is to maintain a continuous register of housing units. In this year's budget request there is a request for \$400,000 to begin the maintenance of a register based on the 1960 population census which will be kept up to date until the next census is taken. This will then provide a much better basis for taking the next census. This procedure alone would probably cost several million dollars over the decade, we do not know exactly how much yet, but \$400,000 was requested to begin this in fiscal year 1963.

Mr. HENDERSON. Could you advise the committee whether or not my analysis is correct as I look at your statement here, that apparently greater emphasis would be placed on the metropolitan areas? Would we, in the type of programs you recommend, collect the data for the local and nonmetropolitan areas?

Mr. BOWMAN. I think we would do it for certain selected ones. I think we would have to place particular emphasis on the depressed areas, for example.

Mr. HENDERSON. You want to look at the needs of the particular areas and try to meet them?

Mr. BOWMAN. That is right.

Mr. HENDERSON. One final question. On the last page of your statement you refer to the deployment of the Federal statistical establishment to meet the requirements for statistical information. That statement somewhat concerns me. I certainly am not one who advocates centralization of the Federal Government, but it seems to me we could do a better statistical job, and certainly this subcommittee, in planning its program this year, intends to look at the Federal statistical establishment, and I would like for you to comment with regard to what you meant by the deployment of the Federal statistical establishment.

Mr. BOWMAN. I will be glad to do that, Mr. Chairman.

There is need for both greater emphasis on coordination of statistical information and also on basic responsibility of the various departments who have statistical programs of their own. We think there are advantages when certain functions are not centralized because the work is done in an area where the Department has a responsibility functionally for the area in which it works. There is great need to place the responsibility in the statistical agency that does the best job. I believe the employment and unemployment measures belong to the Labor Department, but the household survey belongs to the Census Bureau.

Mr. HENDERSON. Do you mean a physical deployment over the Nation of the statistical agencies or are you speaking of the deployment within the bureaucracy here in Washington?

Mr. BOWMAN. I am speaking of both. To answer your question more specifically, if we are going to make labor force, employment,

and unemployment estimates for the important labor market areas of the United States, I think that should be made by the Bureau of Employment Security or the Bureau of Labor Statistics. I believe the program should be so coordinated that the age and sex distribution on which they base these estimates are provided by the Bureau of the Census. So, when I talk of an integrated program I am talking about deploying the abilities of the various statistical agencies in such way that these things can be done.

Mr. HENDERSON. You are not talking, I hope, of scattering these multimillion-dollar computers all over the country, because we will look into the matter of seeing that we have the most efficient use of this expensive equipment.

Mr. BOWMAN. The Bureau is also interested in the use of ADP equipment throughout the Government.

Mr. HENDERSON. The subcommittee will certainly look into that.

I am personally concerned about one factor in the administration of laws in this field. Two years ago, as I understand it, this subcommittee, in a report, stated that there is a serious question as to whether the current staff of the Office of Statistical Standards is so organized as to render the maximum service. I understand you are now less staffed, even though the work has increased over the past several years.

Will you provide for the subcommittee's use the number of people employed in the Office of Statistical Standards from 1949 to date, indicating those in GS-11 and above.

Mr. BOWMAN. Yes, sir.

Mr. HENDERSON. Also, would you include a statement showing the internal organization of your office and a statement showing the duties and responsibilities for each person in GS-13 and above.

Mr. BOWMAN. Yes, sir.

Mr. HENDERSON. I would also like a statement for our record showing the estimated annual cost of each of the programs you have recommended in your statement as substitutes for the mid-decade census proposal and any information as to actual requests for appropriations and the action of the Appropriations Committee with regard to the requests for funds. That information would be most helpful.

Mr. BOWMAN. Yes, sir.

(The information follows:)

The estimated averal annual cost throughout a decade of the program described would be \$6.8 million above the level provided in actual appropriations for these types of statistics for fiscal year 1962. The following table shows the division of this total among the three subject matter areas—population, labor force and unemployment, and housing. The estimated average annual cost includes the funds requested in the 1963 budget for each of these areas.

*Estimated average annual cost of additional current statistics programs*

[Millions of dollars]

Program	Estimated average annual cost	Requested in 1963 budget
1. Population.....	1.3	0.1
2. Labor force and unemployment.....	3.1	.4
3. Housing.....	2.4	.6
Total.....	6.8	1.1

<sup>1</sup> No final congressional action on appropriation request to date.

Over a full decade, an expansion in the Government's program of current statistics along the lines indicated could be expected to cost \$68 million over the current level of expenditures.

The cost estimates presented represent the average annual cost of a fully developed program. However, the program would not be initially launched on a full scale but would be developed over a period of 3 or 4 years. The funds requested in the 1963 budget now under consideration by the Congress represent a step toward this objective. Funds required for further implementation of the program would need to be requested in the budgets sent to the Congress in subsequent years.

It should be noted that the estimated annual average cost relates to a program intended to meet the needs for data in the light of current conditions. It is not feasible to lay out a final blueprint for a full 10-year period. Adaptations will be required as conditions change. Details will reflect experience as the program proceeds, as new techniques are developed and surveys coordinated. For example, there may well be changes in the number of areas for which data are required because of specific problems resulting from such factors as depressed economic conditions, high rates of migration, planning for urban renewal, mass transportation, etc. Changing requirements will be reflected in the budgetary needs of various agencies from year to year.

The average cost estimate over the decade includes provision for some elements of the program which would not be carried out each year. As pointed out in the statement made at the hearing on May 1, the current program provides for a middecade survey of the components of change in the housing supply. The cost of such a survey would be reflected in higher budget requests for the 2 or 3 years centering on the middle of the decade.

Mr. HENDERSON. Any questions, Mr. Udall?

Mr. UDALL. I would like to ask Dr. Bowman—and I might be infringing on political grounds, but I was a little surprised to notice at the beginning of your statement you said you were pleased to present, on behalf of the Bureau of the Budget, the position of the administration on this bill. I did not recall that we had asked for the administration's position from the Bureau of the Budget, but, of course, we are glad to have it. I was concerned about it because, speaking semihumorously, the Democrats and Republicans are engaged in a contest as to the city votes and this census has been supported in Los Angeles by Mayor Sam Yorty, by Governor Brown of California, by Mayor Wagner of New York, by Mayor Daley of Chicago, and people of this kind. I wonder if this position of the administration has been considered at highest levels and whether your statement really represents the considered judgment of the President himself or whether this decision was made at lower levels. Would you care to comment on this?

Mr. BOWMAN. All I can say is I believe this has been considered at all the necessary levels of the Government. This is the position that the administration wished to take. We have also read the various hearings. I think you will find in the hearings views very much like the views that were expressed here. They do not number the largest. I think also the views basically that favor the census are views that favor data for local areas.

We have tried to put together what we would call our best judgment of the way in which this data can be obtained.

Frankly, I think a major setback might be made to the statistical program of the Federal Government if we devoted all of the resources that we would have to devote from the Census Bureau to taking two censuses a decade, along with our industry censuses twice a decade, our agricultural censuses twice a decade. I really am quite concerned

about devoting so much resources to taking of censuses. I do not deny one bit the need for the local data. I am trying to find a way of getting that data need met, but better.

It is also true that the thing that is appealing about a census is that if we had a law on the books providing for a census every 5 years, it might be easier to get the Congress to appropriate funds, but as a responsible Government official, I have to recommend to the committee the way I think is the best way to get the data for the needs of the country. I do not think it is by two censuses a decade in population and housing.

Mr. UDALL. I got the impression when we had other department witnesses here, that they were strongly in favor of this way of taking the census. That is the reason I was a little surprised at your position against it. I do not suppose these departments have been muzzled and they will change their position in light of this?

Mr. BOWMAN. You know that never happens, Mr. Udall.

Mr. JOHANSEN. Will the gentleman yield?

Mr. UDALL. Certainly.

Mr. JOHANSEN. Was that last statement made seriously, that we know that it never happens?

Mr. BOWMAN. It was made in part seriously in the sense—

Mr. JOHANSEN. I will throw out the serious part and accept the humorous.

Mr. BOWMAN. That is the way it was made.

Mr. UDALL. Have you given consideration to this? I know you have made the point that the census enumerations and the data we receive are very vital to local and State governments and to their officials in doing necessary planning. Has any consideration been given to some kind of program under which the local governments could share in this? I give you this for discussion, that we pass a law which says we will take a mid-decade census, but we will only take it in those States where the State government is willing to contribute 50 percent of the cost. We are talking about \$100 million here, or \$50 million spread out among the various States based on population. That is not a lot of money for the States to raise. They are all screaming for this data.

Is the Bureau of the Budget inclined to favor something of this kind?

Mr. BOWMAN. Speaking individually I would say there might be some advantage to the Congress providing a certain sum of money which, if matched by the local communities, could be used for census taking.

I would not make it, however, for a whole State. I would make it for particular communities for which there seemed to be some real need for the data. Then if the community felt there was real need for the data and was willing to put up some funds, that would in a sense be indicative of real need.

On the other hand, I think there are some areas of the United States in which the Federal Government should assume responsibility for collecting the data periodically between censuses and provide essential information between the decade censuses, not necessarily every year—in some cases every other year and in some cases every year, in some cases every third year—a meaningful program to get

data in areas where it is important to have that data for a variety of purposes.

Mr. UDALL. Let me ask you another question: First I would commend you on suggesting alternatives rather than being here merely to oppose the bill that is before us. I commend you on the thought that has gone into these alternatives but, getting specific again, in Arizona—Tucson and Phoenix, for example, are among the two fastest growing cities in the Nation.

Both of them have doubled in essence since 1950. Referring to the alternatives you have suggested, is there any one of these programs that you have suggested that would measure the growth of these two cities at, say, 5-year intervals and tell us which areas of those cities have been affected most by the growth?

Mr. BOWMAN. The thing I more or less suggested in my paper, we did not get into detail on it, certainly the rapid growing areas as shown between the 1950-60 census ought to be areas that would be given special attention for surveys between the 1960 and 1970 censuses. There might be some other evidence that would crop up that would indicate that some area that had not grown rapidly between 1950 and 1960 ought to be included. In general, we know where the rapid growing areas are. We can single them out and take the necessary surveys that would tell us what is happening to the population there, not only in the area as a whole, in the central city, if that is the kind of area it is, in the surrounding counties to that city, in fact, we can get the kind of data that is particularly useful for the planning work that has to go on in that community.

Mr. UDALL. Referring to your statement specifically which one of these programs you suggested would measure the growth of these cities, tell us which area of the cities is affected the most by this growth and give us some information as to the kind of people that are moving into these areas. Would any of those programs do this job?

Mr. BOWMAN. I think the one that I had stated it in is the very first one, the first point (a) "Annual population estimates for the 200 largest metropolitan areas and for other areas and counties in which there is a special interest."

Mr. UDALL. These would be estimates. We would have to wait until 1970 if your alternatives are adopted to see whether your guesses were off as I think they would probably be.

Mr. BOWMAN. Much of the statistical work, even 100 percent counts of population have certain problems.

I think we could make good estimates; yes.

Mr. UDALL. We would still have to wait for the proof until 1970?

Mr. BOWMAN. We would still have to wait for the proof as to count of the actual number of people but notice that some cities do not believe we count them right even when we do count them.

Mr. UDALL. Another very practical problem: With the tremendous shift in our population, which has caused all of the dislocations and controversies, including the reapportionment type thing that we are spending so much time on nowadays, one of the vital things in my State and others is that we allocate taxes according to county and city population. This is very important to these folks. This is one thing we heard about in our field hearing. Which one of your alter-

nate proposals would permit my State treasury to reallocate the gas tax, for example?

Mr. BOWMAN. I can mention one or two points here. My proposal in this case would be the possible development of a program which would allow the States to participate with the Federal Government in taking censuses between decade points where this was necessary. On the other hand, I would be less than frank if I did not point out that I think the cost of a census is so great that other methods can be determined for estimating population validly enough for the making of these allocations and I would encourage some of those things to be done in various States.

Mr. UDALL. Most State laws now permit allocation of tax receipts, not on the basis of estimates, not on the basis of informal-type proceeding, but only on the basis of an official census of some kind, recognizable so because this is a very sensitive area when you take \$100,000 from one county and give it to another. You generally have to have something more than a guess or estimate, even a good estimate.

Mr. BOWMAN. Don't you think the procedure we have had to date where the local communities can ask the Bureau of the Census or the State can ask to make a census and what I suggested is perhaps there might be a Federal subsidy for that, although this is a personal suggestion and not an administration suggestion.

Mr. UDALL. Would any of your alternatives help a legislature or a court? Would they be such that they would help us to reapportion members in the State legislature, in case a State were so inclined or again are we dealing with estimates?

Mr. BOWMAN. I think in this case the reapportionment is virtually tied into censuses. I did not think you would want to reapportion every 5 years in addition to every 10.

Mr. UDALL. One final question: If appropriations are recommended and asked for to carry out the alternatives you suggested rather than the approach of the bill, H.R. 1100, would the Budget Bureau be favorably inclined toward these appropriations?

Mr. BOWMAN. I think I can report very clearly that the Budget Bureau would be favorably inclined to starting on this program with the 1964 appropriations. I do not mean to say that everything I have suggested would go into the 1964 budget. That might be the beginning for the decade of the 1960's.

Mr. UDALL. Thank you.

Mr. HENDERSON. Mr. Johansen?

Mr. JOHANSEN. Doctor, apparently the HEW report was carried out by the other reporter and they are trying to recover it, but are you familiar with its contents as to the general position taken by the Department on this bill?

Mr. BOWMAN. I think I saw the letter, but I do not remember the details of it now. We do have a letter from them.

Mr. JOHANSEN. In general, is the position identical with that of the Bureau of the Budget?

Mr. BOWMAN. I do not know the positions are identical. As I remember the letter the HEW is one of the agencies that is interested in local data. They did point to the need for local data.

I do not remember, however, that they specifically took the point that the way to provide that local data is by censuses.

Mr. JOHANSEN. I seem to recall that around 1960 there was some rather caustic criticism by the successful candidate for President of the Bureau of the Budget and the fact that it was dollar-conscious and it put those considerations ahead of others. I might say that I think there is a very important place for some dollar consciousness and if the Bureau of the Budget will provide it, I welcome it.

I want to be respectful of the principle of separation of powers and all that, but I am concerned as to the process by which a determination is made in a matter of this type as to what the administration position is.

Frankly, I do not understand the witness' answer to my colleague's question as to whether this was the President's position, and if not, what is meant by the phrase "the administration's position." How is that determined?

Mr. BOWMAN. This is the President's position. This was discussed with the White House and this is the President's position.

Mr. JOHANSEN. It was discussed with the President?

Mr. BOWMAN. I cannot say specifically it has been. The Director of the Bureau of the Budget authorized me to make this statement and indicated quite clearly it had been discussed at high levels.

Mr. JOHANSEN. What is the effect of that position on subsequent testimony that we may get, for instance from the Director of the Bureau of the Census? If we ask him for his judgment on the matter, is he at liberty to offer his judgment or is he required to comply with the administration's position?

Mr. BOWMAN. So far as the Department of Commerce is concerned, I presume that it must take into account the administration's position.

So far as the Director, if you asked him specific questions, I presume he would answer them for you to the best of his technical ability, but he would be speaking then as Director of the Bureau of the Census and as a technician. I am sure you recognize that in Government work these things are necessary in order that particular positions be made intelligible.

Mr. JOHANSEN. I am concerned because of broader implications. This is not directed to you. We have been given to understand on the full committee that there is an administration policy regarding pay increases; there are areas in which I want the frank judgment of witnesses, and I am convinced we are not going to get it because the line has been laid down and that is all there is to be.

To what extent do you contemplate the encouragement of payment, in part or entirely, for census surveys and studies by States or local governments where they relate to local or State needs and interests? In other words, are you friendly disposed to encouraging that sort of an approach?

Mr. BOWMAN. I am neither friendly disposed completely nor unfriendly. I think there are areas in which this is an appropriate method by which to proceed. We do some of this in connection with the employment security program. We do some of it with regard to the vital statistics program and my suggestion here was that this was something that ought to be considered but I do think there is a problem which the Congress will have to consider about the relative spheres of the Federal Government and the State government. You asked me a personal opinion. The sphere of the Federal Govern-

ment, the importance of the integrated operations of the entire United States are so important that I do not believe you can overlook some of the needs and some of the possibilities for meeting those needs and while judgments will differ as to how to do it, this is part of the world in which we live as I see it.

Mr. HENDERSON. Would the gentleman yield?

Mr. JOHANSEN. Yes.

Mr. HENDERSON. On that point, referring to your statement (a) the annual population estimate for the 200 largest metropolitan areas and (b) the States and localities making their own population estimates, would you elaborate on how you distinguish between the Federal Government paying the full cost of metropolitan areas and only giving assistance to the States and localities in their special problem?

Mr. BOWMAN. I can, Mr. Chairman. Basically, what I had in mind, and this is a decision that one had to make in recommending the program that I have recommended, the administration's program. The assistance to States and localities that I had in mind was basically for the Census Bureau, through its background and experience, to provide the methodology by which the States and local governments could make estimates for areas other than the broad metropolitan and other selected areas that I had reference to in (a).

It can be argued that if you take a census and include every county and every hamlet in the United States, then you haven't overlooked everybody and no one can claim that they have not been given as much as anyone else has.

That is a strong point in favor of a census, but I would say it is not a strong point in favor of the best spending of Federal moneys to meet specific purposes because in a complete census you gather data for the whole United States in all of its small parts and yet the real need may be only in certain critical areas. So I have to take the criticism that there will be some areas that will be neglected because their importance was not clearly indicated.

Mr. HENDERSON. Thank you, Mr. Johansen.

Mr. JOHANSEN. Surely.

To what extent do you think if we enact legislation, either in the form of H.R. 1100 or modification of it, to what extent do you feel that the legislation should be mandatory and to what extent permissive?

In other words, the absolute in terms of the mandatory is the constitutional provision regarding the decennial census. That must be taken. As to the content, there is an element of choice and selectivity but the thing that concerns me, Mr. Chairman, is I do not want to see this committee build a legislative record here which in effect endows the Appropriations Committee with more and more legislative power in areas where the legislative committee ought to act. I am wondering to what extent, if we do legislate, it should be spelled out as to what is to be done and must be done so that it cannot be frustrated by the Appropriations Committee.

Mr. BOWMAN. My reply to the chairman a little while back was that our position is that no legislation should be passed with regard to changing the dates and the periodicity of the census. The question then arose, is there any way by which more direction could be given than is now given for the sort of surveys which I have recommended here.

My answer to that was I do not think this is necessary legislatively but I would not want to take a position now with regard to such.

If I may complete my answer, even if this legislation were passed, there is nothing binding with regard to requesting and receiving an appropriation, as I understand it.

We have authority on the census books to take censuses; I think the census of governments was one that was authorized but which was skipped because funds were not appropriated.

All I wanted to make clear to the committee was that I favor very strongly more local data but I do not favor a census method for getting it.

MR. CORBETT. Mr. Chairman, perhaps I want to make more of a comment than raise a question, because I differ with the witness on the matter of the need. We find in many of our States that, due to distribution of tax money, due to distribution of grants in aid, due to distribution of retail liquor licenses and beverage licenses, et cetera, that population figures are vitally necessary and where moneys are being divided, if we do not have a legal basis for stating certain population figures, then there can be an awful lot of argument, red-tape, litigation, and what not.

Granted, many of the items that might have gone into a census and do go in every 10 years, do not need to be taken every 5 years, but I assume that the witness is of the belief that in the recruitment and training of enumerators that you get a rather low level of capability. Is that not correct?

MR. BOWMAN. No. You do not have very much time to train them.

MR. CORBETT. My statement was that their capability after recruitment and training is not great; that they are not highly efficient enumerators?

MR. BOWMAN. Not as efficient as those who have longer training and have continued experience in the operation.

MR. CORBETT. I will go further the other way. Since they are necessarily recruiting from unemployed, from part-time workers and the like, their level is below average and consequently you get figures that might not be 100-percent reliable, and you do have a very costly program. All of this led me a year or so ago, just dealing with some items, to suggest that in our postal field service we have the people recruited that know their districts better than anybody else and that on a limited census they could, in overtime or part-time, and with a minimum of compensation, gather a lot of these statistics for us that we really need.

I can grant also that certain specialists operating in your Department or others can project estimates in the light that here in the District, where I know 4 years ago there weren't any people living in a certain region, now has 17,000 population. They came from nowhere. They wouldn't even be listed in that town in the 1960 census and here they are entitled to all sorts of aid and the like and they have nothing on which to base any claim. From the point of view of just population and a few related subjects, I almost believe that a 5-year census in a growing suburban area is scarcely enough. As I said, it is more of a comment than a question. The gentleman and I might disagree as to the needs. I recognize that on some of these things specialists

could do a far better job but I wanted the record to show that I do feel that something along this line is necessary. I assume even if we had a Department of Urban Affairs, which was once seriously proposed, that it would be even more necessary that we equip that Department with files like this.

Mr. BOWMAN. That is correct.

Mr. CORBETT. Thank you, Mr. Chairman.

Mr. HENDERSON. Thank you, Mr. Corbett.

We certainly appreciate your comments as well as your attendance as an ex-officio member of the subcommittee.

Mr. ROUSSELOT?

Mr. ROUSSELOT. Mr. Bowman, did you participate in the opinion of the administration on this matter? In other words, I am asking for your own judgment. You feel this bill is not necessary?

Mr. BOWMAN. I not only participated in it, but it was my recommendation.

Mr. ROUSSELOT. We were told in the Congress when the urban affairs bill was before us that about 70 percent of the population was in major urban areas; is that correct?

Mr. BOWMAN. That is right.

Mr. ROUSSELOT. In listening to the few hearings I have participated in on this bill, the major push for this bill comes from representatives of city and county administrations. The administration was very strong in its push for the urban affairs bill.

How did the administration suddenly reverse itself in consideration of greater need and attention toward urban affairs and yet the overwhelming majority of people with the responsibility for administering urban activity said that this was very much needed for their ability to administer these kinds of figures and facts? How do they come in such strong conflict with these people?

Mr. HENDERSON. Will the gentleman yield before the doctor answers? You do not conclude that the decision was made in light of the action of the Congress on that particular legislation, do you?

Mr. ROUSSELOT. I am just asking the gentleman. There seems to be a conflict here.

Mr. BOWMAN. The administration has not reversed its position on that point. The areas that account, as you say, for some 70 to 75 percent of the population are those in which we have indicated we would recommend a program to estimate population, not quinquennially but annually, and associate with these data much other information about the problems of urban areas so that these problems can be met much more adequately than they are being met now. The only real issue is the way to best obtain the data. We do not favor the quinquennial census. We do favor other ways of getting the same data, particularly for the metropolitan areas. This was the point that I discussed a while ago with Congressman Udall.

Mr. UDALL. Will the gentleman yield?

Mr. ROUSSELOT. Yes.

Mr. UDALL. I am sorry I raised this question in a way. Perhaps I am going to embarrass somebody. I want to say I am delighted to find out that despite the apparent change of position the administration still loves the city folks.

Mr. ROUSSELOT. I am still a little at a loss to understand. I just cannot understand the position that there is not a greater willingness on the part of the administration to cooperate in what seemed to be a very vital need on the part of city and county administrators. Spokesmen for city and county governments have told us there is a tremendous need for census data and that the Federal Government is better able to accumulate it than they. I just cannot understand what the difficulty is in doing it every 5 years instead of every 10 when the machinery is already set up.

Mr. BOWMAN. The machinery is already set up in the sense that you can organize to take a census but you have to organize every time.

Mr. ROUSSELOT. But we have the machinery set up to do this.

Mr. BOWMAN. We have to hire 165,000 enumerators, you have to plan for at least 2 years in advance of the census what you are going to do. It would take you 2 years after the census is taken to tabulate the full results. In that sense we can do it because we have done it before.

Mr. ROUSSELOT. It was not anticipated it would be a full census every 5 years.

Mr. BOWMAN. The less you make it a complete census, the less planning and the less time it may take but I do not believe even this is necessarily true. It depends upon what you are trying to do.

Mr. ROUSSELOT. Let me just make this statement, Mr. Chairman. I am not a great advocate of expanding Federal activities. As a matter of fact, I find myself in great opposition to this, but in the one field where the Federal Government carries responsibility, the census, I find it very difficult to understand why the administration is not willing to go ahead with a function that properly belongs to the Federal Government, is being requested and is very much needed by city and local governments and by government facilities that cover 70 percent of our population.

Mr. BOWMAN. Mr. Chairman, I must beg to indicate the administration is not taking the contrary view.

Mr. ROUSSELOT. They are opposing this bill.

Mr. BOWMAN. They are opposing this bill but not taking the contrary view.

Mr. UDALL. Will the gentleman yield?

Mr. ROUSSELOT. Yes.

Mr. UDALL. I would be delighted in this instance to join with the gentleman of California to expand the activities of the Federal Government.

Mr. HENDERSON. Thank you, Dr. Bowman, for your very fine presentation.

At this time we will call on the Director of the Bureau of the Census, Mr. Scammon. Mr. Scammon, I understand you do not have a prepared statement. In the interest of time, I would like to ask you for some information in a couple of questions and certainly try to move along as fast as we can.

Mr. Scammon, first of all, let me say we are delighted you are with us again today. We appreciate the fine cooperation you and your staff have given our staff with regard to these hearings.

Would you please submit for the record the number and total cost of all special censuses taken in the 1950 to 1960 decade and paid for

by local communities? In that regard, would you comment or answer this question: If the new census legislation as proposed by the bill or as it might be amended, or recommended by this committee, is passed in your opinion should it include provisions for sharing of costs with the States and local communities? That is the mid-decade census; should a State or local community be able to make arrangements to secure the special data for its own use by paying the additional cost involved?

I think you might want to comment on that question.

### STATEMENT OF RICHARD M. SCAMMON, DIRECTOR, BUREAU OF THE CENSUS

Mr. SCAMMON. Would you like me to submit this in the form of a statement to the committee?

Mr. HENDERSON. Certainly in regards to the number and total cost but I wonder if you would like to comment on your own opinion relative to the cost sharing and the provisions for obtaining additional data by paying for it.

(The information follows:)

#### *Special population censuses 1950-60*

Calendar year	Number of censuses	Total population	Estimated total cost
1950.....	3	21, 915	\$3, 725
1951.....	7	34, 658	5, 890
1952.....	48	1, 423, 950	242, 070
1953.....	130	3, 987, 549	677, 880
1954.....	153	1, 765, 063	300, 060
1955.....	205	3, 750, 716	637, 620
1956.....	217	5, 900, 329	1, 062, 060
1957.....	434	18, 086, 999	3, 255, 660
1958.....	243	4, 174, 499	751, 410
1959.....	81	1, 055, 841	190, 050
Total.....	<sup>1</sup> 1, 521	40, 201, 519	<sup>2</sup> 7, 126, 425

<sup>1</sup> The 1,521, censuses covered 2,037 individual places.

<sup>2</sup> The total cost of these censuses was borne by the municipalities and includes approximately \$4,100,000 paid locally to enumerators and crew leaders. Remainder was paid to Census for supervision, map work, tabulation, and certification of results. Costs exclude facilities furnished without charge by the municipalities, such as space, equipment, local telephone service, etc.

Mr. SCAMMON. Mr. Chairman, as you know, I have no formal statement. We have been happy to assist the subcommittee in its work in the various places in which hearings have been held, largely through the efforts of my colleague, Dr. Taeuber, Assistant Director. On the particular question which you asked about the sharing of costs, it seems to me that this is related in a very real sense to the feeling of the subcommittee and of the full committee and indeed of the House with respect to the relationship of the need for local data and the need for national data.

This, I think, from the testimony of the witnesses, has appeared to be the principal line of cleavage in their view of the most economical and useful investment of money, and I might add here, Mr. Chairman, that it seems to me that we have not really come to grips with the question as to whether any of this money represents a wiser investment than a Polaris submarine or a new wing for the Library of

Congress, whatever it may be, because there are many claims on the Federal Treasury and in our discussion as to whether one kind or another might be better, I think we must always bear in mind that neither one might be as useful an expenditure of funds as some other thing.

I mention this because this relates back to the question of sharing costs. Totals costs of special censuses are now borne by local communities. When a special census is taken, as 1,500 were between 1950 and 1960, the total cost of this census is borne by that particular area. If we were to say to the communities, "There will be a mid-decade census taken in your area if you are prepared to share the costs," I have no idea what the response would be.

I think that you might get some who would do this. I am sure you would get many who would not do it. It would be in a very real sense a measure of the earnest need on the part of the local community if one were to put it to them that way. What it will not do is to provide to many other users of data, business communities, that universal total picture of America, which is so important.

Insofar as local communities opted out from this kind of arrangement, it would detract from the total value of the census. Quite frankly, I would think such a system, while superficially pleasing to the economy, might in the long run detract so much from the general value of any census as to negate its primary purpose.

Of course, Mr. Chairman, there might be another way to do this. If the proposed mid-decade census were to be a simple head count, we might be able to offer local communities a variety of special "packages" for addition, at their cost, to the basic census. Such "packages" might include housing data, methods of transportation to work, mobility, and other features. In this way, the overall universal character of the head count would be preserved and local communities would pay for such additional data as they might require.

Mr. HENDERSON. Would you care to comment on the recent Supreme Court decision in the Tennessee Redistricting case with regards to whether you can foresee an increase in demand for more current population figures in States involved with the redistricting problems?

Mr. SCAMMON. With all sympathy to such States—

Mr. HENDERSON. And without asking you to speak on the merits of the case.

Mr. SCAMMON. It would seem to me that any decision which a local State legislature or this House or any other legislative body might be faced with is a better decision if it has the best available information. Now whether that best available information is necessarily mid-decade census or a population estimate is another question.

Certainly right now the material needs of a State legislature are met by the 1960 census.

Mr. HENDERSON. For example, can you anticipate that if we had mid-decade legislation on the books, with State sharing, that because of this type of court decision or let's say in view of this Court decision that the State of Tennessee, while it might not have in other years participated, that they would immediately appropriate money for the mid-decade census in Tennessee?

Mr. SCAMMON. This is hard to say. Mr. Udall will remember that his State redistricted its congressional districts before they even had

the census and carved his present district into approximate halves before the count was taken. Whether or not this would be repeated in other States I do not know, and whether or not it would be repeated in legislative as opposed to congressional situations I do not know.

Mr. HENDERSON. I might make a comment that if a mid-decade census would keep any of us from getting cut up, I expect it would be enacted very quickly.

Mr. SCAMMON. Mr. Udall, of course, is in the happy position of increasing, rather than decreasing, a happy circumstance which was not shared by the chairman.

I think the basic problem here is one simply of information and data. I would like to hope, as a taxpayer in the State of Maryland, that the legislators in that State had the latest possible information for any action they might take, whether it be redistricting, gasoline taxes, school legislation, or anything else.

In that sense, of course, this would be helpful, though at the present time I would think the 1960 census would give them all that was required as of now.

Mr. HENDERSON. With regard to the special surveys or special type censuses that have been discussed before our committee, do you feel that a basic improvement of the quality and the gathering of the data through the census process—how does that fit in and lend itself to the reliability of the special censuses?

Mr. SCAMMON. I think the taking of a mid-decade census, speaking from a technical viewpoint would certainly, as Dr. Bowman indicated, improve the total output of statistical work in the Bureau of the Census and in other parts of the Federal statistical establishment. I think it would improve the decennial census. It would improve it because the skills of questionmaking, the skills of enumeration, the skills of mapmaking, all of these things are maximized if we can level off a bit and not go through a trough and peak of hiring and firing. On the other hand, I think I would have to be quite honest, Mr. Chairman, and say that that alone would not justify any substantial expenditure of funds.

Mr. HENDERSON. To be specific, do you feel that a mid-decade 1965 census as you envision it would improve the sample surveys of 1966 to 1970?

Mr. SCAMMON. There is no question about this, because any retaking of the benchmarks on which sampling is based, and this is true of market research, political research, any kind of sampling research, any improvement of the benchmarks is a tremendous improvement in the reliability of the sample which is drawn from those benchmarks. For example, if someone is trying to do a sample survey in the State of New York, in 1966, using 1960 census data, the reliability of any sample drawn from that 1960 census data is far less than it would be from a 1965 set of census data. It is true in increasing magnitude as you get further and further away from the original benchmark year, which in this case is 1960.

Mr. HENDERSON. A number of foreign countries now hold a population census every 5 years. Would you submit for our record a list of those countries now holding that type census?

Mr. SCAMMON. Yes.

(The information follows:)

COUNTRIES WHICH TOOK POPULATION CENSUSES AT 5-YEAR INTERVALS

Canada, Japan, Turkey, Albania, Denmark, Ireland, and New Zealand.

Mr. HENDERSON. Mr. Udall?

Mr. UDALL. I have no questions, Mr. Chairman.

Mr. HENDERSON. Mr. Scammon, you might, in view of the haste with which we have thrown questions at you, wish to review your testimony and expand on it and if you do, certainly feel free to do that.

Again, we are very appreciative of your attendance this morning and of your help to the subcommittee. It may be the subcommittee will choose to call you back. If so, we will certainly get in touch with you.

Mr. SCAMMON. Thank you, Mr. Chairman. It has been of great pleasure to us to be working with the committee. I would like to associate us with your own comments about the peculiar and impressive character of the hearings held in the field. This has been helpful to us and all of us in the Federal Establishment in getting new benchmarks of our own for the kind of statistical work that we do.

Mr. HENDERSON. As chairman of the committee, I look forward to working further with you.

Mr. William Hodgkinson, Jr., supervising statistician of the American Telephone & Telegraph Co. is our next witness.

Mr. Hodgkinson, we are delighted to have you from your industry with us this morning. I understand you do not have a prepared statement. I notice that you have been very attentive during the morning and I wondered if you would like to begin with any comments on Mr. Bowman's statement or Mr. Scammon's statement, the Director of the Bureau.

**STATEMENT OF WILLIAM HODGKINSON, JR., SUPERVISING STATISTICIAN, AMERICAN TELEPHONE & TELEGRAPH CO., NEW YORK, N.Y.**

Mr. HODGKINSON. Thank you, Mr. Chairman.

I think I should immediately say that I am talking as an individual and not as an employee of A.T. & T. I was frankly rather horrified that such a high official in the statistical bureaucracy in Washington could say the things that Mr. Bowman said, but one lives and learns.

I think the census in our Republic has played a most impressive part in the development of our Nation. The founders were very wise to have written in our Constitution the provision for a regular census and I believe we were the first country in the world to have such. If you will look at Turner's book, "The Frontier in American History," you can get a picture of what it meant to us. To use the census, one does not have to be a very high grade statistician. Everybody who can count and read can use it and it insures that we continue to have a representative government. We merely ask that it be taken well and accurately and that all areas, little as well as large,

be covered by it. Little areas vary markedly from place to place and they also can change very rapidly and unpredictably.

I question Mr. Bowman's statement. I challenge it very much concerning the possibility of making worthwhile estimates for the 200 largest metropolitan areas. I have been estimating population for a good many years and—

Mr. HENDERSON. It is very vital to business, is it not?

Mr. HODGKINSON. It is extremely vital to business, of course it is, sir. But no estimates will take the place of a census.

I think the estimates put out by the Bureau of the Census are second to none. I think that they are splendid, and I do not say this to pillory them but if you take their population projections for the various States and compare them with the actual census enumerations you will find some rather sharp deviations. The same is true with our own projections.

I felt lucky to have come within 2 percent on California myself but it was pure luck and you take the District of Columbia, which is phenomenally hard to estimate or a State like Florida, and these are really tough nuts, I do not think Mr. Bowman could possibly do any better, frankly, with the deepest respect to his ability I just do not accept that.

However, I think that we overlook possibly one point. I did not hear it mentioned anywhere this morning. The census figures are published by the Bureau and I do not think their sales are phenomenal. I have not noticed that the Government Printing Office has been flooded with orders. However, this fact betokens no lack of interest. What is impressive is the extent to which other publications pick up immediately the results of the census and reprint them.

I looked in the World Almanac the other day for 1961. They gave eight principal events in the year 1960. The second most important event, preceded only by President Kennedy's election, was the taking of the decennial census and what it showed.

This fans out—this repetition of census figures in newspapers, magazines, text books—it fans out in every possible medium. It is certainly not done by command of the Federal Government. The reason it is done is that people are vitally interested and I think what we do not bring out sufficiently before this subcommittee is the extent to which people make decisions based on the census. I do not carry in my mind what our annual investment is in the United States. I know that in the Bell System alone it has been running in excess of \$2 billion a year. That is worth quite a few of the kind of censuses we are talking about, but that is only a small part of the whole Nation's annual investment.

Mr. HENDERSON. In that regard, I understand your company made extensive use of the 1960 census.

Mr. HODGKINSON. We have.

Mr. HENDERSON. And you might for the record elaborate on that.

Mr. HODGKINSON. I should like to very much. I should like to point this out, though, that I think it is very hard to conceive of making a business decision without very specific knowledge of precisely where you are going to put a particular facility. I mean you do not just spread billions of dollars evenly over the landscape the way maps look.

These investments have to be put in very localized areas. For one thing, you have got to know the available labor force.

Mr. HENDERSON. You are speaking of industry, sir.

Mr. HODGKINSON. I was speaking of industry.

Mr. HENDERSON. Not Government necessarily.

Mr. HODGKINSON. Not Government, no, but after all, we are all part of the same economy and in this respect Government and industry must take account of the same factors.

Mr. HENDERSON. Perhaps you recommend the Government do more of it, though.

Mr. HODGKINSON. I noticed that the Government did do it during the war. I was quite impressed with the Air Force, in the placement of facilities. For instance, Louisville suddenly coming into its own because it presented a surplus labor market. This complete story was only known by having census data.

Our problem is that we have about 75 operating areas of approximately 20 companies where we are conducting exchange telephone service. Now as you know, and I think most people know from their own experience, an exchange is not a gigantic area. It is a local rate area. But even smaller than exchanges, we have approximately 8,500 little areas which are served exclusively by particular central offices, by one or a group of central offices. A central office you can think of most conveniently, possibly, as a switchboard. Such switchboards or groups of switchboards are serving exclusively in only one area, which can be delineated on a map; no other central offices serve in that area. Therefore, we can make up for ourselves a listing of mutually exclusive telephone areas in which we render exchange service. And if we are talking about a largely Bell territory, you will find that these little areas are contiguous to one another. The term "Bell," of course, we take in a broad sense; it is not necessarily the companies we control, although we do control most of them, but it includes companies like Southern New England Telephone and Cincinnati and Suburban which have signed license contracts with us. They get the benefit of what Bell has to offer. We think of Bell in that larger sense, where there is a uniformity of methods that I think give us the best service in this or any other country.

Anyway, in these small areas, which can be called central office districts, if there is more than one switchboard, the lines from those switchboards go randomly throughout the area. In other words, you cannot subdivide this area. You can subdivide the switchboards but not the area because all the lines are jumbled together. As I say, we have approximately 8,500 such central office districts. Obviously these are 8,500 little markets that we have. Each one has got to have its own switchboards, its own distributing cable, its own trunks that hook it up with neighboring central offices, with toll offices and, as you can see, these areas are not very large. We do not have accurate data on land area but I suspect that in this country (conterminous United States) we probably cover less than a third of the land area. That is merely an estimate, but you divide that up into 8,500 areas and you see that we are talking about a very large number of tiny local areas which have widely varying characteristics.

Many of these areas are out in the country with tremendously long lines that go for miles. Of course, they will include a lot of area. There won't be many people with telephones.

Telephone service is not all exactly the same. There are differences in quality. If people wish, they can get party service and pay less for it. On the other hand, there are some areas which demand the utmost in service and want to have colored handsets and the other devices that exist for more de luxe service. Also, there is a great difference in growth of these areas. I think this is one of the things that we particularly want to know about in a census. It takes quite a long time to engineer the telephone plant, and we have to engineer a good long time ahead.

Supposing that we get up to a fairly husky proportion of, you might say, line fill on a switchboard. Should we order another switchboard? Should we do something about that or not? Here is a decision that must be made there by competent engineers in the light of all that the census can tell us about this particular locality.

Mr. HENDERSON. In the use of the census data of 1960 in that regard, did you find that in the quality of the 1960 census as compared, say, with the earlier census, there was a material difference?

Mr. HODGKINSON. Oh, yes. I think the quality was certainly as high as any that I am acquainted with, but with a much greater richness in cross tabulations and a far greater promptness with which the data became available. I think this subcommittee can take a good deal of credit for that, in helping to put in the mechanization of the census so we do get the stuff out quickly. Dr. Bowman commented, "Of course things will change by the time you get your estimate out," but if you get the estimate out pretty quick, they won't have changed a lot and under his method how much time—not to mention money—will it take to make the estimates and will they change their minds a few months later and change the estimate?

Mr. HENDERSON. With regard to the high quality of the 1960 census, what do you feel would be the dropoff or the unreliability as you approached 1970. Let's say in 1968 or 1969?

Mr. HODGKINSON. I think the dropoff is tremendous. I think also that the knowledge that there will be a quinquennial census will serve to resuscitate the data, keep people on their toes, knowing that there will be a supplement, that the data will be brought down to date at the end of 5 years. A project such as our current Bell System census project would have to start all over again from scratch with a 10-year census, but not with a 5 year. I know this from hundreds of conversations with people actually working with the figures in the Bell System, how tremendously important a mid-decade census is.

Mr. HENDERSON. We know your own company at this time is undertaking one of the largest construction programs in the history of your system. I wonder if this were tied to the information and data that you were able to get as a result of the 1960 census? Are business decisions made in time in this regard?

Mr. HODGKINSON. Indeed they are because when you hear these large figures, they are totals that have come in from a number of companies in operating areas and divisions and districts, fanning out

down the line, until you get down to these little markets at the bottom, which have to be engineered differently. The census data for each such little area play a part in determining the investment to be made.

Mr. HENDERSON. For example, as we approach 1968 and 1969 there would be a good possibility that you might defer construction until you could get the 1970 census?

Mr. HODGKINSON. I would hesitate to make a remark on that.

I certainly do not think that we would undertake any construction that we did not think was wisely undertaken but remember that we are dealing with a very large number of little units here. How do you make them comparable to one another? How can you look at them on an even basis and say, These are the ones that pop out in the analysis as those that need help given them right now.

I noticed one of Dr. Bowman's ideas was the idea of staggering these things throughout the decade. The great benefit of the data from a mid-decade census is you get all the data as of one date.

They are completely comparable in the point of time and definition and in the way the data are handled. In the work we have been doing in our census project, we have been getting our telephone data as of the same date. This is not standard. Our people are wedded to the idea of yearend figures, but it is very worth while to put our data on the same date as the census. To make use of the techniques of correlation and regression it is preferable to deal with a single date and a single set of definitions.

Mr. HENDERSON. Isn't it obvious that in the metropolitan areas your facts and figures are so much clearer from the census and the tendency might be to put off a decision until you are sure of the changes in smaller areas. You are not so sure unless you have the data.

Mr. HODGKINSON. Yes.

Mr. HENDERSON. I am sure it is the policy of your company to provide quality service to all areas as fast as it can be done.

Mr. HODGKINSON. Yes. Where the great difficulty comes in is at the edge of a built-up area. I think the Census Bureau's new concept in the 1950 census of the urbanized area is a tremendously helpful one, because the split between urban and rural is one of the most marked characteristics you can get. The line of split becomes lost in the standard metropolitan areas, which get all mixed up in politics, too, but the urbanized area is a very precise concept. You can see that any new building development that is made on the edge of an urban fringe must be added to the urbanized area the next time the urban fringe is defined by the Census Bureau. The urbanized area will be larger, to encompass such new urban development. Any business is up against the same proposition—the cornfields around a city which suddenly become urban developments belonging to the de facto city.

Mr. HENDERSON. Before our time runs out on us, in order that I might give Mr. Udall an opportunity to question, I would like to get it clear in the record, I take it you are in strong disagreement with the administration's position and the alternate proposal suggested by Mr. Bowman this morning and that these alternate proposals would be of little use to you in your work in the Bell system?

Mr. HODGKINSON. Personally I am in strong disagreement, and I think they would be of little use to us at all. It certainly would not help us in our basic need. Also I know perfectly well that we are not unique in that, that every public utility, any number of different organizations are up against the same thing we are up against. Furthermore, if I may say so, I question very much that this is truly an administration view, except in a highly technical sense. I just do not believe it.

Mr. UDALL. You stole my principal question. I would make this inquiry of the committee staff: I think shortly after the hearings are concluded the committee will have to make a decision as to whether we will override the administration position as stated this morning or are we going to adopt the present witness' program and try to have more frequent census data he has proposed.

It seems to me one of the basic facts we ought to have in making this decision is one suggested by this witness, namely, how reliable have the estimates of the Census Bureau been, have they been 95 or 5 percent right?

Mr. HENDERSON. And how useful they have been to industry.

Mr. UDALL. I would like the witness to submit facts and figures showing whether the 1950 estimates were 2 percent or 50 percent off.

Mr. HENDERSON. We will ask the Census Bureau to do that as well.

Mr. UDALL. Do you have any facts or figures available showing how far off in particular instances the Census Bureau estimates have been?

Mr. HODGKINSON. Not particularly of the Census Bureau. We made up our own estimates by States and I know how far off we were.

Mr. UDALL. This might embarrass you.

Mr. HODGKINSON. It will not embarrass us a bit. We wanted some solace, to see if we had company in our misery. We found we had good company.

Mr. UDALL. I am glad you made that point. They are an efficient Bureau and do the best they can but they do make mistakes.

Mr. HODGKINSON. You can see what happens if industry or Government puts a large amount of investment in the wrong place, and this does happen all the time. I think if you consider that side of the census you have to come to the conclusion that the cost of a mid-decade census would be only a fraction of what it would save. There is a tremendous loss in making the wrong placement at the wrong time.

Mr. HENDERSON. Mr. Hodgkinson, time has run out. You have had the benefit of being here and hearing the testimony and the comments and inquiries of the members. If you would like to submit a further statement we will be delighted to receive it and at a further meeting of the subcommittee we will decide on whether we can insert it in the record.

Mr. HODGKINSON. Thank you. Maybe I can amplify my statement.

Mr. HENDERSON. We do appreciate your attendance and your very fine cooperation this morning.

Mr. HODGKINSON. Thank you.

(Thereupon, at 12:10 p.m., on Tuesday, May 1, 1962, the subcommittee adjourned, to reconvene at 9:30 a.m., Wednesday, May 2, 1962.)

(The following material was supplied for the record:)

## Projections of 1960 population compared with 1960 population actually counted

[In thousands]

	Projection to date of 1960 census, made—		Census count, Apr. 1, 1960	Percent excess of projec- tion over census count	
	February 1953	April 1958		February 1953	April 1958
Conterminous United States.....	174, 558	178, 578	178, 464	-2.2	-0.1
Regions:					
Northeast.....	44, 181	44, 738	44, 678	-1.1	.1
North Central.....	50, 325	52, 002	51, 619	-2.5	.7
South.....	54, 467	54, 902	54, 973	-.9	-1.1
West.....	25, 582	26, 936	27, 194	-5.9	-9.9
Divisions:					
Northeast:					
New England.....	10, 376	10, 244	10, 509	-1.3	-2.5
Middle Atlantic.....	33, 805	34, 494	34, 168	-1.1	1.0
North Central:					
East North Central.....	35, 112	36, 544	36, 225	-3.1	.9
West North Central.....	15, 213	15, 458	15, 394	-1.2	.4
South:					
South Atlantic.....	25, 110	25, 738	25, 972	-3.3	-.9
East South Central.....	12, 783	12, 262	12, 050	6.1	1.8
West South Central.....	16, 573	16, 902	16, 951	-2.2	-.3
West:					
Mountain.....	6, 137	6, 694	6, 855	-10.5	-2.3
Pacific.....	19, 446	20, 242	20, 339	-4.4	-5.5
States:					
New England:					
Maine.....	1, 003	950	969	3.5	-2.0
New Hampshire.....	588	584	607	-3.1	-3.8
Vermont.....	400	382	390	2.6	-2.1
Massachusetts.....	5, 181	5, 035	5, 149	.6	-2.2
Rhode Island.....	876	864	859	2.0	.6
Connecticut.....	2, 328	2, 428	2, 535	-8.2	-4.2
Middle Atlantic:					
New York.....	16, 708	17, 260	16, 782	-.4	2.8
New Jersey.....	5, 564	5, 798	6, 067	-8.3	-4.4
Pennsylvania.....	11, 534	11, 436	11, 319	1.9	1.0
East North Central:					
Ohio.....	9, 154	9, 766	9, 706	-5.7	.6
Indiana.....	4, 563	4, 720	4, 662	-2.1	1.2
Illinois.....	9, 874	9, 888	10, 081	-2.1	-1.9
Michigan.....	7, 649	8, 222	7, 823	-2.2	5.1
Wisconsin.....	3, 871	3, 949	3, 952	-2.0	-1.1
West North Central:					
Minnesota.....	3, 281	3, 361	3, 414	-3.9	-1.6
Iowa.....	2, 829	2, 756	2, 758	2.6	-.1
Missouri.....	4, 320	4, 388	4, 320	-----	1.6
North Dakota.....	636	654	632	.6	3.5
South Dakota.....	688	704	681	1.0	3.4
Nebraska.....	1, 393	1, 433	1, 411	1.3	1.6
Kansas.....	2, 066	2, 160	2, 179	5.2	-.9
South Atlantic:					
Delaware.....	381	436	446	-14.6	-2.2
Maryland.....	2, 868	3, 088	3, 101	-7.5	-.4
District of Columbia.....	943	926	764	23.4	21.2
Virginia.....	3, 941	3, 922	3, 967	-.7	-1.1
West Virginia.....	2, 233	2, 032	1, 860	20.1	9.3
North Carolina.....	4, 686	4, 660	4, 556	2.9	2.3
South Carolina.....	2, 361	2, 462	2, 383	-.9	3.3
Georgia.....	3, 843	3, 872	3, 943	-2.5	-1.8
Florida.....	3, 856	4, 336	4, 952	-22.1	-12.4
East South Central:					
Kentucky.....	3, 226	3, 147	3, 038	6.2	3.6
Tennessee.....	3, 786	3, 669	3, 567	6.1	2.9
Alabama.....	3, 425	3, 270	3, 267	4.8	.1
Mississippi.....	2, 346	2, 178	2, 178	7.7	-----
West South Central:					
Arkansas.....	2, 032	1, 822	1, 786	13.8	2.0
Louisiana.....	3, 125	3, 198	3, 257	-4.1	-1.8
Oklahoma.....	2, 336	2, 222	2, 328	.3	-4.6
Texas.....	9, 080	9, 659	9, 580	-5.2	.8
Mountain:					
Montana.....	647	662	675	-4.1	-1.9
Idaho.....	685	648	667	2.7	-2.8
Wyoming.....	337	332	330	2.1	.6
Colorado.....	1, 561	1, 720	1, 754	-11.0	-1.9
New Mexico.....	849	910	951	-10.7	-4.3
Arizona.....	1, 004	1, 230	1, 302	-22.9	-5.5
Utah.....	843	898	891	-5.4	.8
Nevada.....	212	294	285	-25.6	3.2
Pacific:					
Washington.....	2, 971	2, 928	2, 853	4.1	2.6
Oregon.....	1, 970	1, 926	1, 769	11.4	8.9
California.....	14, 505	15, 388	15, 717	-7.7	-2.1

(The following letters were received from other Federal agencies:)

DEPARTMENT OF AGRICULTURE,  
Washington, D.C., May 23, 1962.

Hon. DAVID W. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics, Committee  
on Post Office and Civil Service, House of Representatives.*

DEAR MR. HENDERSON: In response to your request of April 4, 1962, I should like to submit for inclusion in the record the views of the Department of Agriculture on H.R. 1100, a bill to amend title 13 of the United States Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter, and for other purposes.

A number of our agencies in the Department have expressed a need for more current statistics on population, unemployment, and housing than are now available from the decennial census. In recent years, the pace of change in rural areas has, as you know, been very rapid. Efforts to solve some of the economic and social problems accompanying these changes have resulted in governmental action programs which point to the need for population data on a State and small area basis more frequently than every 10 years.

An important example in our work is the Department of Agriculture's function in determining the eligibility of rural areas to receive the loans, grants, and other benefits made available by the Area Redevelopment Act of 1961. The act provides that areas be made eligible which "are among the highest in numbers and percentages of low-income families, and in which there exists a condition of substantial and persistent unemployment or underemployment." It also specifies that the "number of low-income farm families" be considered, as well as "the extent of migration out of the area." When the Area Redevelopment Act went into effect last year we found it necessary as a means of naming eligible counties to estimate 1959 income data from the 1950 census, using certain assumptions as to trends of each county since 1950. Comparison of these carefully considered extrapolations with the actual data now available from the 1960 census has shown a wide range of error in the estimates. To avoid such difficulties, the Department of Agriculture has a strong need for more frequent information for States and counties on income, employment, and unemployment identified separately for the farm population and the nonfarm.

The recently enacted Manpower Development and Training Act of 1962 has specific provisions for unemployed and underemployed workers in low-income farm families. Basic figures on the occupational and educational characteristics of the farm population, available more currently than from the decennial census, are important to the furtherance of the objectives of this act.

The Department also finds itself in increased need for statistics on housing. The Farmers' Home Administration is now authorized to make loans for both farm and nonfarm rural housing. In allocating its funds for such loans it is necessary to have by States an estimate of the number of rural dwelling units by farm and nonfarm status and of the condition of these units. The Farmers' Home Administration made extensive use of the 1950 census in this connection, but reported considerable difficulty in estimating such data during the last few years, because the 1950 data had become out of date and data from the 1960 census had not yet become available.

While we see a number of advantages that would accrue to the Department from a mid-decade census, we recognize that none of the alternative levels of coverage under consideration is fully adequate in meeting the various departmental requirements for data. In general, we have found that broader subject-matter coverage on a sample basis is preferable to complete coverage of a limited number of items. Yet, even the information that would be obtained from the more detailed sample coverage as proposed in level 3 would require considerable supplementation through special surveys in problem areas, particularly in our rural development activities. We also recognize that the legislation under consideration involves a large expenditure of funds and will have to be viewed in relation to other statistical gaps and other means of obtaining the needed data.

We are advised by the Bureau of the Budget that there is no objection to the presentation of this report from the standpoint of the administration's programs.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., April 27, 1962.

HON. DAVID N. HENDERSON,  
*House of Representatives,*  
Washington, D.C.

DEAR MR. HENDERSON: This responds to your invitation for a witness from this Department to appear before the Subcommittee on Census and Government Statistics on May 1, 1962, to testify on H.R. 1100, a bill to amend title 13 of the United States Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter, and for other purposes.

The present decennial census has proved valuable to us in making advance preparations for carrying out various programs of this Department. A mid-decade census would no doubt be of greater value to us. However, we believe that we are not in a position to evaluate all the facts involved and provide the subcommittee with meaningful advice on the bill either through witnesses or a statement. Accordingly, we defer to the opinion of the Bureau of the Budget as to the bill's merits.

Sincerely yours,

MAX N. EDWARDS,  
*Assistant to the Secretary and Legislative Counsel.*

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NATIONAL HEADQUARTERS,  
SELECTIVE SERVICE SYSTEM,  
Washington, D.C., April 27, 1962.

HON. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics of the*  
*Committee on Post Office and Civil Service, House of Representatives.*

DEAR MR. CHAIRMAN: This has further reference to your letter of April 4, 1962, inviting me to submit a statement of my views or testify before your committee in connection with the desirability of a more frequent census.

In my reply to you of April 6, 1962, I indicated that I would either appear before your committee on May 1, or furnish your committee with a statement of my views on this matter.

As I will be unable to appear before your committee on that date this letter will express these views.

The Selective Service System has made use over the years of census data as a supplement to its own data reporting methods.

A census cannot provide data required by the Selective Service System to carry out this agency's programs. The use to which census data can be put is limited by its lack of currency and the restricted scope of the information it supplies on the population.

Insofar as this agency is concerned, therefore, the use which it can make of census data would not justify the increased cost of a 5-year census.

Sincerely yours,

LEWIS B. HERSHEY, *Director.*

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HOUSING AND HOME FINANCE AGENCY,  
OFFICE OF THE ADMINISTRATOR,  
Washington, D.C., May 1, 1962.

Mr. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics, Committee*  
*on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR MR. HENDERSON: In accordance with my letter of April 17, I am transmitting herewith a statement on the feasibility of a mid-decade census and the related need for an expanded and improved program of current statistics.

We appreciate this opportunity to present our views.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ROBERT C. WEAVER, *Administrator.*

A MID-DECADE CENSUS OR AN EXPANDED PROGRAM OF CURRENT  
HOUSING STATISTICS?

If funds were currently available to finance all the factfinding that should be done in the housing and population fields there could be little question about the desirability of having a complete census of population and housing every 5 years. Since funds for federally supported factfinding are hard to come by; however, we need to look at our overall statistical needs and establish an order of priorities for filling them.

There are, as the testimony before this committee has already demonstrated, some cogent arguments in support of having more current benchmark data such as a mid-decade census of housing could yield. To be of real value to those in the housing field, however, it would be necessary to conduct the quinquennial enumeration at what the Bureau of the Census identifies as "level 4." This would mean essentially a replication of the 1960 census in scope, content, and sampling ratios. Anything short of this, which would yield no small area data on housing, would not meet the needs of the vast majority of housing analysts to whom up-to-date block and tract statistics are in greatest demand.

While it would be possible to go on in far greater detail, it would seem from the vantage point of the Housing and Home Finance Agency and its constituents that the arguments in support of a mid-decade census replicating the 1960 census are essentially these:

1. In a dynamic economy such as ours conditions change so rapidly that 10 years is too long an interval between censuses of population and housing. The changes which are occurring in the patterns of urban life, in the size and geographic spread of the population, and in the size, utilization and quality of our housing stock are so vast and so rapid that data from a given census become progressively less reliable and less usable for decisionmaking as they age.

2. More frequent censuses are needed to narrow the time lapse between successive publication of more current benchmark statistics. Even with modern high speed tabulation equipment, nearly 2 years will elapse between the time the last decennial census was completed and when complete published results will be generally available. As a result for some purposes users have to use data which are nearly 12 years old. With the census on a quinquennial basis, even if similar publication timelag persisted, the longest that the published reports of any one census would have to be used would be 7 years, thus reducing the timelag by 5 years.

3. Because of its general acceptability, the constituent agencies of the Housing and Home Finance Agency rely upon census data for their evaluation of individual housing situations. There is at present no other source for the detailed information on housing characteristics and the correlation of these characteristics with population data outside the Bureau of the Census. Hence, the Federal housing agencies themselves draw heavily from census data and require applicants for Federal housing and community development aid to document their cases with census data. Extensive use is made, therefore, of figures showing:

- (a) Number, size, and quality of existing housing units.

- (b) Distribution of the standing stock by tenure, rent or value, extent of overcrowding, and other characteristics.

- (c) Occupancy patterns, race of occupants, family composition, income in relationship to the type and quality of housing in use.

In many cases, particular attention is directed to data available by tracts and blocks within a given city.

4. Only the census is able to provide on a uniform basis, detailed data for all communities in the United States with respect to the quantity and quality of the housing stock. In reviewing requests for Federal aid for urban renewal and public housing, since there is a need for the application of uniform criteria from locality to locality, the Urban Renewal Administration and the Public Housing Administration consistently have required applicants to use census data for the initial identification of areas of slums and blight. In this connection, great importance has been attached to census figures for individual tracts and blocks.

Persuasive as the case that can be made in support of a mid-decade census of population and housing there are some cogent arguments that can be made against it.

1. A complete census of housing more frequently than decennially is a wasteful way of gathering needed data. Spending the money to collect and tabulate housing information for every community in the United States involves an expenditure of funds to gather much locality and small area data which are never used since not all communities in the United States get involved in extensive housing and community planning efforts in any 5-year period. A more prudent use of funds would limit the complete collection of small area benchmark data to the decennial census. Current data for specific areas should be gathered through special locality surveys at the time a need for the information arises.

2. Census type figures, showing only inventory data, fail to provide much needed data on the elements of change in the housing stock. Increasingly it has become recognized that while a census can provide invaluable periodic benchmark data, it fails to produce needed information on the dynamics of the housing inventory, that is to say the changes which have occurred to the standing stock. Such data can best be developed through an intensive sample survey like the components of change survey made as a part of the national housing inventory in 1956 and again in 1959. Through such surveys, it is possible to record not merely where we are as of a point in time but how we got there. Furthermore, intensive sample surveys made at the time information is needed could produce the desired results faster and more currently.

3. A mid-decade census of housing taken at anything less than level 4 would be of only minimal value to most housing and community development planners. The most urgent statistical need of housing and community development planners and administrators is for data for small areas including census tracts and blocks. A perusal of the testimony given to date in support of a mid-decade census seems to indicate a strong sentiment for something less than a level 4 enumeration. This would mean that no block statistics and, at best, only limited locality data would be possible. It would be undesirable to conduct a census of housing that failed to yield the information most needed by its major users.

4. Expenditure of funds for a mid-decade census of housing could jeopardize the chances of securing funds for a much needed expanded program of current housing statistics. Funds to support factfinding and housing statistics programs within the Federal Establishment have traditionally been hard to come by. If money is appropriated for a mid-decade census of housing, it might be argued that under the circumstances no funds could be made available in the same fiscal period for other statistical programs in the housing field.

Weighing the arguments for and against a mid-decade census of housing it would seem clear that the final determination must be influenced largely by the fiscal considerations involved. As was said at the outset, if money were no object there could be little question about the desirability of having a mid-decade census which would replicate the one made in 1960. But unfortunately money is an object. As between the two alternative courses, therefore, the major emphasis needs to be placed upon securing financial support for a substantially expanded program of current housing data rather than upon more frequent collection of benchmark statistics. Almost without exception, the common theme in the arguments against a mid-decade census of housing is the need for more intensive and more frequent sample surveys to provide current data as they are needed.

A major element in any current data program should be regularly scheduled surveys of components of change in the housing inventory to be conducted by the Bureau of the Census. Such surveys providing national, regional, and limited locality data would furnish an essential frame of reference for a better understanding of the changes which are taking place in our housing inventory through additions and losses to the supply, changes in condition, tenure, use, and occupancy. When the need arises for local surveys, as it will many times, the resources of the Bureau of the Census should be utilized to conduct intensive surveys, utilizing specially trained field workers, to develop for entire communities, or for areas within them, the needed data on the housing supply, its quality and structural condition, its utilization, its rent or value, and whatever other data and pertinent to the problem at hand.

There is great need for improvement and expansion in the housing vacancy survey program of the Bureau of the Census. Figures on vacancies provide one

of the most sensitive measures of changes in the supply-demand relationship in the housing market. As a result they are important tools in evaluating the current housing market picture. The present census vacancy material could be made far more useful if data were made available in greater detail and for a number of individual housing market areas. To expand the size of the sample and to broaden the geographic detail that is reported will require increased funds.

In addition to getting better vacancy figures, steps need to be taken to place the surveys of sales volume and sales prices and of housing transactions on a regularly recurring basis. The Housing and Home Finance Agency received funds in its fiscal year 1962 urban studies budget to finance the initiation by the Bureau of the Census of a survey to collect data regularly for the 6 months ending June 1962, on the sales prices of newly completed housing and the length of time these houses remain unsold. Funds to continue the survey have been requested in the urban studies budget request for fiscal 1963. Current data on these aspects of the housing market, are of the utmost importance to assist in a better understanding of current market conditions.

It is hoped that funds will be made available to permit a survey of housing transactions to be started during fiscal year 1963. Such a survey would shed light on the nature of the financing, the source of funds, characteristics of families moving, and the nature of the change in housing involved. Providing as it would the kinds of information needed to make possible a more effective evaluation of the underlying strengths and weaknesses in the housing market, the transaction survey needs to be initiated and to be kept going as a regular recurring study.

It is a well established fact that our population is in a constant state of flux. People make extensive moves from region to region, State to State, county to county, and even within individual housing market areas. In the analysis of both the national and local housing markets, there is a pressing need for definitive information on the magnitude and volume of these movements. We need detailed data on a recurring basis on the movement of families and people from central cities to suburbs. We also need better insights than we now have into the characteristics of interarea movements of population.

With the growing urban sprawl, the need mounts for good information on the journey to work. We need to know better than we do how long it takes, how much it costs to get from home to work and back. We need a better understanding of the extent to which people move about within a given market area. All this and more could and should be done through regular repetitive surveys carried out by the Bureau of the Census.

An important factor in the final cost of housing to the consumer is the cost of the land upon which the house itself is located. Today we lack any suitable means of gaging either the level or the trend of land costs either as raw land or as developed sites. Steps need to be taken to tackle this perplexing problem at an early date with the end in view of developing usable land cost indexes.

We need better information than is now available on the terms under which conventional mortgage loan funds are being used in home financing. Such information is essential to a better understanding of the status of the capital markets as they affect housing. A start on a survey of conventional mortgage interest rates has been made by the Federal Home Loan Bank Board. The survey needs to be broadened and assured of being continued on a regular, recurring basis. Attention should also be directed to gaining a better understanding of the filtration process, of improving our data on construction costs, and of developing time series on housing completions, to mention only a few of the other conspicuous gaps in our knowledge.

In the present scheme of things there can be little question that we need to move in upon some of these areas of current data collection before we think about more frequent collections of benchmark census data. If the state of our finances reaches the point where we can afford both an expanded current statistics program and more frequent collection of benchmark data, we will then want to take another serious look at the desirability of adding more frequent census of housing to our array of statistical resources.

U.S. DEPARTMENT OF LABOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., May 7, 1962.

HON. TOM MURRAY,  
Chairman, Committee on Post Office and Civil Service,  
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN MURRAY: This is in further response to your request for a report on H.R. 1100, a bill to amend title 13 of the United States Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter, and for other purposes.

A reduction in the time interval between each census would undoubtedly increase the usefulness of the data provided on population, unemployment, and housing. However, although more data is desirable, a 5-year requirement for a full census, as provided in H.R. 1100, may be too inflexible. A full census every 5 years might be unnecessary in some instances, while in other cases it could prove to be inadequate.

In addition, it is our view that there is a pressing need for statistics in greater depth than those provided by a general census. Since the census is only one of the statistical programs of the Federal Government, we believe that improvements in the census should be considered, along with a Government-wide program of statistical development, including further development of the labor force and unemployment statistics program to include additional data needed for national purposes and additional information to meet local requirements. By this means, statistical programs could be considered in relation to needs, and priority could be established based on the nature, extent and precision of the figures the program is expected to produce.

In our opinion the program proposed by the Assistant Director for Statistical Standards, Bureau of the Budget, in his statement before your Subcommittee on Census and Government Statistics would strengthen the Federal statistical system, and would be more useful to this Department in providing timely information than the additional censuses proposed in H.R. 1100. Therefore, we would support a program along the lines of that proposed by the Bureau of the Budget rather than enactment of H.R. 1100.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Yours sincerely,

ARTHUR J. GOLDBERG, *Secretary of Labor.*

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,  
Washington D.C., May 9, 1962.

HON. DAVID N. HENDERSON,  
Acting Chairman, Subcommittee on Census and Government Statistics, Committee  
on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further response to your letter of April 4 requesting the comments of the Commission on H.R. 1100, a bill to authorize a mid-decade Federal census of population and housing.

The Commission views the census operation of the Federal Government as an important intergovernmental activity essential to effective cooperation and coordination among Federal, State, and local governments. Census data provide the factual basis for a multitude of policy decisions by the Congress, Governors, Mayors, and other Federal, State, and local officials and are required for (a) the development of long-range plans for public facilities and services at Federal, State, and local levels; (b) the allocation of grants-in-aid by Federal and State governments; and (c) the measurement of changing demands upon all governments as a result of shifting population patterns. The question of need for a mid-decade census of population and housing is therefore relevant to the responsibilities of this Commission, and the Commission has considered it in terms of costs and the data needs of the various levels of government to which it is responsive. It might be noted that there is a close parallel between many of the requirements of individual governments and the research needs of the Commission itself, as the latter examines the same questions of policy within the larger context of intergovernmental relations. Enclosure A outlines specific uses for which census information is essential in several areas of governmental activity.

Because governmental problems at all levels are now and will continue to be shaped by the growing urbanization of our population, more current statistical measures of the social, economic, and demographic characteristics of the people are indispensable for designing and implementing governmental programs and policies to meet these problems. We emphasize the importance of currency, for the tempo of population movements is altering significantly the characteristics of many urban areas over short periods of time; yet the Census of Population and Housing remains the only one of the U.S. censuses taken as infrequently as once in 10 years.

Research functions are becoming an increasingly important part of local and State governments, but the Commission would call attention to the limited resources available to these units for basic data-gathering, particularly in small communities currently or prospectively experiencing rapid change. Furthermore, it is highly desirable for State and local government research activities to be carried out on a standardized statistical basis throughout the country, in order to facilitate inter-area comparisons and establish a wide base for the kind of estimating and predictive efforts which are required for planning and development. The strategic position of the Census Bureau for providing these statistical tools is readily apparent.

The Commission recognizes that many of the issues involved in determining what specific additional census activities should be carried on are highly technical in nature and that it is extremely difficult to weigh the benefits from the additional data collected against the additional costs involved for more complete census coverage. For these reasons the Commission, at its meeting of May 4-5, endorsed the proposal for more effective and improved population and housing census data but would withhold judgment on whether level 3 or 4 of the census proposals or the alternative program of expanded current sample surveys and special purpose statistical activities would best meet the needs of our Federal, State and local governments.

The Commission specifically rejects proposed levels 1 and 2 because they do not meet Federal, State and local needs for detailed data, such as family income and its relationship to population and housing, labor force and unemployment, educational attainment, mobility and journey to work. These levels provide only a head count and minimum population and housing characteristics, and therefore serve extremely limited purposes when compared with the costs involved.

A number of advantages may be cited for each of the three remaining alternatives. Both level 3 and level 4 would provide comparability with 1960 census data and cross-tabular social and economic detail (for example, income by type and size of family, age of head, presence of children, number of earners, weeks worked by head, and labor-force status of wife, for total and nonwhite). Level 3 would provide such detail for States, counties, metropolitan areas, and larger cities coupled with reliable total population estimates for jurisdictions or areas of 25,000 or more, while benchmark detail for smaller jurisdictions continued to be supplied on a decennial basis. It should be noted, however, that significant recent developments in sampling techniques might well extend the usefulness of a 25-percent sample survey to socioeconomic cross-tabulations for communities smaller than 25,000 population. Level 4, in addition to the benefits provided by level 3 would, at additional cost, provide important cross-tabular detail and population counts for smaller communities which are so numerous within metropolitan areas and other sections of the country, as well as detailed population and housing information by tract and block.

The expanded and strengthened program of population estimates and projections proposed by the Bureau of the Budget in its testimony to the committee would likewise meet important statistical needs of various levels of government. This program would include additional information and population estimates for the 200 largest metropolitan areas; additional detail on population characteristics and annual State population estimates; analytical surveys and studies relating to critical national demographic, economic, and social trends; an intensive effort to acquire and maintain national housing statistics; and a quinquennial components-of-change survey for an expanded number of standard metropolitan statistical areas.

A close working relationship between the Census Bureau and the States and localities in the planning of any additional census activities to include the kinds of coverage desired in supplemental enumeration would insure effective utilization of this information in Government planning and policymaking. If the Congress should provide for a mid-decade census, the Commission recommends

advance notice of the census and its prospective content to enable localities to assess their additional needs and formulate requests for supplemental data collection on a reimbursable basis. Inclusion of such supplements with a regular census would offer substantial cost savings to all levels of government.

To summarize the view of the Commission:

1. Additional Federal census activities are strongly supported to serve important needs of different levels of government in carrying out their responsibilities and in cooperating with one another, and incidentally would enable this Commission to discharge its statutory responsibility more effectively.

2. Levels 1 and 2, as described by the Bureau of the Census, should be rejected as inadequate for current and prospective governmental purposes. The Commission believes that one of the following alternatives should be approved by the Congress: (a) Level 3, a 25-percent sample of all the population and housing information available from the 1960 census; (b) level 4, representing a replication of the 1960 Census of Population and Housing; or (c) expansion of current sample surveys and other special-purpose statistical activities.

3. The structural plans for such census activities as are approved by the Congress should be announced sufficiently in advance of the enumeration period to allow individual States and communities to formulate requests for supplemental data collection on a reimbursable basis.

The Advisory Commission is pleased to have this opportunity to offer its comments on H.R. 1100. If we can be of further assistance to the committee in this matter please call on us.

Sincerely yours,

FRANK BANE, *Chairman.*

ENCLOSURE A

#### SPECIFIC GOVERNMENTAL USES FOR CENSUS DATA

##### *State and local decisionmaking with regard to metropolitan areas*

The rapid growth of metropolitan areas has thrust numerous and complex problems upon State and local governments. Traditional and constitutional responsibility of State governments for insuring that effective local government is provided require initiative at the State level if these problems are to be solved. To meet urban problems, State governments are finding it necessary to undertake greater responsibility for comprehensive planning, economic development, and the coordination of public works, especially highways and water supply, which cut across county and metropolitan area lines. The States are finding it necessary also to evaluate and promote new devices for structural reorganization of local units and to reexamine their taxation and grant-in-aid programs. The proper discharge of these obligations rests upon thorough analysis of the profound changes which are taking place in the distribution of metropolitan area populations as revealed by information such as location, age, family composition, education, occupation, employment status, housing tenure, income, residential migration, and journey to work. Accurate information of a similar nature regarding areas of declining population is essential to Federal-State-local efforts with respect to so-called depressed areas.

Perhaps the most difficult aspect of intergovernmental relations today lies in the relationships among the numerous local governments within metropolitan areas. Solutions to such current areawide problems as mass transportation, water supply, air and water pollution, and preservation of open space, lie, at least in part, within the power and capacity of the local governments themselves, provided they are able to coordinate their efforts. For this purpose a thorough understanding of the nature of these greatly varied communities, based upon the kinds of data reported in the censuses of population and housing, is essential. The appropriate jurisdictional allocation of governmental functions; changes in the demand for services resulting from population shifts; coordination in planning for land use, schools, utilities, transportation, and economic development, as the physical aspects of the area as well as the character of the inhabitants is altered; changes in fiscal capacity within fixed political boundaries; and the need for structural changes in local government are all matters relevant to local study and effort. Informed policy decisions and effective planning activities with regard to all of these problems depend in considerable part upon the availability of recent and detailed data of the kinds enumerated above. Furthermore, the fundamental technological changes which are widely predicted for the coming decades will rapidly alter the occupational, educational, income, and locational characteristics

of the population, thereby altering the way in which land is used and the demand for such services as transportation, education, and recreation facilities.

#### *Tax relations*

Coordination of Federal-State-local taxes, and improvements in the tax structures of the respective governments themselves, require detailed information on income distribution, occupation and employment patterns, distribution of property values, and the like. Taxable capacity within a jurisdiction, and consequently the appropriate allocation of tax bases among levels of government, can be approached only in terms of the fundamental economic characteristics of taxpayers. Among the most complex questions continually facing State and local executives and legislative bodies, which can be clarified by such data, are revenue potential of the property tax to meet growing demands upon local government; need for new kinds of local taxing authority; fiscal consolidation (or other alternatives) in metropolitan areas; local supplements to State taxes; State and local tax sharing; State restrictions upon local taxation and borrowing authority. For these purposes, the recency of the information is of great importance because of the rapidly changing patterns of distribution which are taking place throughout the country and which greatly alter revenue potential in the various States and localities. Furthermore, the expenditure side of fiscal relations is conditioned by changing social and economic relationships and movements among strategic segments of the population, such as the concentration of low income, unskilled population in central cities, and the disproportionate number of young children living in residential suburbs. Detailed data on all of these relationships provide the necessary background for such efforts.

#### *Grants-in-aid*

Federal and State grants-in-aid must be analyzed and restructured from time to time if they are to serve effectively and economically the purposes for which they were intended. For example, State school aid to local governments is always under study in one or more States at any given time. Social and economic data provide the foundation for such analysis and review of grant-in-aid programs. For both purposes, data on the characteristics of particular segments of the population are more relevant than mere head counts.

Finally, the impact, either singly or in total, of many new and existing Federal and State-aid programs is difficult to measure because of the relative lack of current comparative statistical information, especially in growing metropolitan areas. As overall government expenditure increases for planning and public facilities of all kinds, a more frequent nationwide census would effect economies at all levels by eliminating the need for numerous and costly special surveys.

## MID-DECADE CENSUS

WEDNESDAY, MAY 2, 1962

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CENSUS AND GOVERNMENT STATISTICS  
OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE,  
*Washington, D.C.*

The subcommittee met, pursuant to recess, at 9:30 a.m., in room 215, House Office Building, Washington, D.C., Hon. David N. Henderson (subcommittee chairman) presiding.

Mr. HENDERSON. The subcommittee will come to order.

This morning we are resuming hearings on the mid-decade census. Today we will hear testimony from representatives of national organizations.

Our first witness this morning will be Mr. Jerome Pickard, research director, Urban Land Institute, Washington, D.C.

It is nice to have you this morning, Mr. Pickard. You may proceed by telling us something about the Urban Land Institute.

### STATEMENT OF JEROME P. PICKARD, RESEARCH DIRECTOR, URBAN LAND INSTITUTE, WASHINGTON, D.C.

Mr. PICKARD. I have a prepared statement here.

Mr. HENDERSON. In that regard, our time of course is short. We would appreciate it very much if you could limit your oral testimony to 10 or 15 minutes. If your statement is short, feel perfectly free to read it to us.

Mr. PICKARD. It is quite short. What I have to say is very brief and to the point.

I am research director for Urban Land Institute, an independent, nonprofit membership organization founded to promote the better planning and development of urban areas. The institute studies, analyzes, and reports on trends which influence the development and use of urban land.

Our membership is quite diverse, being composed of persons and organizations in business, government, and academic and institutional life having an interest in urbanism.

I might add something here that is not in the statement—we have a regular monthly publication, *Urban Land*, which circulates widely in the United States and Canada, and, in addition, we publish technical bulletins, research monographs and conduct panel studies of special urban problems.

On the basis of a decade of experience in urban research with four different organizations, I would like to recommend a mid-decade census for 1965, and subsequent quinquennial years. In designing

such a census, it is necessary to distinguish carefully between two quite different kinds of use of Census Bureau data:

(1) Data usage for national trends, indicators of economic conditions, population characteristics, growth, etc. These data are geared to national or large regional areas, occasionally to States. The current survey programs at the Census Bureau provide a continuing series of such data on population, migration, housing, income, retail trade, and other items, based upon sampling.

(2) Data usage for detailed local area studies. Small geographic units are desirable. Local area differences between census tracts or enumeration districts within metropolitan or urban areas are very often much greater than differences between State or regional averages. The 1960 census has provided these data on an inventory basis for a limited number of items, plus a large-scale sampling for additional items of housing, population, income, employment, and social and economic characteristics of population.

Some of the testimony previously rendered to this subcommittee seems to recognize either one or the other of these two basic types of data use. I would like to point out that the sum and substance of previous remarks does indicate a definite need for both types of data—a fact already recognized by the Bureau of the Census in its programing.

A quinquennial census would greatly aid all levels of urban research, planning, and fiscal programing by providing benchmark data in 5-year periods. At the present time, the amount of population growth in the U.S. national population in 3 years 1960-63 will approximately equal the amount of growth for the entire decade 1930-40. The rate of population growth for the period 1960-65 will be almost equal to the rate for the decade of the thirties. Between 1950 and 1960, the entire net population increase in the United States was urban, so that the urban population actually grew by 29 percent for the decade. Seventeen of our major metropolitan areas with populations of 250,000 or more increased their populations by 50 percent or more during the past decade.

Looking ahead, recently completed research on "Urban Regions of the United States" indicates that these regions of concentrated urbanism, which increased their populations from 55 million in 1940 to 98 million in 1960, are expected to grow to 170 million population in 1980.<sup>1</sup>

The average growth of urban regions in the two decades 1940-60 was an increase of about 2 million persons annually, including the addition of new regions. In the next two decades, the outlook is for a growth of some 3.5 million persons annually going into these regions. By 1980, two-thirds of our national population will be living in urban regions occupying only about 9 percent of our national territory.

All of these facts suggest that the time is ripe for the introduction of a more frequent national census, in order to provide accurate measurement of the rapid shifts in population numbers, characteristics, housing, and labor force data.

<sup>1</sup> Pickard, Jerome P., "Urban Regions of the United States," *Urban Land*, vol. XXI, No. 4 (April 1962).

As a minimum program for a mid-decade census, I would like to suggest the following:

Level 1 (complete count, six items of population data) plus complete count of housing units, type of unit, and tenure (including vacancy), combined with level 3 (25 percent sampling of selected items):

Housing: Rooms, occupancy (persons), condition.

Income: Families, unrelated individuals.

Labor force: Status—Employed persons: Occupation, industry.

School enrollment.

By the use of a complete control count, sample data for items requested could be provided on a small area basis, as in the 1960 census. At the same time, the number of questions may be held to a desirable minimum number, to include items of greatest demand and usefulness. The above list is intended to be suggestive, rather than final. Based upon my experience as research director for the Economic Development Committee of the Washington Board of Trade (1954-59), the most frequently sought data were population and income data. However, many organizations need and use housing, employment, and educational data.

A special bonus could be achieved in 1965 if, in a mid-decade census, the same enumeration districts were used as in 1960 wherever possible, so that a 5-year trend comparison would be possible within the smallest geographic unit of the Census. Of course, districts with large growth could be split, with the possibility of combining data into the original unit.

There can be no real substitute for the small area detail provided by the Census in all local area analyses in urban planning, marketing, research, and local government programs. In addition to the direct advantages of a mid-decade census, one possible indirect benefit might be the establishment of improved local area population and housing estimates for dates between censuses.

I might point out that our experience in estimating population between censuses was rather a good illustration of the difficulty of doing this. We prepared population estimates every year, using some factors obtained from a nonrandom sample survey made by one of the newspapers in the Washington area combined with estimates on housing units provided from Planning Commission surveys and a great many other sources.

One of the curious results was that our projections and predictions for 1960 turned out to be the best for one county for which we had the least data, Prince William County, and the worst for the area for which we had the most data, Washington, D.C. The central city of Washington was subject to wide variability in estimating, and in the absence of any count of population in that 10-year period, even the Census Bureau's own estimate was off by a considerable margin.

I think this just illustrates the amount of time and effort that just one organization spent in trying to estimate population between census periods, a 10-year period, and of course as you move further and further away from the original date of the census, the possibility of error increases, not arithmetically, but I would say it increases geometrically.

Mr. HENDERSON. Dr. Taeuber, would you comment on Mr. Pickard's statement with regard to the minimum program for the mid-decade census?

Do you think it would be possible to have a combination of the levels as suggested, level 1 combined with level 3, with 25 percent sampling of selected items?

Dr. TAEUBER. That is essentially what we did in 1960. We had a 100 percent count for a limited number of items for both population and housing, and then we had a 25 percent sample with an additional set of items which were not needed for the very smallest areas. The fact we had that combination gave us the possibility to use the sample material to get estimates for rather small areas.

Mr. HENDERSON. Mr. Pickard, in that regard, I want to ask you if you have given a cost estimate for this program. Have you given any consideration to cost?

Mr. PICKARD. I did not feel qualified to do that.

Mr. HENDERSON. Perhaps you know the Census Bureau has estimated that the cost would run from \$45 million to over \$100 million, depending on the level of census that would be used. Certainly, your suggestion would fall within these limits, I am sure.

Mr. PICKARD. It would seem to me it would be somewhat less than the number of questions implied in the level 4 of the Census Bureau, and whatever you can save on questions, the people in the Census Bureau would be in a much better position to estimate that.

Mr. HENDERSON. Would you like to comment on the wisdom of this committee providing the legislation and then the Appropriations Committee providing the necessary funds for your suggested type of census?

Mr. PICKARD. Is this the way it is normally done?

Mr. HENDERSON. I wonder if you want to comment on that.

Mr. PICKARD. I assume if a determination is made to take a census, the funds would be provided as they are normally in the decennial censuses.

Mr. HENDERSON. Inasmuch as you have suggested it, we can presume you would think it would be a wise expenditure of funds.

Mr. PICKARD. I do not think there is any doubt about that. I do not think I would compare it with other expenditures in other columns of the Government budget, but the economies of having a national census I think far outweigh the savings of not having one when it comes to the expenditures made by all kinds of organizations—State, cities, and private research firms and so forth—to try to estimate data in the absence of a census.

It seems to me you have to make a sort of total public and private accounting in your concepts as to whether it is economic or not to take a mid-decade census. It seems to me it is. That is an impression that takes account of not only a public budget, but also the private budgets and the external economies, if you want to call them that, of having census data more frequently for all of the people in all of the cities around the country who are doing research and using census data.

Mr. UDALL. I want to commend the witness on a very excellent statement. I am delighted to have him with us.

I might ask Mr. Pickard to comment briefly on this problem—yesterday Mr. Bowman, who is Assistant Director of the Bureau of the Budget, appeared and, to the surprise of some of us, stated he was stating the official position of the administration as being opposed to the bill before us which would provide for the mid-decade census. In lieu thereof, he suggested stepping up some of the current sampling activities of the departments concerned with housing, the Labor Department and some of the census department's sampling programs. He suggested this as an alternative and as a better use of whatever funds the Congress might be willing to provide for census-type activities in the next 8 or 10 years.

Would you agree with his position, that this would be a better expenditure than an actual head count in 1965?

Mr. PICKARD. I would disagree with that statement.

I think the import of what I have placed in my statement indicates that we are talking about two fundamentally different kinds of data which have completely different uses, and for national economic accounting and a great many uses on the broad scale, the sampling data are very good. But they do not fill the need of thousands of organizations in metropolitan areas and local communities around the Nation for local area data with reasonably detailed geographic breakdowns.

I think I might add there that we have not touched on one problem which looms quite large; that is, the problem of organization within metropolitan areas. I think we all know this problem of having a large area which is an economic unit fragmented into many small political subdivisions is an increasing problem around the country. It is particularly acute here in the East where the political units were formed in early times and have become almost rigidly frozen within small geographic units.

I think here where there are so many programs which involve the functioning of governmental units within metropolitan areas, that having more frequent benchmarks of the rapid changes and redistributions of population that are taking place within these areas will provide a better and more frequent basis for a lot of decisions that have to be made in these areas.

Mr. UDALL. I am glad to hear you say that.

Personally, I am inclined to agree with you. I for one was a little surprised at the administration which we have believed is more responsive to city problems than other administrations. It has taken a position against this bill and the strong support for this bill has come from mayors of cities and counties and municipal areas that have had tremendous growth.

Estimates and surveys, while they are useful, do not help with such things as division of sales tax revenues and apportionment by legislatures. The actual legal decisions have to be based on an official count of some sort.

It was in this area we felt his recommendations were in the wrong direction.

Mr. PICKARD. There is another area assuming greater importance constantly in metropolitan area planning; namely, transportation planning. A great deal of emphasis for a while was on highway planning. Now it is on the total transportation system. For this type of planning, data comparable to a census are most useful and needed.

Mr. UDALL. And estimates can be, and frequently are, substantially wide of the mark.

Mr. PICKARD. Unfortunately, this is true. We have not perfected a technique for measuring changes of the type that are taking place.

Mr. HENDERSON. Thank you very much for your appearance and very fine statement this morning.

We have with us this morning our colleague, Hon. Horace Kornegay, who is a very close personal friend of mine.

He will introduce our next witness, the mayor of the great city of Durham.

**STATEMENT OF HON. HORACE KORNEGAY, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NORTH CAROLINA**

Mr. KORNEGAY. Mr. Chairman and members of the subcommittee, it is certainly a pleasure for me to be here this morning and briefly appear before the committee and have the honor of introducing the mayor of one of the finest and largest cities in my congressional district, and, in fact, in the State of North Carolina.

Mayor E. J. Evans, who is the mayor of Durham, is appearing before your subcommittee, Mr. Chairman, to testify in behalf of the American Municipal Association. Mayor Evans is certainly not a newcomer to municipal government and municipal problems. In fact, he has long been identified with the municipal government operations, not only in our State of North Carolina, but throughout the Nation.

He is a six-term mayor of Durham. He is the past president of the North Carolina League of Municipalities. He is a very successful businessman. He is serving on the national advisory committee of mayors, composed of about 25 mayors throughout the United States. In addition to those things that I have enumerated, he is a great civic leader and a very responsible and fine citizen in our State and in our congressional district. So it is a real pleasure for me, Mr. Chairman and members of the committee, to have the honor of appearing here and introducing to you Mayor E. J. Evans of Durham, N.C.

I am quite confident his statement will be very interesting and enlightening on this subject.

Mr. HENDERSON. Thank you, Congressman.

Congressman Kornegay, as you well know, represents the metropolitan area, and the most highly populated congressional district in North Carolina. I happen to represent the most rural congressional district in North Carolina, and I want to publicly acknowledge that your Congressman has taken keen interest in the rural people in North Carolina, particularly in our farm problems, and I hope that you will find that I am likewise interested in the metropolitan and city problems of our State and Nation.

Thank you very much. I know your busy schedule will not permit you to join us, but we would be very delighted if you would join us.

Mr. KORNEGAY. Thank you, Mr. Chairman. I just got a call that there is a big delegation in my office to see me. I apologize for leaving.

Mr. HENDERSON. We will certainly keep you informed on the action of the subcommittee.

Mayor Evans, feel free to proceed.

**STATEMENT OF E. J. EVANS, MAYOR OF DURHAM, N.C., ON BEHALF  
OF THE AMERICAN MUNICIPAL ASSOCIATION, ACCOMPANIED BY  
DONALD SLATER**

Mr. EVANS. I want to thank Congressman Kornegay for his remarks. We are quite proud of the way he is representing us in Congress and we hope he will be here a long time.

At the outset I want to tell an interesting story that has to do with a visit of mine to Russia during the summer of 1960 when we visited one of the local schools there. The teacher was showing off the child to the visiting firemen and asked the boy to describe America as he knew it. He gets up very rigid and says: "America is a country dominated by rich people, controlled by capitalists, where the poor starve and only a handful of people eat and live well and take advantage of millions of other people," and everyone in the class applauded.

She asked another little boy, "What is the 7-year goal of Russia?" and this boy stood up and said "The goal of the 7-year plan is to catch up with America."

We are dedicated to a 10-year plan that goes back to its start in 1790 when the rapidity with which changes were made in this country were much slower than they are at this stage of the game, as pointed out by the speaker who just preceded me.

I am going to read from my statement and then have one or two little comments about the main problem I think that is involved here.

Mr. HENDERSON. Would you identify your colleague?

Mr. EVANS. Mr. Don Slater of the American Municipal Association. He is a graduate of the University of Oklahoma and the Princeton Institute of Political Science.

Mr. Chairman and members of the committee. I am E. J. Evans, mayor of the city of Durham, N.C. I appear before you today in behalf of the American Municipal Association, an organization representing over 13,500 municipalities, in support of H.R. 1100, a bill to authorize a quinquennial census of population. At our last annual meeting, the American Municipal Congress, held in Seattle last August, representatives of the Nation's local governments adopted the National Municipal Policy—1962. I would like to read you a part of this policy which is most relevant to your consideration of this legislation.

Economical and efficient operation of municipal government depends in part on adequate information and State and Federal agencies which collect and distribute facts on municipal government should be encouraged to strengthen and expand their work.

It is highly desirable to discuss public matters on the basis of fact, but only a minimum amount of comparable information is now available on a national scale. Municipal policy should be directed toward the strengthening of the agencies which collect and publish desirable municipal data.

Because of the continuing high rate of population increase and the highly mobile nature of our population, we recommend to the Congress that it institute a quinquennial census of population.

In this connection, it might be well to note that our association also favors provision of adequate funds for taking the census of governments at 5-year intervals as authorized by law and for the maintenance of current Bureau of the Census reporting on governmental finances and employment.

Mr. Chairman, the Nation's local governments provide the immediate, vitally necessary services to America's increasingly urban civilization. At the local level, we must create a climate for the full development and utilization of the human and economic resources of the Nation. We do, indeed, accept and welcome this responsibility. In fact, we oppose any effort to delete or delegate this primary aim of local government.

In the effective discharge of our responsibilities, however, we face a series of extremely complex problems. Some cities have an aging physical plant requiring renewal and restoration as well as intensified local government services. Some municipalities face the impact of a staggering population growth rate with an influx of immigrants of rural origins and young families with a great demand for schools, sanitation facilities, and other municipal services.

Mr. JOHANSEN. Mr. Mayor, and this is not said seriously, our rural folks who move into town are not going to be land immigrants.

Mr. EVANS. Hardly. What we do is to move our city limits out and take them into our family.

Some municipalities must deal with acute problems in juvenile delinquency control, unemployment, and underemployment, an aging population, a concentration of minority group population, and a declining population. The list could be expanded indefinitely, for where there are people with problems, the first agency receiving their demands is their municipal government.

Municipal governments must develop the plans and programs which are necessary to meet these problems. The modern responsibility of municipal government includes provision of a wide variety of public facilities, including, to name but a few, water supply, transportation facilities, streets and roads, sidewalks, curbs, gutters, drainage facilities, subdivision development, zoning control, schools, recreational facilities, proper housing, and commercial and industrial development, in short, the necessities of urban life. Planning for any and all of these public necessities requires the maximum in factual data.

The facts, here, come largely from the census of population. When we make decisions in municipalities on such subjects we must have the most information possible on the population these facilities are intended to serve. A sewage treatment plant which will efficiently serve a population of, say, 25,000 will not be efficient for a population of 50,000. When we program any basic public facility, we must judge its capacity in relation to our needs and means. For this determination, we must know what our population is now, what our facilities are, what the characteristics of the population are, what we can expect all of these to be like in the future. If we had to make decisions in 1959 concerning investment in any public facility, we would have been working with a census count which was 9 years old and projecting growth rates and other factors into a future from an out of date past estimate. This can place our public planning at a serious disadvantage which can only be overcome by more accurate, up-to-date figures.

There is no doubt that prudent investment of vast sums of public money should be made with the best possible data in hand. It seems to me that this is the only way to be sure that the public dollar will actually buy what it is intended to buy. When we design a facility to serve our people locally; it should do just that. It should not be ob-

solete soon after it is finished. Simple economics require that we build facilities which will serve their intended purpose for the maximum time. Adequate census data is the cornerstone of this effort.

Mr. Chairman, a 10-year census is an indispensable tool for our national planning—both public and private. No one would seriously suggest that we conduct the census every 15 or 20 years because of the cost of the operation. The information obtained from this national survey of facilities is just too important. I think we have every reason to believe that holding the census at 5-year intervals would more than double its effectiveness, just as moving it back to 20 years would more than double the need for a decennial census.

As all Congressmen are well aware, the Federal Government has already recognized the national character of many of the problems which face local governments and the stake of the Nation in preserving vital municipal centers. Congress has, wisely, we think, enacted housing legislation to stimulate new home construction, urban renewal, slum clearance, public housing, and residential conservation and rehabilitation. Federal laws now aid municipal governments in the fields of airport construction, hospital construction, community facilities planning and construction, sewage treatment plant construction, urban highways and mass transportation, and other programs. The successful operation of these programs depends upon sound national and local planning working with accurate population data. To get the most out of these public dollars, we must have up-to-date population data used by the planners and administrators of the programs as well as the decisionmakers who must evaluate the basic needs and the decision to effectuate any given governmental action. I would suggest that Congress, in its decisions on these programs, would benefit from more updated census data. The same observation would apply, I think, to the decisions which must be made in the executive branch of the Federal Government concerning these programs. Here, as is the case locally, it is a question of whether the expenditure of great amounts of funds are buying what they are intended to buy, or, are they being devoted to a problem which has passed rather than to the problems which are emerging.

Mr. Chairman, in closing, let me say that I think that you and the members of the committee are to be highly complimented for your devotion to this problem. The record of the previous field hearings which this committee has held, the many experts and local officials which have been afforded the opportunity to appear before you, clearly indicates that you have sought the public interest in the highest congressional traditions in this matter. We are certain that the preponderance of evidence from expert and layman alike supports our contention and we request your favorable consideration of this legislation.

Mr. Chairman, I perhaps am a little more familiar with the State of North Carolina than most of the other States in the country, and in our particular area I am going to localize this thing as much as possible from the city of Durham's viewpoint.

Mr. HENDERSON. Would you inform the committee of your population growth?

Mr. EVANS. We went from 60,000 to approximately 80,000 in the last 10 years. The rate of growth since that time is a development

of the research triangle, Duke University, the University of North Carolina State College in Raleigh and Durham. They are sponsoring at this particular time a 5,000-acre area that we feel within the next 5 years will rival Palo Alto, Calif., as a research center. We call Durham the City of Four C's, cigarettes, colleges, churches, and now the city of research.

To get back one of the benefits we as a local community would receive from this type of initiation, we have an allocation in North Carolina of highway funds for roads which you are no doubt familiar with, which is quite generous. I think we are one of the early developers of that plan.

Our local community receives these funds on the basis of the population on a formula determined by the population and miles of roads that we have.

In the last census, 40 percent of our counties increased their population with about 60 percent decreasing. Those increasing have an added burden, and the amount of the funds allocated as a result of the redistribution of funds based on the population figure we think would be very helpful to the proper handling of the responsibilities of the community.

As far as Congressman Johansen's question about the adjacent areas is concerned, when we find a concentrated population group developing outside the city limits seeking local benefits, we cannot always move out and take them into the city limits and give them the services they require without additional funds.

I note, as the previous speaker pointed out, the great problem in this is the financial cost involved. While I feel there are two separate questions involved, one is the question of the necessity of a census more often and the benefits to be ascertained from this census, I think the question you can no doubt come up with an answer very well on is, the cost is going to be a burden.

Here I might suggest, and this is not the official position of the American Municipal Association as such, they are primarily concerned with the quinquennial census and the benefit there to the entire country, but my personal viewpoint on this is that the areas that would receive the greatest benefit from this census might be tapped for a certain kind of participation in the cost since they have specified benefits to receive. We do it sometimes in setting up a parking area. The adjacent buildings get the greater benefit from this parking area. So the allocation of the cost to serve areas that receive the benefit might be considered in an effort to reduce the overall cost. I think it would have to be minor because the census is an expensive undertaking.

I think it would indicate the willingness on the part of the cities who get the greatest benefit to sharing a proportion of the greater cost.

Mr. JOHANSEN. I am delighted to hear that particular testimony. I am a little shocked by it. It is a welcome shock.

I have wondered whether, as a corollary to that, and possibly in lieu of a 5-year census, there could be greater use probably on a shared cost basis of specific census studies tailored to specific needs rather than attempting this overall population count every 5 years.

Mr. EVANS. I think you have a very fine approach. I think it is practical, too.

For instance, we might say the rural areas do not receive quite as much benefit out of this particular study, and here of course I am representing the cities of our country. I realize you gentlemen have the problems on a countrywide basis.

I think a formula of some kind might be developed to see if you could equalize that cost where it gave the most benefit to those communities.

Mr. HENDERSON. I do not know whether you are prepared to comment on the administration's witness, Dr. Bowman, in opposing this specific bill, but I would like to give you an opportunity to comment on it if you feel so inclined.

Mr. EVANS. I know very little about the administration's position. I do not know whether Mr. Slater has anything he would like to add.

I do know, and this comes from close contact with the head of a Government for a period of 12 years, that financial problems are very acute. I know that the burdens the Government have undergone recently have made them very expense-conscious. I feel the investment in this kind of thing will reap such benefits in the planning and the expenditures on the local level that the out-of-pocket expenses to the Government will be of short duration.

I would say the administration is particularly concerned with short-sighted problems rather than the long-range benefits from an expenditure such as this would take.

Mr. ROUSSELOT. You mentioned in your talk about the need for accurate population data. Does your city maintain any kind of a fact-gathering service to supplement regular 10-year censuses?

Mr. EVANS. We do.

Mr. ROUSSELOT. Will you describe that?

Mr. EVANS. We do that with the local utility companies, the gas company, the telephone company, and the electrical company.

We get information weekly on the number of new meters put in by many of the companies with an attempt to identify the number of people in the families tying up to the utilities. The most valuable part of that comes from the gas and electric utilities.

We found our control of population figures missed the accurate census quite a bit. Most of the cities use this same thing we do. I am thinking of a city very close by to us who estimated they would go beyond 100,000, and they went out and took in large areas in order to make sure, and they found in spite of all their planning and hopes they were considerably short of the figure they anticipated. They were using all the known helps they had.

I do not know why that is, unless there is a greater number of people, or a less number of people, available than the plans point out.

Mr. ROUSSELOT. In your administration, do you have a central point that gathers this kind of data, or do you rely entirely on these utility figures?

Mr. EVANS. We have a planning commission which collects this data, from the various agencies involved, and we have a directory service that comes around and contacts everybody to get their identity. We correlate all this material in our planning department office. We pinpoint it on maps to see where our problems are developing and try to plan accordingly.

Mr. ROUSSELOT. Your planning office acts as your temporary census?

Mr. EVANS. That is true.

Mr. ROUSSELOT. Do you feel it would be less expensive to just expand that than it would be to have a Federal census?

Mr. EVANS. I would say it is inaccurate in its present handling of the figures, and the only manner it could probably be done would be like the census does it, and I think this would be too much of a financial burden for the local communities throughout the country to handle.

Mr. ROUSSELOT. Because I serve on the Banking and Currency Committee, I am interested in your remarks about housing legislation.

Do you have any need for a census in relation to these functions?

Do you have a great deal of public housing in your area?

Mr. EVANS. Not a great deal, sir.

Mr. ROUSSELOT. Why do you comment on this?

Mr. EVANS. We have some.

The problem there is trying to make the public housing that we have do the job that is needed to be done. In other words, we have just started construction on about 50 apartments for the aged, 65 and older, people who need that type of living accommodations.

We have nearly 300 people who are qualified on their financial need for this particular thing.

We have an urban renewal program that has brought about some relocation housing that is just merely touching the need as far as the moving out of these people from the slum areas is concerned.

I feel personally the health and the welfare and the safety of the community is tied up with the proper housing of people from the slum areas as they are cleaned out because, if they move out into other areas where they do not receive the benefits they feel they are entitled to, they create police problems and other problems, and their earnings are rather limited, and I think public housing is the only way in which we can actually insure the safety of a great many of our communities by providing for these people in the marginal area. This responsibility that each community would have to undertake to make its own census would in the long run be much more expensive than on a nationwide basis, if you pooled all the amounts that local communities were called upon to put in compared to the centralized expenditure that the National Government would make.

Mr. ROUSSELOT. You mention you feel that a Federal census could contribute to your ability to react more properly to the problems of housing legislation as it relates to public housing. How would this be helpful to public housing?

Mr. EVANS. Well, I think it would give us a basis.

In this point 4 plan we had this past year, they made a review of housing facilities and what was available. We studied this, and use it as a basis for determining some of our needs—the number of people poorly housed, the substandard dwellings in which they were involved. This is the kind of survey that was of a great help to us in our long-range planning.

Mr. ROUSSELOT. I am not sure I understand how a Federal census would determine whether those people would go in public housing or not.

Mr. EVANS. Purely from the point of view that normally when you make a study of this on a local basis, you do not get into the income level of the entire community. Here, we have the survey made by the Federal Government that shows us the income level, the present housing facilities, those in substandard facilities. We can take this entire picture and then use it as a basis for determining our public housing needs. It would not come from just one particular area that was deteriorated. We would get a picture of the whole community.

Mr. ROUSSELOT. You cannot do that without the Federal Government?

Mr. EVANS. We could. It would be rather expensive. It is one of the benefits we get from the Federal Government census. I imagine we could, but it would be rather expensive.

Mr. JOHANSEN. Yesterday, Dr. Bowman's testimony listed the arguments that have been advanced for a mid-decade census, and the uses that would be made of it which are offered as an argument for it, and then he made this statement:

If the above objectives of the mid-decade census were to be met, nothing short of essentially duplicating the 1960 Census of Population and Housing would suffice.

My question goes to whether the thing you and the organization you represent, the American Municipal Association, are advocating is an all-out virtual duplication of the 1960 census, or whether you are advocating some modified version of it.

Mr. EVANS. I think, sir, we feel the best job is the complete job. This is No. 4, I believe, in the various proposals.

I feel the difference between 70 million and 100 million on a nationwide basis, considering the complete picture that you could present, is a well-founded expenditure. It is very much like the survey that an efficiency expert would come in on a firm and make compared to a detailed survey he would make that is much more costly. Yet the benefits, I think, received from that complete survey, say between \$30 and \$40 million on a 5-year basis, would be much greater than the burden of paying that additional amount.

Mr. JOHANSEN. I do not want to be unfair, but why every 5 years?

When are you going to come in and ask to make it every 3 years, every 2 years, or every year, or continuously?

Mr. EVANS. My specialist over here has a viewpoint I think is important. It ties in with the fact that it takes a period of time to digest these figures to properly plan ahead.

I think too often a census would be wasteful, just as we might adopt a 7-year plan if we use the Russian figure instead of a 10-year plan. I think the shorter periods of time give us closer access to the reasons for the planning. I think when you get much below 5 years, the change would be so slow that it would not be indicative of the trend, the change during that period of time.

Mr. JOHANSEN. Very frankly, some of us are worried about the capacity of the Federal Government to digest much more debt. I am not sure the administration has the consciousness of cost that the gentleman has attributed to it. I see some indications pointing gravely in the opposite direction. Some of us are extremely worried about some of these cost matters.

Mr. EVANS. I share your concern.

Mr. JOHANSEN. In part it is because the Federal Government has gotten into a lot of these areas of local financing that we have no business being in, so now we are reaping the harvest.

Mr. EVANS. I share your concern as a businessman, and realize what you are saying is true.

Every now and then a business is called upon to make what we call a soul-searching study of its particular problems, and I think a census points up one of those areas where the Government can get a very fine return for its investment.

Mr. JOHANSEN. I will say to you, you being a businessman, if I thought a mid-decade census would provide the data that would enable the States and local communities to regain and reassert the responsibilities that properly belong to them and not the Federal Government, I would vote for it in a hurry. Mr. Evans, your statement has been most helpful to the committee. We appreciate your very enlightening and frank discussion.

Our time is very short. It has been a pleasure having you with us this morning.

Mr. HENDERSON. Our next witness is Dr. Albert Bailey, American Public Health Association.

We are delighted to have you with us this morning.

#### STATEMENT OF DR. ALBERT BAILEY, AMERICAN PUBLIC HEALTH ASSOCIATION

Dr. BAILEY. Thank you.

My name is Albert Bailey. I am here as a representative of the American Public Health Association, not as a representative of the Commonwealth of Pennsylvania Department of Health.

I have read with interest, Mr. Chairman, the transcript of the proceedings of the hearings that you held in New York and Chicago and Los Angeles, and in the light of your gracious letter to the Washington representative of the APHA, I think it would be presumptuous of me to take up the time of this committee with a lengthy oral presentation to follow my written statement.

I have, therefore, tried to put into that written statement the position of the American Public Health Association as fully as I see it, and very briefly, with your permission, if you will not misconstrue my brevity as any indication of my interest in this bill, I would like to mention one or two things in support of H.R. 1100.

Mr. HENDERSON. Dr. Bailey, without objection, the full statement will be printed in the record at this point, and you may proceed as you suggest.

(The prepared statement of Dr. Bailey follows:)

#### PREPARED STATEMENT OF THE AMERICAN PUBLIC HEALTH ASSOCIATION, PRESENTED BY ALBERT E. BAILEY, PH. D.

Mr. Chairman, my name is Albert E. Bailey. I am director of statistics and records for the Pennsylvania Department of Health. My office is located in the Health and Welfare Building at the State capital in Harrisburg, Pa. Today, however, I represent the American Public Health Association, of which I am a fellow and a member of the statistics section. I would wish the record to show that the American Public Health Association by formal resolution, the most re-

cent of which was in 1958, is emphatic in its support of a mid-decade census as provided for in H.R. 1100 of the 1st session of the 87th Congress.

The association which I represent is an organization of more than 13,000 public health workers whose mutual objective is the prevention of disease and the promotion of health. In addition to the annual meeting of the association, held each year in a different city in our Nation and scheduled for 1962 in Miami, Fla., annual meetings of State affiliated societies are held in each State. I have noticed with interest, Mr. Chairman, that such State meetings are often programed around a central motif or theme, and I have attended several which took as the rallying point for their discussions the same theme, "Public Health is People."

At several such meetings I have heard a distinction made between the physician in private practice and the public health physician. The private physician, it is said, has as his patient an individual, and the concern of the doctor is the treatment of some morbid condition in that individual as a person. The public health physician, and indeed the public health engineer, or nurse, or statistician, or veterinarian, or sanitarian, thinks in terms of a group of people, or a population "community," and his concern is the prevention or control of disease in that collection of individuals, whether it be a town, a county, a State, or the Nation. While it is important for the public health worker to know something of the composition of the population he serves, it is fundamental and basic that he know its size or, if you like, its number. That is why the decennial census of the Nation is one of the working tools of public health administration, of public health planning, and of public health statistics. It is also why a census every 10 years is not sufficient for a sound public health program.

The public health administrator must work within the framework of a governmental agency to achieve the objectives of an effective program through the wisest and most productive use of the resources of personnel and taxpayers' money. Yet both people and money must be directly related to the number of people to be served and under the present system of decennial censuses that number becomes an estimate and not a count with each year that passes since the date of enumeration. I am aware, Mr. Chairman, of the various methods set up as guideposts for estimating population. I know, too, that whatever the method, consideration must be given to the fact that our people feel no yoke of restraint that holds them to a hometown if opportunity beckons elsewhere. Last week I heard the Secretary of Health, Education, and Welfare say that more than 5 million people each year cross State lines with the intention of taking permanent residence elsewhere. Until some device has been designed to give demographers a method of measuring this movement of the population, the public health administrator needs more than the decennial census to tell him where to place his staff and allocate his budget.

Similarly, Mr. Chairman, the public health planner needs more than an educated guess as to the direction his program must take in relation to the number of people to be served. It is a platitude of world-wide public health that "Disease knows no geographic boundaries." This is true of the battle against disease. The one best place to station a mobile X-ray bus for tuberculosis screening, the location of infant examination clinics, the house-to-house survey to determine possible exposure to a case of diphtheria, the establishment of health educational centers for our aging population, these cannot be haphazard decisions in a public health program, and basic to each is a count of the population to be served, so that the planning preparations for disease prevention, or control, may be quantitative as well as qualitative.

Further, Mr. Chairman, is the need of the public health statistician for accurate population information. I have heard it said that the whole study of disease epidemics can be represented by a fraction, the numerator of which is the number of persons infected with the disease, while the denominator is the number of persons "at risk." This concept of a fraction is basic to such statistical computations as the crude birth rate, and the crude death rate, as well as the various mortality rates for the respective diseases. To know the number of deaths in a given geographic area may be helpful as general information but it gives us no opportunity to establish trends or to make comparisons unless we can relate that number to the size of the population in which these deaths occur. So far in our Nation, Mr. Chairman, an actual nose-count is our most accurate method of determining how many people comprise a given geographic unit—and the longer the time interval between such counts, the greater the loss of accuracy in the total arrived at.

In this statement I have touched briefly on three of the phases of public health which lean heavily on census data. I could go down the list of each of the many disciplines that are represented in the membership of the American Public Health Association, and the need for such information, accurately arrived at, would become more apparent as we ticked off each professional specialty. I have read transcripts of the testimony taken at hearings held by this subcommittee in Chicago, Los Angeles, and New York. I would be remiss, Mr. Chairman, if I did not voice some expression of appreciation on behalf of the American Public Health Association for the thorough, painstaking, and embracing nature of the exploration of public and professional opinion in relation to H.R. 1100. It is not my intention in this statement to gloss over some points of opposition which have been suggested in the testimony you have heard. The item of the cost of a middecade census is one which only you and your parent committee can put in proper perspective in the Federal Government's spending pattern. I would be speaking from an overenthusiasm, perhaps, if I suggest that from a public health standpoint we can't afford not to have more accurate population counts. The suggestion that a sample census would serve the purpose must be discounted because the accuracy of a sample count decreases in relation to small population units, and sometimes in public health such small units are of paramount importance.

The probability of having population areas pay for a special census is fallible, because almost inevitably, some areas would find the expense too great a burden or too low on the list of financial priorities. It is difficult enough to fit together the jigsaw pieces of a community's health, without having some of those pieces missing completely.

Yes, Mr. Chairman, public health is people, and the American Public Health Association is dedicated to the proposition that the people are deserving of the most effective, most modern of public health techniques. That is why as the representative of that association, I assert that a census held as infrequently as every 10 years is neither modern nor effective.

Dr. BAILEY. Thank you.

Since the period 15 years ago when I was with the Bureau of the Census, as a member of what was then the National Office of Vital Statistics, there have been, as Dr. Taeuber well knows, a great many changes in the method of handling census-collected data. These changes are, in effect, modernizations. For example, we now have computer handling of data.

By the same token, since the 10 years that I was with the Public Health Service here and in the old Federal Security Building, the changes in methodology of census estimates have been almost as striking as the changes in the landscape of our Nation's Capital.

We have several different ways of estimating population between census periods. But in one respect, we have not changed since the 15, 20, or 50 years ago that first established the real problem of census estimates, and that is, a measurement of the mobility of the population.

Last week I heard the Secretary of Health, Education, and Welfare say on television that he estimated that 5 million people each year leave their homes with the idea of taking up permanent residence somewhere else in the United States. If we knew where those 5 million people will light, if by some magic formula we could add them to the natural increase of the population, the number of births over the deaths, if we could add them to the known number of people that come into the United States from out of this country, we could come up, I think, Mr. Chairman, with a pretty accurate estimate of the population of a State, or a county, or the Nation in the years between the census.

The importance of this in public health I have emphasized in my statement, but let me give you one illustration.

In many States in our country, local or county health departments receive from the State government funds for their programs on a per capita basis. In order to do this in between censuses, someone has to estimate the population of that county in order to determine how much money they are going to get from the State government.

Mr. HENDERSON. May I interrupt there?

You say "estimate". Is it not true as a matter of fact, they have to use the head count of the census data which may be several years old.

Dr. BAILEY. Actually, I think now they may use the head count as the base line and adjust it each year, Mr. Chairman.

Mr. HENDERSON. That is true in some States, but under some laws they cannot use any such estimating.

Dr. BAILEY. That is true.

Mr. JOHANSEN. Do you have, or could you supply this committee with, instances or examples of States in which this procedure is followed and is permissible under the law?

Dr. BAILEY. I very definitely can, but I would have to supply it in documentary form.

Mr. JOHANSEN. I would appreciate it, Mr. Chairman.

As the chairman says, undoubtedly there are States where that is specifically prohibited, or not provided for.

Dr. BAILEY. I am sure that is true.

Mr. JOHANSEN. But if there are States where it is provided, I think we ought to take a look at it and see the basis on which it is provided, and how well it has worked.

Dr. BAILEY. Right.

Mr. HENDERSON. I think it would be very helpful, Dr. Bailey. You might coordinate with the Census Bureau and find if that information is already available. If you would take that responsibility, it would be most helpful.

Dr. BAILEY. I would be glad to do it.

(The information requested follows:)

COMMONWEALTH OF PENNSYLVANIA,  
DEPARTMENT OF HEALTH,  
Harrisburg, May 4, 1962.

HON. DAVID N. HENDERSON,  
Chairman, Subcommittee on Census and Government Statistics, Committee on  
Post Office and Civil Service, House Office Building, Washington, D.C.

DEAR CHAIRMAN HENDERSON: In accordance with your request, and that of Congressman Johansen, I am pleased to supply a copy of Pennsylvania's local health administration law (Public Law 1304, Aug. 24, 1951). You will note that the definition of "Population" on page 4 provides that the State secretary of health may use an estimate of population available from an agency of the Commonwealth if he feels that the most recent decennial census figures do not accurately represent the true population. On pages 20, 22, and 25 of this act the population estimate for a county is related to the allocation of State funds to a county department of health. Also enclosed is a table showing some differences in estimates for the same county. When this difference is translated into dollars it can have a very definite effect upon the administration of a county health program.

May I take this opportunity, Mr. Chairman, of expressing my sincere appreciation for your kind and courteous conduct of the hearing during my testimony as the representative of the American Public Health Association. The Subcommittee on Census and Government Statistics, under your guidance, is investigating H.R. 1100 in the very highest tradition of congressional efficiency.

Yours truly,

ALBERT E. BAILEY,  
Director, Division of Statistics and Records.

*Some examples of the difference in population estimates for Pennsylvania counties*

County	Year	Estimates prepared by the county	Estimates prepared by the official State agency
Bucks .....	1959	308,639	294,800
Philadelphia .....	1959	2,198,000	2,125,100

(i) "Population." This term means the number of residents, according to the most recent decennial census figures certified by the U.S. Department of Commerce that are available on the first of December of the year preceding the calendar year in which such figures are applied in accordance with sections 4, 20, and 25 of this act, except that when the State Secretary of Health finds that such figures do not accurately represent true population because of migration or changes in birth and death rates, he shall designate which estimates of population available from an agency of the Commonwealth or Federal Government are more accurate, and in such case the term "population" means the number of residents according to the most recent of the designated estimates available on the first of December of the year preceding the calendar year in which such figures are applied in accordance with sections 4, 20, and 25 of this act. No finding and designation of estimates made by the State Secretary of Health under this subsection shall be effective, unless he gives notice of such finding and designation to all county departments of health, and to municipalities eligible for State grants under section 15 of this act, before the first of January of the year in which the estimates are to be applied. During the calendar year 1951, the most recent decennial census figures certified by the U.S. Department of Commerce shall be used. (*Commonwealth of Pennsylvania, Public Law 1304, Aug. 24, 1951.*)

Dr. BAILEY. The point I was leading up to is, every year when it comes time to allocate these moneys, the estimate of population made by the official State agency, and the estimate made by the county, in other words, the estimate made by the people who are giving out the money and the people who are getting it, are poles apart. And the problem here is, who is going to prove who is right and who is wrong.

These are estimates. They are not counts. And by that token, if we could know with some accuracy we would be able better to allocate the taxpayers' own money for better health programs.

Let me close with one further point because I was tremendously interested in hearing the question regarding "What are you going to do about a 3-year census, or a 2-year census, or a 1-year census?"

I was also interested to know that you want to find out whether a census conducted mid-decade would have to be as complete as the 1960 census.

My answer to that, Mr. Chairman, is that if the census were held in 1965, yes, it should be as complete as the 1960 census, for one reason.

In the 5 years that have elapsed since the last census, if we duplicate the type of information we are trying to get, we have a benchmark from which we can project future censuses and see where we have been making our mistakes in estimates, and what kind of changes are occurring most rapidly.

Mr. JOHANSEN. May I interrupt at this point?

Are you implying by that statement that the 1965 census should be a complete duplication but not necessarily the subsequent 5-year census?

Dr. BAILEY. Exactly.

You gentlemen of Congress know, perhaps, of the interest that we in Pennsylvania—and here I speak personally and not as a representative of APHA—have in knowing something about the change in our population pattern between censuses. This applies to the public health administrators, the public health planners, and public health statisticians. It has been said that public health is people in the truest sense of the word, and the American Public Health Association feels that to bring health to the people of the United States they need accurate information in planning its programs.

Mr. Chairman, I will stop my presentation here because I know your schedule.

Mr. HENDERSON. It has been suggested that Dr. Taeuber may comment on the number of States that have agencies to prepare estimates used in the allocation of funds and otherwise.

Dr. TAEUBER. Subject to verification of the records, immediately three States come to mind. The State of Washington has a State census board which, as we understand, prepares estimates used for the allocation of funds. The State of Oregon has a much more recent organization that has the same function. In the State of California a change was made fairly recently and, as I understand it, now the State department of finance, prepares estimates for localities, communities, and counties on request, but the community has the option of challenging the estimate from the State and requesting instead, at their expense, a Federal census. Unless they challenge the estimate prepared by the State, the State estimate becomes the official estimate for the allocation of funds.

Mr. HENDERSON. Will you supply for the record as best you can the exact situation?

Dr. TAEUBER. Yes, sir.

(The following was submitted for the record :)

The Bureau of the Census has not made an exhaustive study of the use of State or local population estimates for legislative or administrative purposes. A survey of the activities of State agencies in the preparation of local population estimates, conducted by the Bureau in 1960, indicated that in all but four States local population estimates were prepared by some State agency. However, information was not collected on whether such estimates were used for a specific legislative purpose.

It has come to our attention that in three States—California, Oregon, and Washington—such estimates are used systematically for the allocation of State funds to local communities on the basis of population, and it is possible that in some other States a similar use is made of the estimates. In some instances they are used for other legislative purposes. In Ohio, for example, a series of estimates which were prepared privately under contract with the State government are used to meet the administrative need of the department of liquor control.

The State of Massachusetts conducts a mid-decade census which is presumably used as a basis for apportionment to the State legislature. In New Hampshire, the law requires that the "head tax commitment" report be filed by each city and town with the State government, and in Kansas a State census is conducted annually by the State board of agriculture. In addition, in nearly all States, State funds are allocated to local communities for schools on the basis of figures derived from school censuses, statistics on average attendance, or on school enrollment.

Mr. JOHANSEN. I would like to respectfully suggest to my colleagues that the experience of these three States in this area might be invaluable to this committee, and considering the fact we are dealing with \$100 million here I think it would be well to have some folks from those States come here and testify about it.

Mr. HENDERSON. I believe they testified in Los Angeles and, if my recollection is correct, all three States supported a mid-decade census. It would be helpful, Dr. Taeuber, if you would provide to the members of the committee a list of those States that provide those estimates.

Dr. TAEUBER. Yes, sir.

Dr. BAILEY. Mr. Chairman, may I suggest the States Dr. Taeuber mentioned used State tax money in several programs. In the States I was talking about the funds were in the public health program.

Mr. HENDERSON. Any further questions?

Mr. OLSEN. Do you know how much public health money is spent per annum, the State and local and Federal amount?

Dr. BAILEY. I do not know what the Federal amount is. I know in Pennsylvania we have a budget in excess of \$16 million, combining State funds and Federal grants.

Mr. OLSEN. You do not have any idea how much public health money is spent per annum as compared to \$100 million for a mid-decade census?

Dr. BAILEY. No; I cannot answer that.

Mr. OLSEN. That would be an easy figure to get, would it not?

Dr. BAILEY. Yes, it would be.

(According to the Social Security Bulletin (November 1961) an estimated \$26.5 billion was spent on health and medicare in 1960. Of this, some \$6.2 billion were public funds—Federal, State, and local.)

Mr. HENDERSON. Any further questions?

Mr. OLSEN. I have a few more questions.

I suppose that to determine the gravity of an epidemic it is necessary to know the population of a given place?

Dr. BAILEY. Yes.

Mr. OLSEN. I was reading an article in Coronet magazine some days ago that spoke of cancer communities and cancer families and tuberculosis communities and tuberculosis families, and a census is necessary to determine that, is it not?

Dr. BAILEY. Particularly with respect to the communicable diseases. I do not know about cancer because we have not established how it is passed from one person to another, but particularly in diphtheria it would be important to know in what part of a city, and so forth, it occurs.

Mr. OLSEN. I wonder if a census might establish whether or not cancer is communicable?

Dr. BAILEY. It would establish how many people in a family have cancer but not whether it is communicable. The U.S. Public Health Service has a continuing morbidity survey of the country in which information of this type is gathered on families.

Mr. OLSEN. And Census perhaps would know if this is of epidemic proportions?

Dr. BAILEY. Certainly of communicable diseases they would know. I have not heard, though it is not without the realm of possibility, of an epidemic of cancer.

Mr. OLSEN. But knowing the number of cases of certain diseases and the population of the community is a way of making that determination?

Dr. BAILEY. That is in my written statement.

Mr. OLSEN. Thank you.

Mr. HENDERSON. Mr. Udall, do you have any questions?

Mr. UDALL. I simply wanted to commend Dr. Bailey on a very interesting and forthright statement. When we have an expert witness such as Dr. Bailey is I adopt the policy of relying on his statement rather than asking questions. I want to commend Dr. Bailey on his excellent statement.

Dr. BAILEY. If I may end on a facetious note, I wonder if Congressman Udall found those missing Indians?<sup>1</sup>

Mr. HENDERSON. Before we dismiss you, Dr. Bailey, would you like to comment on the position taken by Dr. Bowman yesterday, speaking for the administration, in opposing this bill? If you do not feel you have had sufficient opportunity to analyze his statement, you may say so.

Dr. BAILEY. I will say a very brief word and it is very much in line with what Congressman Johansen has said. Before the Federal Government can indicate its support of a program which obviously is going to cost a lot of money, it has to make sure it will get value received. I do not know who puts the dollar sign on public health. I do not know how much we know about the relationship between population problems, crowded housing, and some of the other things which are as much demographic as they are public health, and until I know how much one human life is worth in terms of dollars I cannot say if this will cost too much or not enough, Mr. Chairman.

Mr. HENDERSON. It was my personal conclusion yesterday that Dr. Bowman's particular concern was not the expenditure of money in this regard but how it would be spent. He wanted it spent in special surveys and such matters rather than on a mid-decade census. Do you care to comment on that?

Dr. BAILEY. I think I can best comment by giving you my experience in the realm of vital statistics. Every year the data we have on vital statistics, births and deaths, and so forth, are reviewed to see if the information furnished is worthwhile. It would seem the same test could be applied to the census taking. Every time a census is planned 5,000 people want something on there that it is absolutely impossible to get on there. I am not sure the kind of things referred to by him can be measured by surveys, but basic to the whole thing is a nose count of the population.

Mr. HENDERSON. I know you have the highest confidence in the use of census data, and I am sure you feel that the expenditure of money in the present census program is a wise expenditure of public funds.

Dr. BAILEY. I do, indeed.

Mr. HENDERSON. The thing that disturbed me and the members of the committee yesterday in regard to Dr. Bowman's testimony is that it seemed the Budget Bureau wanted to substitute other statistics when we have proven the value of census data in local areas.

Dr. BAILEY. I think there is a danger of too many experts, particularly when some turn out not to be experts.

<sup>1</sup> See Mid-Decade Census, pt. 2, Los Angeles, Calif., p. 252.

Mr. HENDERSON. Thank you, Dr. Bailey. It has been helpful to have you before the committee.

Dr. BAILEY. Thank you, Mr. Chairman.

Mr. HENDERSON. Our next witness is Mr. Robert D. Van Fossen, Director of the Bureau of Governmental Research, Inc., Cincinnati, Ohio.

We certainly do not overlook the fact you have traveled this great distance to be with us this morning, Mr. Van Fossen. You may proceed in any manner that you feel is helpful to you.

**STATEMENT OF ROBERT D. VAN FOSSEN, DIRECTOR, BUREAU OF GOVERNMENTAL RESEARCH, INC., CINCINNATI, OHIO**

Mr. VAN FOSSEN. Mr. Chairman, I am very grateful, actually, for the opportunity of appearing here. I feel that at least an exposition of our point of view on this, if it is helpful to your committee, we are glad to give for what it is worth.

I have filed a statement with you.

Mr. HENDERSON. Without objection it will be inserted in the record at this point.

(The statement follows:)

PREPARED STATEMENT BY ROBERT D. VAN FOSSEN, DIRECTOR, BUREAU OF GOVERNMENTAL RESEARCH, INC., CINCINNATI, OHIO

The Bureau of Governmental Research is a nonprofit organization that was founded 37 years ago to serve the citizens and public officials of the city and school district of Cincinnati, the county of Hamilton, the State of Ohio, and the political subdivisions thereof, through scientific research and educational publication which will develop the theory and advance the practice of public administration. It also serves as a coordinating agency for the city of Cincinnati, Cincinnati Board of Education, and Hamilton County.

At the present time we are supplying population and housing data to the three aforementioned governmental units and the Northern Kentucky Area Regional Planning Commission, thus effectively serving the entire metropolitan area with population and housing data.

In December 1960, Mr. C. A. Harrell, the city manager of Cincinnati made a speech before the National Association of Manufacturers in which he stated that 100 years ago, the city of Cincinnati rendered about 25 services to the city, while in 1960 the city government rendered about 400 services to the people. This illustrates a significant shift of services from property needs to personal needs and a tremendous increase in complexity of city administration.

People are users of governmental services. The ability to render these services requires that local government must know a great deal about people. Such information as to where they are, where they work, methods of transportation, distribution of homes, schools, and all the other services and amenities that are a part of urban life, are all problems requiring suitable actions by their local government. Population and housing data are fundamental sources of facts that governmental units must use in policymaking and operations on the local level.

Local censuses can be made but are not acceptable to the State and Federal Governments. Federal census figures provide authoritative data which is acceptable to local, State, and Federal Governments, particularly for decisions on such matters as matching funds, fund or tax redistribution, etc. Moreover, criteria established by the Federal census apply as basic standards of data for every metropolitan area. Therefore, I believe it is within the jurisdiction of the Federal Government to conduct all decennial and mid-decade censuses.

The Cincinnati standard metropolitan statistical area had a population of 1,072,000 according to the 1960 census. Hamilton County in Ohio had 864,121 persons living within its borders. These people lived in 79 different governmental

taxing units and \$191 million was appropriated for the fiscal year of 1961. Even by Federal standards, this is a lot of money, and it must be spent wisely and efficiently on behalf of the citizens. In addition to these operating expenditures, there is in prospect well over \$500 million for capital improvements.

In a metropolitan area of this size, planning assumes a greater importance and the planning process cannot be carried out without data to state the magnitude and type of problems being encountered. Today, the planning process and municipal management are far more sophisticated than they were some years ago. Advances in both fields of knowledge and adaptation to local conditions and needs have contributed to the increase of cities availing themselves of these services. The increase of knowledge and research techniques have well demonstrated the need for data pertaining to population and housing.

Census data published by the Bureau of Census have contributed much to planning at all governmental levels. These data are used in urban redevelopment plans, master plans, housing conservation and rehabilitation programs, school planning, transportation studies, and in many other ways, including uses by commerce and industry. Many of the aforementioned programs involve funds supplied by the Federal Government for local uses. They also involve the policy-making and administrative levels of the governments concerned.

Other uses of better population and housing data are the growing necessity for precision in planning. Management of local governments is requiring greater precision for economic reasons—for conserving tax money by utilizing it in an optimum way. Local government is close to the people and to their desire for maximum use of resources with minimum waste.

In order to project fiscal and operating programs, population, housing, and socioeconomic data are vital to effective planning and management of all the services that people require. Reliable and timely data are necessary for guiding the changing patterns of urbanization and the accelerating mobility of people. New developments in urbanization present a complex of variables with which the management of local government must cope.

Population factors, such as births, migrants, and other pertinent facts have a strong impact on capital and operating programs of the political subdivisions. Accurate population and housing data are indispensable for maximum use of resources with minimum waste. This also applies to planning and operations of both short- and long-range policymaking and administration.

In this present age it is not enough to learn every 10 years that there are so many people of particular ages and characteristics. In slower moving times that information was adequate. Now, in a growing region, 10 years are too long to wait because the interim changes are so great. It is necessary for Government to know not only as much as possible about its people but to try to find meaningful trends and to project them into the future.

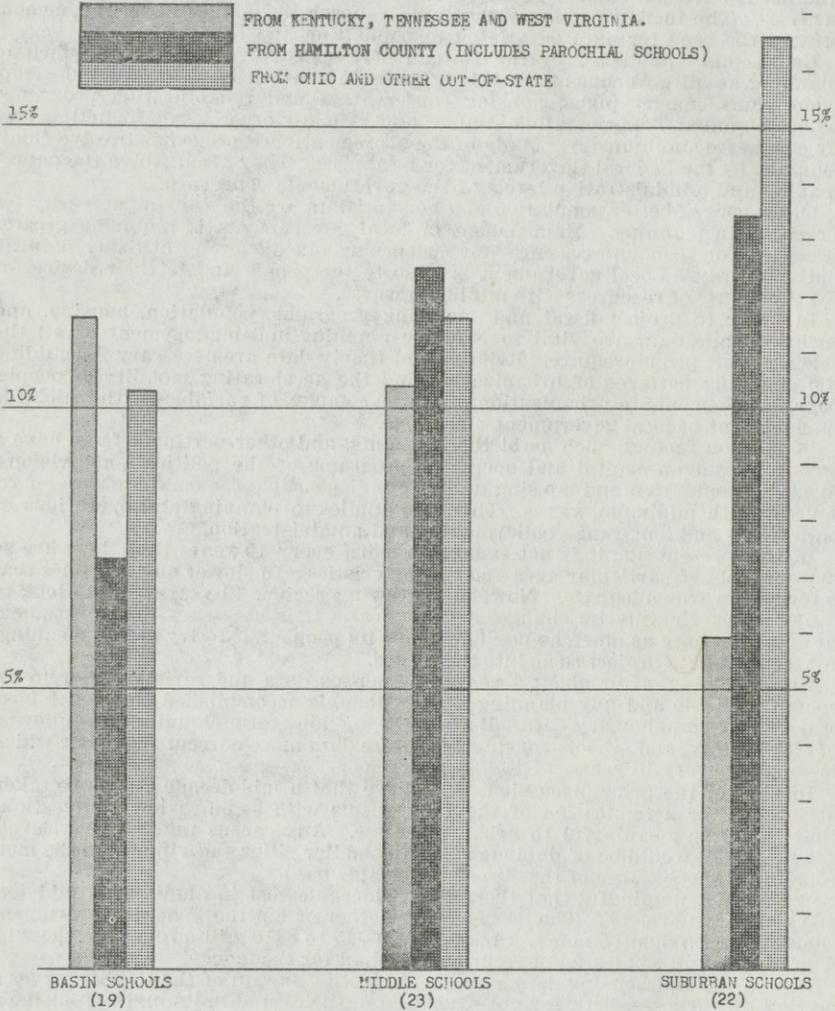
Unfortunately, after about 5 years, the census data and revisions thereto become unreliable and any planning that is done, is accomplished on a weak base of population and housing data. Both short- and long-term planning and followup of city, county, and schools constantly require data more current than that which is supplied every 10 years.

In view of the prior discussion, we believe that a mid-decade census be taken at level IV or a replication of the 1960 census with some review of questions that would be meaningful to urban problems. Any census taken at any levels than level IV would be of dubious value to smaller cities and villages in the metropolitan areas because of the size of the sample used.

We are not unmindful that there is considerable cost in obtaining a mid-decade census at level IV. The problem of whether or not the Federal Government should spend a sum of money ranging from \$45 to \$110 million rests on the wisdom of deciding what kind of return can be had for the money.

Population and housing data as collected by the Bureau of the Census serves a myriad of purposes, both for governmental agencies and units and for business and industry. The data collected applies to metropolitan and regional problems as well as to small areas that can be used in urban redevelopment and conservation programs that are in a large part financed by the Federal Government. The scope and uses of these data by business and industry are too great to be enumerated here. Such a wide diversity of uses and applications of data return a benefit on the investment that can be justified in view of the need and people served.

OUTSIDE ENROLLMENT  
INTO CINCINNATI PUBLIC SCHOOLS  
PERCENT OF NEW ENTRES



SOURCE: CINCINNATI BOARD OF EDUCATION.

The data on the preceding page are divided according to suburban, middle, and basin schools. The suburban schools are the 22 elementary schools which generally rank highest according to average intelligence quotient and which have the highest proportion of pupils qualifying for the special college preparatory program. These schools in general are located around the edge of Cincinnati School District.

Basin schools are defined as those 19 elementary schools located in the section described as the basin of the city. These schools generally are in the area bounded by the Taft High School district. The remaining 23 schools are identified as middle schools and are located primarily through the middle section of the city.

This study was made at the sixth grade level to provide information on the mobility of pupils in the Cincinnati Public School District both within and into the school district. If the percentages are totaled for each group it will be seen that 29 percent of all new enrollees from outside the district enter the basin schools, 35 percent enter the middle schools, and 36 percent enter the suburban schools.

Another analysis reveals that only 28 percent of new enrollees are from the area south of Cincinnati, i.e., West Virginia, Kentucky, and Tennessee; 33 percent are from Hamilton County, including dropouts from the parochial schools, and 39 percent are from other Ohio and out-of-State schools.

Mr. HENDERSON. Would you like to give us a little background on yourself and your organization?

Mr. VAN FOSSEN. The Bureau of Governmental Research was founded some 30-odd years ago in Cincinnati and it has served local government by making all sorts of reports on one subject or another that is pertinent to increasing the efficiency and economy of local government. We have done everything from county government to the small communities to the city of Cincinnati, fiscal programs, hospital programs, and all sorts of things, the whole gamut.

My particular association with the Bureau of Governmental Research has been in the last few years. I moved from a board membership of the organization to a directorship.

My basic experience is in business. I look for the buck and what you get for it and how you use it. In fact, in our local government we look at the maximum use of our resources with minimum waste.

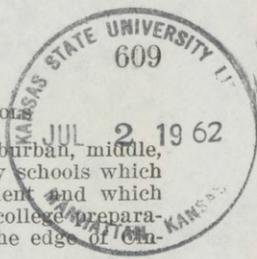
Mr. HENDERSON. I thought perhaps you would comment on your organization being a nonprofit organization.

Mr. VAN FOSSEN. It is in fact a foundation. The contributions for the organization come from private sources, individuals, companies, and the like, and for some special purposes we receive a subsidy from the city of Cincinnati, Cincinnati Board of Education, and Hamilton County.

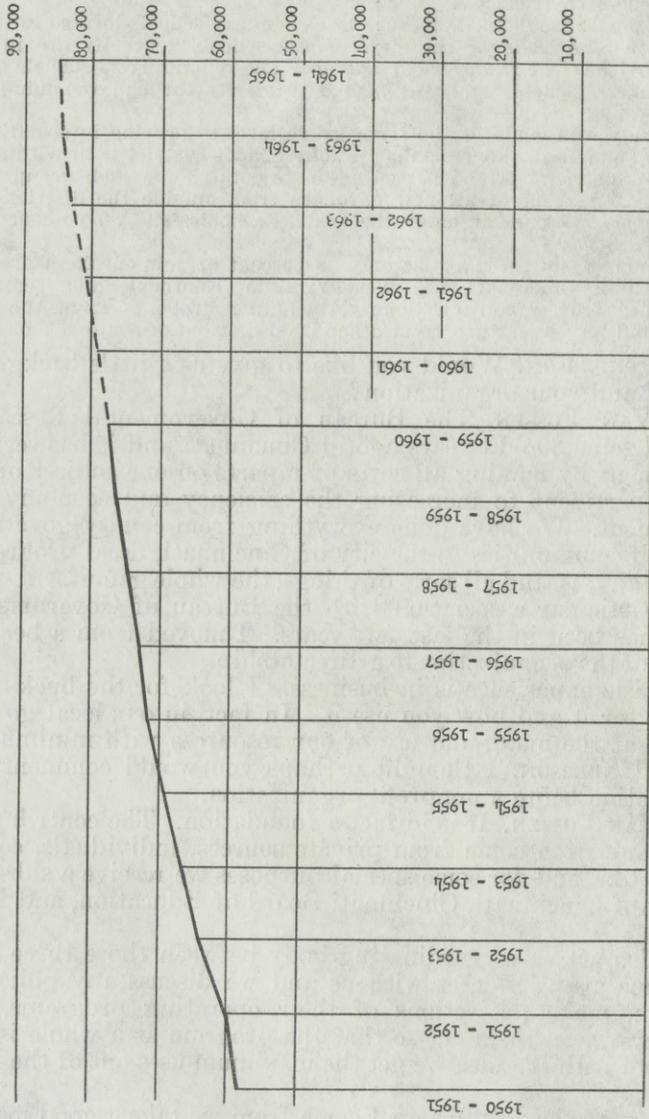
We also act as a coordinating body between those three agencies. The three agencies meet with us and we discuss any policymaking program, make projections of their operating programs, and we attempt to level them out so that the program as a whole is well coordinated with the idea we get the maximum uses out of the resources available.

Now, as to the cost, where I come from we take a good many looks at a dollar. We sometimes hear it said that a tax dollar going to Washington and coming back home does not get any fatter in the ride. That is facetious.

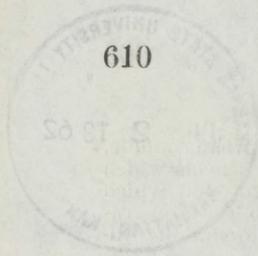
Mr. JOHANSEN. And also true.



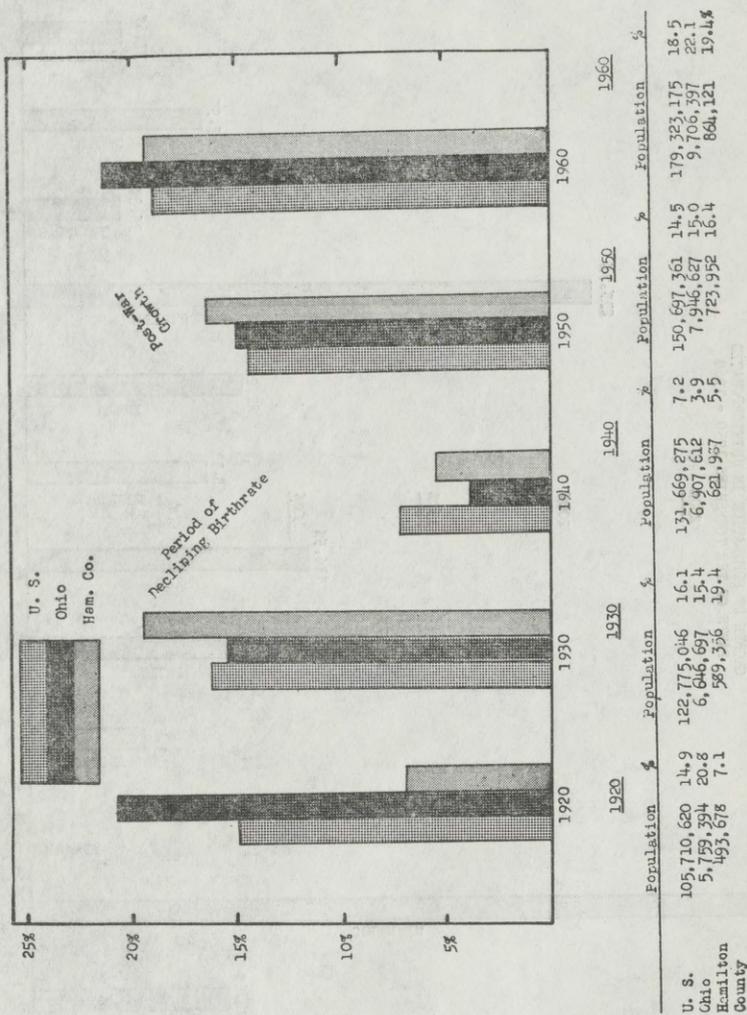
AVERAGE DAILY MEMBERSHIP  
CINCINNATI PUBLIC SCHOOLS



Projection based on data furnished by Board of Education.  
SOURCE: CINCINNATI BOARD OF EDUCATION.

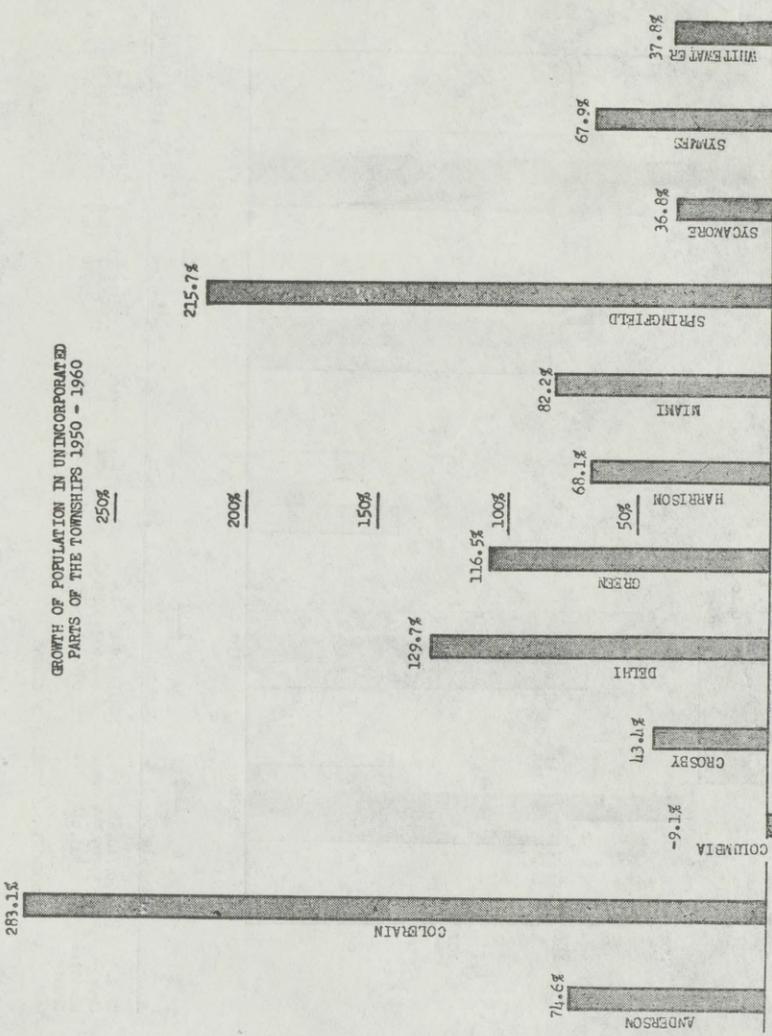


RATES OF POPULATION GROWTH 1910-1960  
UNITED STATES, OHIO, AND HAMILTON COUNTY



SOURCE: U.S. BUREAU OF CENSUS

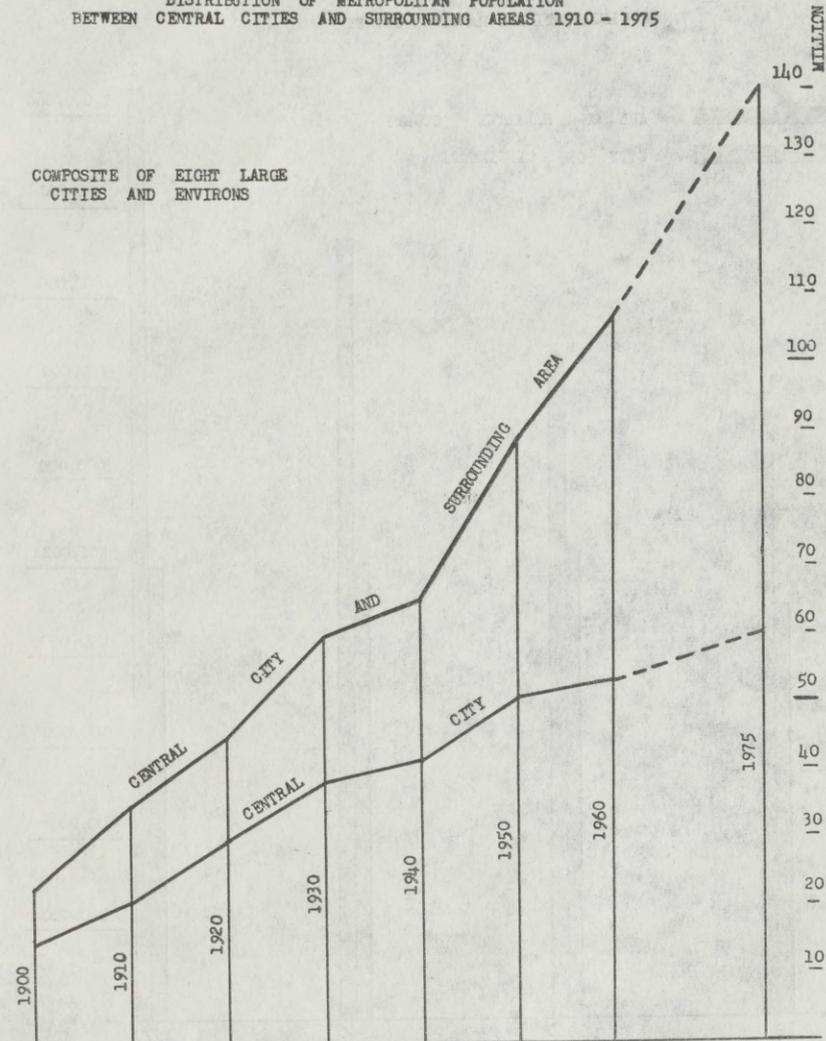
GROWTH OF POPULATION IN UNINCORPORATED PARTS OF THE TOWNSHIPS 1950 - 1960



SOURCE: U.S. BUREAU OF CENSUS.

DISTRIBUTION OF METROPOLITAN POPULATION  
 BETWEEN CENTRAL CITIES AND SURROUNDING AREAS 1910 - 1975

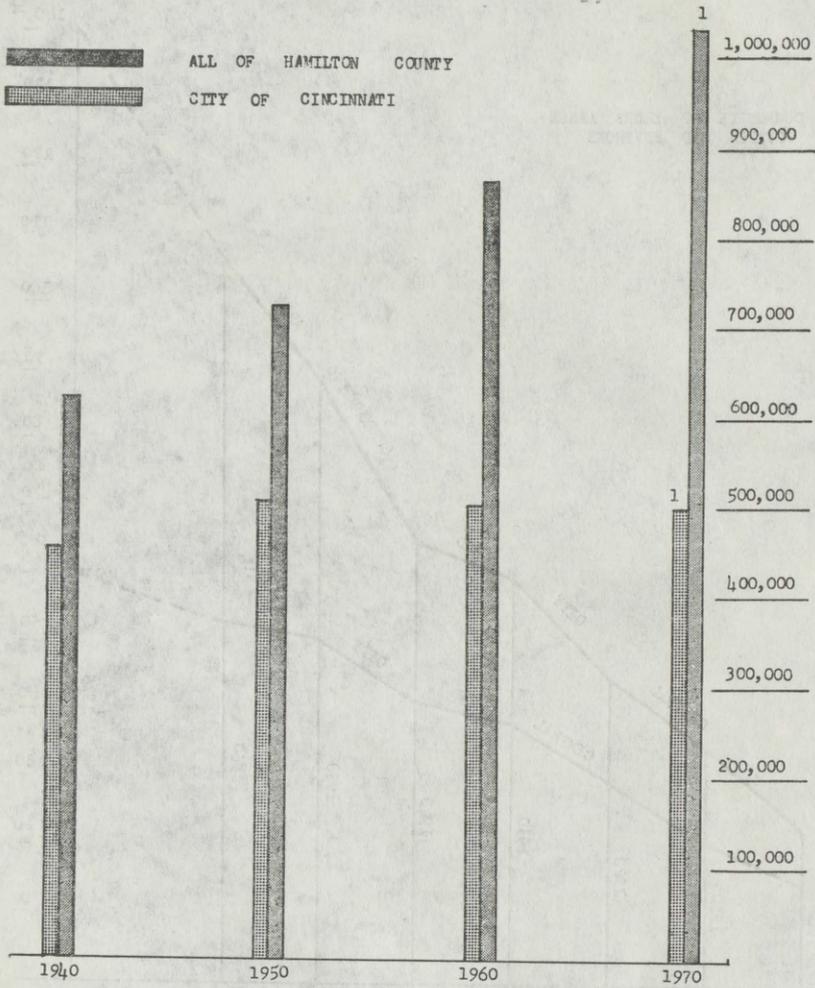
COMPOSITE OF EIGHT LARGE  
 CITIES AND ENVIRONS



Projection based on data supplied by C.E.D.

SOURCE: C.E.D. AUGUST, 1960.

POPULATION DISTRIBUTION  
BETWEEN  
CINCINNATI AND HAMILTON COUNTY



1Projection based on trends established 1950-1960

SOURCE: U.S. BUREAU OF CENSUS.

Mr. VAN FOSSEN. Yes. However, all democracy begins at home; that is where it begins.

Insofar as the cost of total coverage of this census is concerned, I have a brief memorandum which I have written to myself and which the committee is welcome to have.

In the foreseeable future for which we now plan, Cincinnati, the Cincinnati Board of Education, Hamilton County, and the other governmental units in Hamilton County—there are 72 governmental units in Hamilton County alone, fire districts, townships, villages, and the like—plan capital expenditures of the order of \$500 million. The population of this area is 864,000, or 0.46 percent of the Nation.

If a census costs the Nation \$110 million, the pro rata share of this cost to Hamilton County would be \$510,000. This amount is one-tenth of 1 percent of the cost of the capital program which is now projected for the total county.

Accurate data on rates of growth and other economic facets of sections of this county are essential to planning and administering the capital program for sewers, roads, schools, water, zoning, et cetera, et cetera. Certainly an expenditure of one-tenth of 1 percent to get this data is entirely consistent with wise planning and avoidance of waste.

This percentage applies only to the budget for governmental capital. Add to that all the quasi-public expenditures such as for hospitals, churches, parochial schools, and Community Chest agencies; and largest of all, business, and the percentage cost of the census shrinks to a negligible fraction of the expenditures which it serves.

A little more on the local application. I have furnished you gentlemen with a chart to which you may refer. This chart was not prepared for this committee hearing. It is for local purposes so it is not set up for this particular purpose but for our own purposes at home.

I would like to note here that what we are talking about is a dynamic problem which looks forward and not historically. We are trying to determine what are the common denominators of transportation—mass transportation, highways and the like; community renewal plan; urban housing policy. We are more interested in the prevention of urban housing problems than in mass urban renewal. The only way to plan the prevention of the problems is to have data on which to base the plans.

We have before us now a development of the cooperative and aggressive participation in this program on the part of citizens as well as governmental agencies. We are looking also for better products for housing, improving housing quality through code enforcement, and so forth. We have organized a metropolitan citizens' group. We are establishing neighborhood committees for the purpose of studying problems in particular neighborhoods.

Mr. HENDERSON. In that connection, could you explain to us briefly whether you were able to use the 1960 census data in your studies?

Mr. VAN FOSSEN. The reason I am in the business of population on a joint basis is that we had an estimate of population from the State of Ohio which showed the population of the city of Cincinnati at 570,000, only 15 percent wrong, and the Census Bureau came up with 481,000 against 505,000 in 1950. They did some revising and we did

some revising. Dr. Taeuber is thoroughly familiar with this. I do not want to be critical, but the Census Bureau and ourselves got together and we took a sampling of 19 enumerator districts and rechecked them and they came up with 502,550 for the city of Cincinnati.

Mr. JOHANSEN. And that was from what?

Mr. VAN FOSSEN. From 488,000 or 490,000. This was during the process of the census itself. I simply say it is a difficult problem to take a census.

Mr. HENDERSON. You spoke of preventing urban renewal problems. Can you tell us how you think census data has been or can be used to prevent problems of urban renewal?

Mr. VAN FOSSEN. By forecasting the condition of residential areas. In our whole policy we are attempting to measure situations in small areas which can be treated by rehabilitation and preventive measures before the particular area itself requires a house cleaning or a much more costly job. We want citizen participation in this sort of thing working with the other agencies of the city. We want these people themselves to be conscious of what their situation is.

If you proceed down this particular chart you will see we have a city master plan and we are looking for the redevelopment potential of the city. We are looking at changes of population characteristics, social patterns, and these important things of shifts. We cannot measure mobility very well. Cincinnati is a relatively stable city yet in 3 years ending in 1960 nearly one-half of the population moved once.

We have a master plan that has just been completed at a cost of about \$175,000. That master plan is concerned with land utilization and population projections of one kind or another for the purposes of zoning and planning of all sorts, sewers and streets, and everything else, including the use of vacant land and the development of vacant land so that we get the maximum use of the vacant land rather than a perchance development.

We believe we will have to develop a lot of new survey techniques. We have to know the changes in housing occupancy and demand. We have an action committee to develop some of these techniques. This requires work in addition to the use of census figures. We plan to use the census figures as a base and do the supplementary work.

Mr. JOHANSEN. Does the use of the census figures as a base then involve contracting with the Census Bureau at your expense, or at the community's expense, for breakdown data?

Mr. VAN FOSSEN. Not necessarily, no. There are certain things, for example, matters that have to do with the use of building inspectors, who will concern themselves with factors which can be spotted by reason of the census data, because we do not know all the causes of this rapid movement in particular areas. But we can use census material to spot areas that are in trouble then we can put in the building inspectors and other services to make a closer inspection. So our cost certainly must be of a local character related to urban renewal and everything else we are concerned with. We need to know travel patterns and things of that sort because they affect mass transportation and highways and so forth. We can do some of that forecasting by means of building permits and all those things. We use crisscross telephone

books and check back with the old telephone books and so on, but it is the housing characteristics, the characteristics of the population as a whole, that we are concerned with.

If you are going to plan school districts you have to be right down at a close local base. It takes about 6 or 7 years to foresee a school plant, acquire the site, make the plans, pass the levies or bond issues and get that school building built. So it is necessary to forecast in advance as much as possible because a school building in the wrong place at the wrong time, like a sewer, is a very expensive thing. What we are all concerned with is to do these things we are concerned with in the right way, at the right place, and in the right time. I want to compliment the mayor of Durham, N.C., on his testimony this morning. I certainly agreed with what he said.

Mr. JOHANSEN. Is it your judgment that the mid-decade census should in essence duplicate the decennial census as to coverage?

Mr. VAN FOSSEN. I did a lot of soul-searching on that and, frankly, I looked at the 25-percent sample, looked at the head count, talked to some of our business friends and governmental friends, but here we are dealing with communities which are now villages but which will become cities, and we are dealing with small areas, and I must come to the conclusion that the only way to get good benchmarks, not only for local use but for comparison with other cities, is to go 100 percent. We spend \$172 million a year in this Hamilton County area alone for operating purposes. When you add the capital cost to that it becomes pretty expensive to make very many mistakes. So we believe we must have 100 percent coverage, which will give us the kind of benchmarks that are authentic and that are acceptable to local, State, and Federal Government agencies and for comparative purposes.

Mr. HENDERSON. Your comments on cost were in the light of a complete census?

Mr. VAN FOSSEN. That is correct.

Mr. JOHANSEN. I want to say that whatever conclusions I may personally come to in this matter, I like the kind of very forthright testimony you have given in response to these questions.

Mr. HENDERSON. I was very much impressed that he had given as much attention as he has to the cost and to the comparison with what this could mean to your own local community and to your own research unit.

Let me ask you this question: As I understand, as you were speaking of both urban renewal problems and school districts, you use the census data as a base and make projections?

Mr. VAN FOSSEN. Yes.

Mr. HENDERSON. If you start with a 15-percent error that is multiplied as you go along?

Mr. VAN FOSSEN. That is right.

Mr. HENDERSON. I take it your point is you must have the very best basic data available?

Mr. VAN FOSSEN. That is correct. Our political subdivisions have an urgent need for population and housing data.

Mr. HENDERSON. Do you conclude that the 1960 census gave you the best basic data that you could have?

Mr. VAN FOSSEN. Yes. I would like to suggest this—and Dr. Taeuber is here and I am sure he is very much aware of this—in the

25-percent coverage as well as the 100 percent coverage I would like to see a very careful reconsideration of the questions that are in there in the light of the purposes for which those figures are used in what I would call any standard statistical data in any city in the United States. I think it would be much better for the Census Bureau, having the benefit of all this testimony—and they could call in anybody else they felt could be helpful to them—they could reconsider these questions and decide on the wisdom of what they might ask to help in these particular problems for all areas in the United States.

Mr. HENDERSON. Would you comment on what you think the mid-decade census might do in regard to the accuracy of the total census figures?

Mr. VAN FOSSEN. I think, with what we know about census taking, we in our community can help the Census Bureau materially from our surmises and insights as well as the data we have that might make their life more tolerable in doing this job. The farther down you go in the economic scale the more likely you are to miss. We have migratory groups who do not want to answer questions and they are hard to find. There are some double-occupancy places where some of them are missed.

Mr. HENDERSON. Do you think this type of error would be less likely to occur if we had a census every 5 years?

Mr. VAN FOSSEN. Yes. We have a fire prevention program and at least once a year every home is visited by a fire prevention man who is a uniformed fireman and they can help the enumerators a great deal, recognizing the significance of a good collection of census data, and we certainly would do everything we could to be helpful.

Mr. JOHANSEN. Mr. Chairman, I would like to ask a question which may be unfair.

Mr. VAN FOSSEN. Go right ahead. This is a free-for-all.

Mr. JOHANSEN. The thing I am puzzled by, very frankly, is that the administration, through its Bureau of the Budget spokesman, gave the testimony he did yesterday. Here is an administration which proposed the Department of Urban Affairs and Housing—I happened to oppose it—and has proposed more incursions and excursions in the field of housing and everything else than have ever been proposed before, and yet they tell us through the Bureau of the Budget that they oppose this legislation. Can you throw any light on what strikes me as a basic inconsistency?

Mr. VAN FOSSEN. Mr. Congressman, where I come from we take a dim view of public expenditures and I would say over the State of Ohio there is a decreasing rate of success in the passage of school levies and the like, which is a reflection of public opinion, and in evaluating the other expenditures the Federal Government might make it is very easy to find some very aggressive dissent.

My view, from what I heard this morning of what the Bureau of the Budget said, is that they were thinking of a different purpose. A sampling done by the Census Bureau or by anybody else, unless it is pinpointed to how we can bring our services to bear—and there are 400 services that the city of Cincinnati delivers—and how a sampling on a national basis giving us data on a national basis can be used for these purposes is only relative. You can only proceed from them on an educated guess and an educated guess at home is not good enough.

How does that help us do the things the mayor from Durham, N.C., was talking about?

Mr. JOHANSEN. So what, in other words?

Mr. VAN FOSSEN. We can categorize these things. We feel things concerning mass transportation, urban renewal, sewers, everything that goes on—actually, in Cincinnati every man, woman, and child today uses government services. You wake up in the morning and turn on the water and the city government is working for you. You go to work and travel over the highways and you have police protection and fire protection and a whole host of things.

Mr. HENDERSON. Can we conclude that you are opposed to the position Dr. Bowman took yesterday that the money can best be spent in sampling rather than in the mid-decade census?

Mr. VAN FOSSEN. It is not so much that I oppose what he says as it is a matter of the problems we have, which are not his. Mr. Bowman is probably thinking of problems at the national level, these may be completely different from our problems at the local level which require data which is detailed and adequate for use in our political subdivisions. Our subdivisions want timely data in order to meet the problems at the local level.

Mr. HENDERSON. You feel your problems can best be met by a mid-decade census?

Mr. VAN FOSSEN. Yes.

Mr. HENDERSON. Any questions?

Mr. JOHANSEN. No questions.

Mr. HENDERSON. I want to compliment you, Mr. Van Fossen. You have presented information to the committee that will be most helpful.

Mr. VAN FOSSEN. I would like to identify a problem, one that I have never seen mentioned any place. This is a statement prepared to go to my board members and I am sure it will shake up some other people. I will read it to you:

#### THE COMING UNEMPLOYMENT PROBLEM IN HAMILTON COUNTY

The purpose of this memorandum is to call the attention of responsible people in this area to one of the most serious problems they will be called upon to solve. That is the problem of providing jobs for the big increase in the number of young people who are about to enter the labor force.

During each of 1962 and 1963 there will be 12,000 boys and girls become 18 years of age. By 1965 this number will increase to 17,500, an increase of 45 percent in just 2 years. This is about 10 times faster than the total population grows. By midyear 1963 this increase of 18 year olds will begin to be felt, and 2 years later the total impact of it will be upon us, the attached chart readily illustrates this increase.

This is the acute short-term problem. An excessive level of unemployment will prevail in Hamilton County in 2 or 3 years unless strenuous measures are taken to provide more jobs.

By 1970 the number of 18 year olds for that year will be 19,000, 60 percent greater than in 1962; it will have doubled in 15 years, and the total labor force in Hamilton County will be about 80,000 greater than it is in 1962. This general situation is not local but exists in varying degrees throughout the Nation.

The labor force is continually being augmented by high school dropouts, high school and college graduates, technically unemployed, immigrants and other smaller groups, many with little or no skill. To provide jobs for the dramatic increase in their numbers which is forecast here is a problem of great concern to all.

Mr. HENDERSON. I do not think I am being facetious when I point out it is obvious from these figures that these young folks will some day get married and have homes and children.

Mr. VAN FOSSEN. Yes. We are concerned about this thing because the ages of 18 and 20 are when they get married. However, they do not buy homes until they are about 27 years of age. A lot of people have been fooled by that. The entrepreneurs of housing are concerned about this. I simply mention this as one of the things we ought to develop out of the mid-decade census: Where are these people, what are they doing, where are they living, and the like. This is something else which I would say is an augmented aspect of this thing other than the other things we were talking about.

Mr. HENDERSON. We know the President's Committee on Youth Employment is certainly concerned about this problem. Do you know where they could get the basic data unless they have the census data?

Mr. VAN FOSSEN. That is not so difficult so far as head count is concerned as you may think, for this reason: We know from the vital statistics we gather ourselves where the bodies are. We know how many people are going out of the labor force by death and by retirement. But the other data about the housing characteristics and mobility of workers can well come from this mid-decade census.

Mr. HENDERSON. The only thing you have now is the 1960 census?

Mr. VAN FOSSEN. Well, that is pretty good data. I would add this 1965 census should throw more light on this particular problem than we now have.

Mr. HENDERSON. We are very thankful to you for your appearance this morning.

Mr. VAN FOSSEN. I am thankful for the opportunity.

Mr. HENDERSON. The next witness is Mr. Roye L. Lowry, executive secretary of the Federal Statistics Users' Conference. We are delighted to have you appear before us this morning, Mr. Lowry. You may give us a little of your background and proceed with your statement.

#### STATEMENT OF ROYE L. LOWRY, EXECUTIVE SECRETARY, FEDERAL STATISTICS USERS' CONFERENCE, WASHINGTON, D.C.

Mr. LOWRY. Thank you very much, Mr. Chairman. It is a pleasure to appear here before you and we are very grateful for this opportunity to be here.

My name is Roye L. Lowry. I am executive secretary of the Federal Statistics Users' Conference. I appear here today to summarize the views expressed by members of the conference in response to a recent survey on the usefulness and desirability of a mid-decade Census of Population and Housing.

The Federal Statistics Users' Conference is an organization of 150 business, farm, labor, and nonprofit research organizations which use Federal statistics and are interested in their improvement.

#### NEED FOR INFORMATION ON POPULATION AND HOUSING

There is a widely felt need for better current information on population and housing. FSUC made a comprehensive survey of the uses

of Federal demographic statistics 2 years ago when its "Long-Range Program for the Improvement of Federal Statistics" was being prepared. As a result of that survey and subsequent discussions at the conference's annual meeting in 1960, the long-range program contains the following section on demographic statistics:

The conference's survey of uses of Federal demographic statistics by members reveals a widely felt need for improved information on population and household changes in intercensal years. Needs most widely felt by members include qualitative improvements in current population estimates and improved projections of population for the Nation as a whole, for States, and for metropolitan areas. There was special recognition of a need for research into the elements affecting interregional migration in order that projections might be more than the mechanical extrapolation of recent trends.

The principal tool used in the development of current demographic statistics is the Current Population Survey of the Bureau of the Census. Its effectiveness and versatility have been well recognized and extensively used. The current sample is being worked to capacity. If the Current Population Survey is to be utilized to meet the many needs for more adequate intercensal information on the population, it will be necessary to establish a second sample for the survey.

Additional resources devoted to current population statistics programs and particularly to the creation of a second sample for the Current Population Survey, would provide flexible tools for obtaining better intercensal demographic data. In addition, a second sample for the CPS could be used to develop needed information relating to employment and unemployment, and would enable the Census Bureau to conduct such other programs as the quarterly survey of consumer intentions without sacrificing other essential information.

There is also a considerable interest in a proposed mid-decade census. This program would provide a wealth of local detail far beyond that which could be provided by a reasonable expansion of the current statistics program. It would supply more exact demographic data for States and smaller political subdivisions which could not be obtained from sample surveys.

Such a mid-decade census, while attractive, would also be expensive. Its total cost would probably be around \$50 million, a sum greater than the annual cost of all current Federal statistics programs put together.

The conference believes that the improvement of the current population statistics program, including the creation of a second sample for the Current Population Survey is the first priority need for improvement in demographic statistics. A mid-decade census would provide much useful information, but consideration of its cost relative to its value cause the conference to hesitate to recommend it in the absence of compelling evidence of the need for such a census for public policy decisions. An expanded sample of the Current Population Survey at mid-decade to provide additional detail would be worth considering as an alternative to a mid-decade census.

The long-range program also indicated that users considered the continuation of the National Housing Inventory as one of the first priority needs for the improvement of construction and housing statistics. This was a year and a half ago.

In the course of your earlier hearings on the proposed mid-decade census, you have already heard the individual views of a number of FSUC's members. I understand that others will make their views known to you during the present hearings.

In order to get an expression of opinion from a broader cross section of users, FSUC asked its members the same questions which the committee has included in its "Suggestions for Witnesses."

#### MID-DECADE CENSUS OR EXPANDED SURVEYS

The replies received from FSUC members indicate that they would prefer expanded current sample surveys of population and housing

to a mid-decade census by a substantial margin. A number of FSUC members didn't like the phrase "instead of the proposed mid-decade census" in the committee's question (f). They indicated that the mid-decade census and the improvement of current sample surveys had equal importance in their minds.

#### HOW WOULD 1965 CENSUS BE USED?

Our members felt if a census were taken in 1965, the information which it contained would be widely used by all kinds of nongovernmental organizations for many purposes.

Mr. JOHANSEN. May I interrupt at that point?

You say "if a census were taken in 1965." Are you speaking of a full census?

Mr. LOWRY. Sir, I have organized this along the line of the questions asked in the committee's suggestions for witnesses. Actually, most members of FSUC would not advocate a replication of the full census in 1965.

Mr. JOHANSEN. When you say "if a census were taken in 1965," are you speaking of a limited one or a total one?

Mr. LOWRY. The question was: If any of the levels were used, how would you use material from a 1965 census?

Mr. JOHANSEN. Very well.

Mr. LOWRY. Some of the uses indicated by FSUC members include economic analysis by small areas, establishing updated benchmarks for city and other small area samples for private economic and market surveys; measuring market potential; planning facility location; providing basic information for studies of metropolitan area transportation demand, civil defense planning, and urban renewal; evaluating sales performance; planning advertising; and for a host of other purposes.

#### WHAT GEOGRAPHIC DETAIL IS REQUIRED

One of the big appeals of a census lies in the geographic detail of its information. One of the major criticisms of current population and housing statistics, and indeed of other current statistics produced by the Federal Government, is the lack of adequate geographic detail. The major interest is in information by county, metropolitan area, State, and city—in that order. Substantially fewer members of Federal Statistics Users' Conference indicate a need for information by census tract or by block.

#### ARE SIMPLE HEAD COUNT AND COUNT OF HOUSING UNITS SUFFICIENT

Federal Statistics Users' Conference members generally would not find a simple head count of population or a simple count of housing units adequate for their purposes. They have a great need for information on the social and economic characteristics of the population and information on the components of change in the housing inventory and on residential financing.

## WHICH LEVEL WOULD MOST NEARLY MEET REQUIREMENTS

If a mid-decade census were to be taken, Federal Statistics Users' Conference members by an overwhelming margin would prefer a sample census along the lines indicated as level 3 in the "Guide to Witnesses."

To sum up, there is a unanimous feeling that there is a great need for better current information on population and housing.

By a substantial margin, members indicate a preference for more information from improved current surveys of population and housing to a mid-decade census.

Information from a mid-decade census would be widely used for many purposes.

Geographic detail at the State, county, metropolitan area, and city level would be widely used. Finer geographic detail would be used less widely.

Of the four suggested levels for a mid-decade census, level 3 would be most widely useful.

## SHOULD THE COMMITTEE RECOMMEND A MID-DECADE CENSUS

At the time that Federal Statistics Users' Conference was preparing its long-range program, members felt that public policy needs should be the crucial factor in determining whether to take a census in 1965. The replies given by members to the questions asked by the committee confirm this view.

There are some bothersome questions about the impact of a mid-decade census on other census programs which are worth examination by the committee before it makes its decision. These questions were posed in your Chicago hearings by Mr. R. J. Eggert of the Ford Motor Co., a former chairman of the Federal Statistics Users' Conference:

(1) Would the processing of a 1965 Census of Population and Housing affect the timeliness of other census programs such as the 1963 Census of Business, Manufactures, Mining, and Transportation, or the 1964 Census of Agriculture, or the annual survey of manufacturers, or county business patterns, or any of the current statistical programs of the Bureau of the Census?

(2) Will there be enough talent and equipment available to permit Census to continue a program of improving current statistics while planning for and carrying out a mid-decade census?

(3) Do plans for the mid-decade census include the collection and publication of materials on housing like those collected and published in the 1956 National Housing Inventory, or will the housing inventory continue to be a separate program?

In an effort to get some indication of user opinion on the first of these questions, the recent survey of Federal Statistics Users' Conference members asked those who favored the mid-decade census whether they would support the mid-decade census if it meant sacrificing timeliness in other census programs. About one-third of those who favor a 1965 census would accept some loss of timeliness

in other census programs in order to get the census data. The other two-thirds support the idea of a mid-decade census on the condition that it does not cause losses of timelines in other parts of the census program.

As to the third question, I have already indicated that members of Federal Statistics Users' Conference have previously considered that the continuation of the national housing inventory is a first priority need for better construction and housing statistics.

Mr. JOHANSEN. May I interrupt at that point?

Mr. LOWRY. Yes.

Mr. JOHANSEN. You heard the previous witness, I believe?

Mr. LOWRY. Yes, sir.

Mr. JOHANSEN. Would it be your judgment that the needs with respect to housing data which he described in relation to Cincinnati are now or could be improved by improvement of the current program of the national housing inventory be met by that type of an inventory rather than this other approach?

Mr. LOWRY. I think that would be determined by whether Cincinnati were treated separately in the national housing inventory. The national housing inventory was, as the name implies, national in character but did not treat every metropolitan area separately. Some metropolitan areas were treated separately. I would imagine he would find the national housing inventory very helpful if it included Cincinnati as a separate metropolitan area.

On behalf of the Federal Statistics Users' Conference, I wish to thank you for the opportunity to appear before you today. This committee has made many significant contributions to the improvement of Federal statistics. We hope that sometime you will be able to find some place in your crowded work schedule to consider the future development of the Federal statistical program as a whole. The demand for statistical information seems to be almost infinite, and a careful evaluation of present programs and possible future development needs to be made in order to assure that the Federal statistics program as a whole provides information of optimum usefulness at minimum cost.

Mr. HENDERSON. I want to say it is very obvious that the Federal Statistics Users' Conference has put in a lot of time in collecting the data contained in your statement. We are delighted to have your statement.

Any questions?

Mr. UDALL. No questions.

Mr. JOHANSEN. I have nothing except to join in the statement of the chairman in commendation.

Mr. HENDERSON. I would like to proceed along the lines of Mr. Johansen's question. I personally feel that the hesitancy indicated in your statement with regard to the cost relative to the value—and this is very important to us—but can we conclude from your statement here that you feel that if all the other sampling was done that the mid-decade census might not contribute as much as it could if it were done and the other sampling was not done? As I understood Dr. Bowman yesterday, his proposal was that rather than do the mid-decade census they want the money and they want to spend it in these

various other ways. Would you care to comment on his testimony and his position?

Mr. LOWRY. Mr. Chairman, I have seen a copy of Dr. Bowman's statement. I saw it for the first time this morning. He certainly includes a number of very interesting proposals. Some of them are things we have already indicated we would like to see as a group of nongovernmental users of Federal statistics. But I would not want to comment on them personally or as a representative of the conference because we have not had an opportunity to study the proposals.

On the general proposition of improved current surveys of population and housing as opposed to a mid-decade census, members of Federal Statistics Users' Conference indicated a preference for more information from improved current surveys.

I think it is particularly unfortunate that the Bureau of the Budget comes in at this time with this kind of proposal. If we are to consider this program as an alternative it is too bad we did not have it before us 2 or 3 years ago when people were beginning to talk about a 1965 census so people would have had an opportunity to consider specific alternatives.

Mr. HENDERSON. Of course this is one of the problems that this committee is faced with, and I can see if you are particularly interested in the housing problem that perhaps the national housing inventory is of more value to you than would be even the decennial census, but, as you point out here, we are trying to look at the total public interest, and this is what we will look to in the final study of the testimony, and your testimony will be very helpful.

I would like Dr. Taeuber to comment on the use of the national housing inventory in Cincinnati.

Dr. TAEUBER. The first one taken was limited to 19 standard metropolitan statistical areas. Essentially these were the largest in the country, with some attention to geographical distribution. In the last round we selected information for 17 metropolitan areas. Here, again, the size and geographical location were the criteria.

The question of whether we get down to Cincinnati or cities of similar size is a matter of budget. We set out to do a national survey and then to provide data for particular metropolitan areas as the funds permit.

Mr. HENDERSON. Do you think if it got down to Cincinnati that this data would be helpful and would solve the problems that our previous witness spoke about?

Dr. TAEUBER. I am sure it would be helpful. I am not sure it would solve the problems raised because the national housing inventory is a survey from which we prepare estimates for the total of each of the metropolitan areas included in the survey. We do not get down to school districts or smaller areas in the city.

Mr. HENDERSON. I think that points out the fact that your users are a little more specific in their uses.

Mr. LOWRY. I think it points out the basic question that must be answered, whether the need for public policy decisions require this detail to a greater degree than users like ourselves who are nongovernmental in character.

Mr. HENDERSON. I was impressed with your response with regard to Dr. Bowman's statement. What do you think of the committee's ac-

tion in trying to hear various segments of our Government and business with regard to this problem?

Mr. LOWRY. I think you are certainly having a very comprehensive set of hearings. I cannot in my memory recall when any congressional committee has devoted so much time and effort in considering a specific statistical program.

Mr. HENDERSON. It was very kind of you to come and be with us this morning, Mr. Lowry. We certainly thank you.

Mr. LOWRY. Thank you, Mr. Chairman.

Mr. HENDERSON. The next witness is Dr. Nathaniel H. Rogg, director of economics and policy planning for the National Association of Home Builders. We are delighted to have you before the committee, Dr. Rogg.

**STATEMENT OF NATHANIEL H. ROGG, DIRECTOR OF ECONOMICS AND POLICY PLANNING, NATIONAL ASSOCIATION OF HOME BUILDERS, WASHINGTON, D.C.**

Mr. Rogg. Thank you very much.

I would like to associate myself with the last remark of Mr. Lowry. I think those of us dealing with statistics are very pleased with the kind of attention your committee is giving the matter.

Mr. HENDERSON. You might be interested to know that yesterday, in the face of Dr. Bowman's testimony, my feeling was that if we do not decide on the mid-decade census and we find the Government is going into all the sampling programs, the responsibility of the committee is a continuing one to see what is being done in these special programs so that we may be informed on what might be done and in the light of that information perhaps at a later date we can come back to the basic question in regard to a mid-decade census.

Mr. Rogg. I am delighted to hear that. I think it marks an advance in this field.

My name is Nathaniel H. Rogg. I am director of economics and policy planning for the National Association of Home Builders, the trade association for the American home building industry. We have more than 43,000 members in 354 local associations in the 50 States of the United States.

For a long time the NAHB has taken an active interest in the development of better statistics on homebuilding and housing, with the avowed aim of improving the information on which national housing policy has been based. We do not need to repeat to members of this committee the criticisms in depth that have so often been made of our housing statistics. This major industry has suffered for years from a paucity of the kind of vital data needed upon which to base important policy judgments in the housing field. This is true for the Congress, the executive branch of the Government, and the industry itself.

As I said, we have actively participated in the endeavor to improve housing statistics. We are members of the Federal Statistics Users' Conference. I am a member of the Housing Advisory Committee of the Bureau of the Census, and the Construction Advisory Committee of the Bureau of the Census.

For a considerable period of time, when the Bureau of Labor Statistics was active in this field, I was a member also of their advisory

committee. We mention these merely to indicate that our interest in this problem is of long standing and reflects the considered policy of our association.

We have carefully considered the proposals for a mid-decade census and have the following to suggest:

We do not consider a repeat of the kind of detailed locality statistics which were provided in the 1960 census a priority item in 1965, although we can well understand and appreciate the need for such details on the part of other groups with an orientation toward specific locality programs. However, we do think it desirable to obtain, even if on a sample basis, important characteristics in quality of housing, financing, etc.

We would see little value in a simple head count of population such as some people have proposed, nor do we feel that such a head count plus a minimum of two or three housing characteristics would be of much value to our industry. We also do not believe that it would be worthwhile spending for a repeat of the entire 1960 census in detail the considerable sum of money which such a project would involve. We do feel that this would be a considerable expenditure of funds for a purpose which does not now seem to warrant it.

The proposal for a 25-percent sample of the United States with all the characteristic detail of the 1960 census (known as a level III census), comes closest to meeting our needs; although we would also be satisfied with a 10-percent sample which would cost considerably less. It would be satisfactory to us to have the data by States, regions, and metropolitan areas, as well as inside and outside the metropolitan area.

In fact, this probably could be done on a smaller than 10 percent basis, but I would appreciate more technical advice on that. We do not need block statistics for our own purposes although we can understand the need of other groups for such data.

It is true that we do need more timely data than any decennial census could provide, and we would be automatically in favor of lowering the time period to 5 years in order to provide better benchmarks. At the same time, we are also disturbed about the lack of availability of timely current socioeconomic data which could be readily derived by the expansion of current surveys now being undertaken.

The question has been asked of us whether we feel that further improvement of current housing statistics to provide more socioeconomic data, data on housing characteristics, etc., would meet our needs better than the proposed mid-decade census. This is a difficult question to answer in view of our feeling that some sort of mid-decade census is essential even if only on a sample basis. There is a saying in the law that hard cases make bad law. Here, hard alternatives make poor decisions. We would like to have both a sample mid-decade census and the expansion of the current sample surveys. If we had to choose one against the other, we would prefer the expansion of current sample surveys.

For some years now we have vigorously proposed that the Federal Government collect more up-to-date Federal statistics on the housing situation. The HHFA and the Census Bureau are now making a start on this and we are very pleased with the proposals on housing

studies and housing research that the HHFA has now undertaken. As a result, we are going to obtain information on home sales and on the characteristics of new homes.

I would like to digress from my statement at this point. For the past 7 years the only statistics available on the price and characteristics of new homes have come from very thin surveys we make ourselves, surveys which were necessarily limited because of limitations of our own resources. When we have major housing legislation coming up, I make these surveys. I know how thin they are, and everybody in the industry is very much bothered by the need for more data in this field. We are also pleased to note that the Home Loan Bank Board is prepared to collect data on mortgage interest rates and other information of interest in the home financing field.

A good start is now being made on the improvement of housing statistics. Such improvement is decidedly in the public interest and will result in more informed policymaking and decisiontaking in this important sector of our economy.

We want to place ourselves squarely behind these efforts, and at the same time hope that we can assist the committee in determining what the more important uses for limited Government funds are in the areas of housing and construction statistics.

Mr. HENDERSON. Mr. Rogg, I certainly want to commend you on your statement and particularly the very fine attitude you express that you recognize other groups might have other needs, and you have very clearly spoken about your own needs but you are not blinded by what is sometimes referred to as self-interest.

Any questions, Mr. Johansen?

Mr. JOHANSEN. No questions.

Mr. HENDERSON. We thank you for your statement and since you are so conveniently located we may call on you again.

Mr. ROGG. Thank you.

Mr. HENDERSON. Our next witness is Miss Mary K. Nenko, assistant director of the National Association of Housing and Redevelopment Officials. It is a pleasure to have you before us today, Miss Nenko.

#### STATEMENT OF MARY K. NENNO, ASSISTANT DIRECTOR, NATIONAL ASSOCIATION OF HOUSING AND REDEVELOPMENT OFFICIALS

MISS NENNO. Mr. Chairman and members of the committee, my name is Mary K. Nenko and I am the assistant director of the National Association of Housing and Redevelopment Officials. I was formerly chairman of the research and statistics committee of this association and director of research for the Buffalo Municipal Housing Authority of Buffalo, N.Y. In appearing here on behalf of NAHRO (which is the short version of our association's name) I speak for a private nonprofit professional association founded in 1933 and composed of about 5,700 agency and individual members actively engaged in housing, renewal, code administration, and community development activities throughout the United States. The members of NAHRO are professional persons with the responsibility for administering official local programs of urban development and housing.

Mr. JOHANSEN. Just for purposes of identification, does that membership include persons in both local community, State, and Federal agencies?

Miss NENNO. The membership is primarily local public housing and renewal agencies. We have both agency and individual membership, and primarily the membership is composed of local public agencies and local professional people in these agencies.

Mr. JOHANSEN. Mr. Chairman, we have a problem of time. I wonder if we could place the rest of her statement in the record?

Mr. HENDERSON. Your statement will be entered in the record at this point.

(The statement follows:)

PREPARED STATEMENT OF MARY K. NENNO, ASSISTANT DIRECTOR, NATIONAL ASSOCIATION OF HOUSING AND REDEVELOPMENT OFFICIALS

Mr. Chairman and members of the committee, my name is Mary K. Nenko and I am the assistant director of the National Association of Housing and Redevelopment Officials. I was formerly chairman of the research and statistics committee of this association and director of research for the Buffalo Municipal Housing Authority of Buffalo, N.Y. In appearing here on behalf of NAHRO (which is the short version of our association's name) I speak for a private nonprofit professional association founded in 1933 and composed of about 5,700 agency and individual members actively engaged in housing, renewal, code administration, and community development activities throughout the United States. The members of NAHRO are professional persons with the responsibility for administering official local programs of urban development and housing.

We appreciate the opportunity to appear before this committee and present our views on H.R. 1100, a bill to authorize a mid-decade census of population and housing.

Mr. Chairman, the members of NAHRO are in support of a mid-decade census of population and housing which will give them the necessary factual information to make intelligent decisions in regard to their local operating programs of housing and urban renewal. They are fully conscious of their responsibility to develop programs which will serve a beneficial, long-term public use and at the same time be a prudent utilization of Federal and local funds.

Since your committee began hearings on this bill in the last congressional session, the members of NAHRO's research and statistics committee have spent considerable time in formulating their views on the question of a mid-decade census. The fruit of their effort is a detailed statement of recommendations, on an item-by-item basis, on the suggested content for a mid-decade census. The members of this committee are professional research personnel in the service of local housing, renewal, and code administration agencies, members of faculty of colleges and universities in the fields of economics, planning, and sociology, and professional research consultants in the housing and urban renewal field. They are persons who have direct knowledge in the use of census data on population and housing. In the few minutes allotted to me this morning, I will mention only the highlights of our research committee statement. However, with your permission, I would like to file the complete report for the record.

As I have previously indicated, Mr. Chairman, NAHRO is vitally interested in census information on both population and housing as a background for operating decisions on local housing and renewal programs. We feel that such information should be made available on a schedule more frequent than the traditional decennial census for a number of reasons.

First, dynamic shifts are taking place in the economic and social structure of the Nation. Information from the 1960 census revealed the scope of population shifts over the previous 10 years from the city to the suburbs. Local housing and renewal programs planned in the later years of the past decade were seriously handicapped by the fact that 1950 data were obviously out of date. There are indications that the decade currently in progress will again reflect major changes in both the location and characteristics of population. In addition, there have

been and will continue to be significant alterations in both the supply and condition of housing. Data on both population and housing are necessary on a mid-decade basis to serve as a solid indication of program needs and direction. In a negative sense, alone, such data are essential to prevent gross errors in planning.

Secondly, activity in the operating programs to rebuild our cities is proceeding at an accelerated pace. Over the next decade, there will be billions of dollars invested in local housing, urban renewal, and other community development activity. Federal Government expenditures alone for urban renewal grants to local communities and local contributions for low-rent housing are at a current level of almost \$800 million a year. Over a 5-year period, these programs alone (and exclusive of local contributions) will absorb about \$4 billion. A mid-decade census at level 4 (largely a replication of the 1960 Census of Population and Housing) would represent only 2.5 percent of the Federal expenditures for urban renewal and low-rent housing alone. If the full investment in housing, renewal, highways, public buildings, and facilities could be established for the next 5 years, the comparative investment in a mid-decade census would be small indeed.

Finally, it should be pointed out that local program activity in both housing and urban renewal is concentrated in smaller communities. Over three-fourths of local housing authorities are located in communities of less than 25,000. Almost 50 percent of the communities engaged in urban renewal have populations of less than 25,000, and of these a substantial proportion have populations of less than 10,000. In the 5 years from 1956 to 1960, 97 percent of public facility loans were in communities of less than 10,000. The concentration of this activity in smaller communities, Mr. Chairman, makes it impossible for NAHRO to support any level of a proposed mid-decade census which does not provide data for smaller communities. Any other level will simply not meet the planning and program needs of local agencies with operating responsibilities.

We would further state that except for data on income and migration, information collected on a sample basis is inadequate for the purposes of urban renewal programing since it does not permit tabulation of data on a block basis. Block data is an essential element in the small area analysis entailed in local urban renewal programs. Without this vital tool, it is extremely difficult to assemble the basic data required to analyze sections of a local community for which highest priorities should be given, including a demonstration as to whether areas should be cleared, given conservation treatment, or rehabilitation of a long-term or short-term, stopgap nature.

For these reasons, Mr. Chairman, NAHRO is in favor of a mid-decade census which will provide information for smaller communities and which will permit the assembly of block data. This would be close to level 4 of the U.S. Census-Bureau proposals.

As I have previously indicated, the detailed recommendations of our association are contained in the statement of its research and statistics committee.

We appreciate the opportunity to present our views to you.

Miss NENNO. My statement is very brief. The appendage is the recommendation of the NAHRO Research and Statistics Committee on the mid-decade census. It has spent considerable time on this matter.

Mr. JOHANSEN. May I ask that it be incorporated in the record?

Mr. HENDERSON. Without objection it will be incorporated in the record at this point.

(The material referred to follows:)

RECOMMENDATIONS ON THE PROPOSED 1965 POPULATION AND HOUSING CENSUSES BY A SUBCOMMITTEE OF NAHRO RESEARCH AND STATISTICS COMMITTEE

At the meeting on September 28, 1961, the NAHRO subcommittee on the mid-decade census reaffirmed the basic position taken by Mr. John D. Lange, executive director, chairman of the subcommittee on census and Government statistics. This position is restated as follows:

(1) Data on population and housing should be collected in 1965 on a 100-percent basis covering the items in form PH-2 of the 1960 Census of Population and Housing, plus sample data on family income and migration—date of move-

of household into their present quarters and from what area they moved. Specifically, for population this would include: Relationship to head of household; sex; color or race; month and year of birth; marital status; and place of birth. Housing data would include: Type of housing units; access to unit; kitchen or cooking equipment; condition of housing units; occupancy; number of rooms; running water; flush toilet, bathtub or shower; tenure; vacancy status; description of property; value of property; rent. Information on the year the head of the household occupied his present housing unit, previous residence of the head of the household and family income may be incorporated on a 25-percent sample in the course of collecting the 100-percent data.

(2) A national housing inventory, similar to the inventories of 1956 and 1959, should be conducted in all standard statistical metropolitan areas of a quarter of a million or more population, including separate data for central cities in these areas. This program would reflect the changes which have taken place in the local housing supply and present sufficient local and regional data to provide an accurate national picture. In addition, provision should be made so that metropolitan areas with smaller populations could contract for these data on a cost basis. The inventory could be conducted at the same time as the coverage in (1) above, so that the data could be correlated.

(3) None of the proposed 1965 census coverage should prejudice the development of an expanded program of current population and housing statistics conducted by the Bureau of the Census.

In the course of reconsidering and reaffirming the recommendations outlined above, the subcommittee extensively examined the rationale behind its recommendations. As part of this analysis, the subcommittee examined each of the individual items incorporated in item 1 and the reasons for requesting them on a full 100 percent—or sample—basis.

The subcommittee agreed that key housing items listed in item 1 are necessary for the compilation of block statistics which are an essential element in the small area analysis entailed in the urban renewal programs of the Nation's communities. Without this vital tool, it becomes extremely difficult for planners to assemble the basic data required to analyze the sections of their community for which highest priorities should be given in the development of urban renewal programs, including a determination as to whether areas should be cleared, subjected to conservation, or rehabilitation of a long-term or of a short-term stop-gap nature. Essential in this analysis is a sufficient amount of detailed housing data on a small area basis which will permit the local planning agency to make preliminary determinations of priorities, the relocation requirements involved, the type of renewal treatment required, and the development of an overall community program including some determinations of the costs involved. Detailed information on a block level permits local planning agencies to assemble these elements. It is for this reason the subcommittee agrees that, except for income and migration data, information collected on a sample basis is inadequate for the purposes of urban renewal programs of local communities since it does not permit tabulation of data on a block basis. As a final note, it might be pointed out that some 200 communities in the 1960 census below the population level of 50,000 undertook the expense of preparing acceptable block maps and reimbursing the Bureau of the Census for the incremental costs of furnished tabulations by blocks. This opportunity should also be afforded to smaller communities in connection with the mid-decennial censuses to provide them with appropriate tools for preliminary work in their urban renewal programs. Such an opportunity is of critical importance to communities newly undertaking urban renewal programs.

Since income and migration data are limited to a 25-percent sample, the smallest area for which these items can be tabulated are census tracts, even though for many purposes this information would be valuable on a block basis.

Turning to the rationalization of the needs for the individual items, it was the consensus of the subcommittee that the following items are essential for the reasons listed below:

1. *Identification purposes.*—This is a technical requirement in the data collection procedures of the Bureau of the Census necessary to properly identify the household and the space which they occupy as their housing unit. It is essential for complete coverage of the population and the housing space they occupy as well as to identify all the housing space which potentially can be used for dwelling purposes. The proper and complete identifications of all housing space, occupied or vacant, is an essential element in obtaining full coverage of

the housing inventory and materially implements complete coverage of the population. The following items fall in this category:

- Name of each person and relationship to head of household.
- Type of housing unit.
- Access to unit.
- Kitchen or cooking equipment.
- Number of rooms.
- Tenure.
- Vacancy status.

2. *Household characteristics*.—From the standpoint of urban renewal requirements, it is essential to know what the characteristics are of households in various sections of the community for which some kind of renewal activity is planned. Questions such as the following are constantly raised and are thorny problems for urban renewal planners:

- Who are the people living in the area?
- Of what kind of households are they comprised?
- Do they represent stable family groupings or are they of unstable transient nature?
- What is the age distribution of these households?
- Are they mobile (recent movers), or are they deeply rooted in the community?
- What levels of income do they represent?
- What are the problems involved in relocating these households?
- What is their household size?
- What type of housing must be provided for them?
- What amounts of space?
- What kind of relocation housing can they afford?

Among the "household characteristics" item recommended by the subcommittee to permit local planners to answer questions of the type listed above are the following: Relationship to head of household, sex, color or race, month and year of birth, marital status, place of birth, year present unit occupied by head of household, previous residence, family income.

3. *Housing characteristics*.—The necessity to know details of housing characteristics of small areas is vital to permit planners to identify sections of the worst blight which require clearance; to identify those sections which are basically sound but which require assistance to prevent the development of blight and deterioration; to identify those areas which have deteriorated but which hold a possibility of long-term rehabilitation; and to identify areas which have deteriorated but which cannot be razed in the foreseeable future, but in which some kind of holding action is necessary to prevent decline into further blight and slum. Aside from knowledge of the characteristics of population which are involved in these several types of areas, it is necessary to know the following facts about the housing:

1. Type of housing units.
2. Access to unit.
3. Kitchen or cooking equipment.
4. Tenure.
6. Vacancy status.
7. Condition of housing unit.
8. Piped water.
9. Flush toilet.
10. Bathtub or shower.
11. Description of property.
12. Value of property.
13. Rent.

(NOTE.—Items 1 through 6 are also required for identification purposes.)

Although the above do not represent all that is desirable, they do include the minimum essentials necessary to effectively define the nature of the community's housing problem. The subcommittee would recommend that something further be done about the new classification of deteriorating. For example, an enumerator judgment might be obtained which would be of material assistance in assessing the extent of deterioration in different sections of the community. In addition to the sound and dilapidated categories, individual units might be further classified as: Deteriorating—needing major repairs; deteriorating—needing minor repairs.

At present, analysts of the housing inventory are happy to have the classification "deteriorating" to assist them in rating different areas. But with "dilapidated" housing having apparently fallen from 10 percent to 5 percent of the Nation's total, it is becoming increasingly important to find additional bases of assessing the relative condition of the Nation's housing supply. One suggestion to meet this need is that a new category of "deteriorating—needing major repairs" be added to the condition classification. This would permit the more serious part of the deteriorated category to be classified substandard housing by agencies using this classification.

For many years the Bureau of the Census has been urged to take a total census of all structures so that the incidence of mixture of residential and non-residential structures in various parts of the community could be readily identified. This would be a first step in meeting the desires of urban renewal planners to obtain some inkling of environment factors impinging upon the quality of the housing supply.

The committee feels that there is a need to broaden the housing program of the Bureau of the Census to meet the changing housing needs of the Nation and the shifts in the housing supply. How quickly such broadening can be effected to accommodate specific changes in the concepts and definitions used in the 1960 census is a matter for discussion with the Census Bureau. It may not be possible to include in the census proposed for 1965 all of the desirable recommendations. However, the committee urges an immediate reexamination following the field appraisals of 1960 results with a view toward adopting desirable changes in concepts and definitions as quickly as they can be accommodated.

Although much has been done to improve the Nation's housing supply over the past two decades, much work remains to be done to bring the housing of all our people to an acceptable level now enjoyed by a majority of our population. Only by constantly reassessing our housing statistics program can we develop programs aimed at achieving this objective.

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NATIONAL ASSOCIATION OF HOUSING AND REDEVELOPMENT OFFICIALS  
WASHINGTON, D.C.

RESEARCH AND STATISTICS COMMITTEE, 1961-63

Chairman: Louis Winnick, director of research and program planning, New York City Housing and Redevelopment Board, 2 Lafayette Street, New York, N.Y.  
Members:

George T. Akahoshi, director of urban renewal studies, Real Estate Research Corp., 73 West Monroe Street, Chicago, Ill.

Herman G. Berkman, professor of economics, University of Wisconsin, Milwaukee Campus, 3202 N. Downer Street, Milwaukee, Wis.

Donald J. Bogue, associate professor, Department of Sociology, University of Chicago, Chicago, Ill.

John Dyckman, c/o A. D. Little, Inc., 500 Sansome Street, San Francisco, Calif.

Harry Fialkin, chief of research and reports, New York City Housing Authority, 299 Broadway, New York, N.Y.

Paul A. Flowers, director of administration, Housing Authority of the City of San Antonio, Post Office Box 1117, San Antonio, Tex.

George Grier, 1634 Montague Street, N.W., Washington, D.C.

Mrs. Sara S. Hartman, director of research and analysis, Baltimore Urban Renewal and Housing Agency, 10 North Calvert Street, Baltimore, Md.

Mrs. Elfriede F. Hoerber, director of research, the Philadelphia Housing Association, 1717 Sansom Street, Philadelphia, Pa.

Morton Hoffman, urban and economic consultant, Morris Building, Baltimore, Md.

Lawrence J. Kaplan, director of relocation planning and research, New York City Division of Real Estate, 2 Lafayette Street, New York, N.Y.

Mrs. Mead Smith Karras, 148 11th Street SE., Washington, D.C.

William N. Kinnard, Jr., head, Business Department, University of Connecticut, Storrs, Conn.

Frank S. Kristof, deputy director of planning and program research, New York City Redevelopment Board, 2 Lafayette Street, New York, N.Y.

Edwin Krauss, chief of research and analysis unit, Department of Licenses and Inspections, City of Philadelphia, City Hall Annex, Philadelphia, Pa.  
 Gerald Newman, chief research section, Community Conservation Board, City of Chicago, 320 North Clark Street, Chicago, Ill.  
 Kirk R. Petshek, professor of urban studies, University of Wisconsin, 600 West Kilbourne Avenue, Milwaukee, Wis.

CONSULTANTS TO THE NAHRO RESEARCH AND STATISTICS COMMITTEE

Lawrence N. Bloomberg, Office of Statistical Standards, Bureau of the Budget.  
 Wayne F. Daugherty, Assistant Commissioner for Program Planning, Public Housing Administration.  
 David Gilgoly, Assistant Director, Economics Department, National Association of Home Builders.  
 Frederick O'R Hayes, Assistant Commissioner for Program Planning, Urban Renewal Administration.  
 Roye L. Lowry, executive director, Federal Statistics Users Conference.  
 Catherine Martini, director of research, National Association of Real Estate Boards.  
 M. Carter McFarland, Assistant Commissioner for Programs, Federal Housing Administration.  
 Daniel B. Rathbun, Chief, Housing Division, U.S. Bureau of the Census.  
 Israel Raffkind, Assistant Commissioner for Program Planning and Development, Community Facilities Administration.  
 Morton J. Schussheim, Assistant Administrator for Program Policy, Housing and Home Finance Agency.

MISS NENNO. Our primary position, I think, can be stated that we think there is a compelling public policy need for a 1965 census of population and housing which will provide data, first of all, for smaller communities, and secondly block data which will enable our local housing and renewal officials to program effectively their operations.

The resources of local communities and smaller agencies are involved in housing and renewal programs are not such that they have the facilities to collect the kind of data provided in the census.

Mr. HENDERSON. Do you feel a full census would meet those needs?

MISS NENNO. As I understand it, only level IV would provide information for smaller communities and on a block basis, so we recommend a level IV census. Although data from the census do not include all the information that would be desirable, census data do include the minimum essentials necessary to define a community's housing and renewal problem.

Mr. HENDERSON. I do not think I have ever seen a witness hit the point any clearer than that.

Mr. JOHANSEN. That is a very clear and concise answer. Off the record.

(Discussion off the record.)

MISS NENNO. The accelerating pace of renewal in this country is such that over the next decade we will have billions of dollars invested in community development programs of all kinds. As a matter of fact, at the present time the current Federal expenditures for local urban renewal grants and low-rent housing are at a level of \$800 million a year. Over a 5-year period this would be about \$4 billion, and a level IV census would be about 21½ percent of this figure.

Mr. HENDERSON. There is no question in your mind that urban renewal is going on in other than large cities?

MISS NENNO. If you will look at the last paragraph on page 2, we say that almost 50 percent of the communities engaged in urban re-

newal have populations of less than 25,000, and of these a substantial proportion have populations of less than 10,000. In the 5 years from 1956 to 1960, 97 percent of public facility loans were in communities of less than 10,000. So this really highlights the fact that a substantial proportion of these activities are in smaller communities.

Mr. JOHANSEN. Is it your impression that a full duplication of the decennial census would obviate the need for such a thing as the national housing inventory?

Miss NENNO. No, I do not. As a matter of fact, we strongly believe that the national housing inventory should be a part of the 1965 census. This provides components of change in our housing supply and gives us an indication of what the changes have been over a period of time. The difficulty has been that this has been restricted to a very few metropolitan areas.

Mr. JOHANSEN. The inventory?

Miss NENNO. That is correct.

The inventory provides no data for smaller communities nor for block statistics in the larger cities. These refinements are absolutely essential for local planning.

Mr. JOHANSEN. Does the decennial census provide that as it was carried out in 1960?

Miss NENNO. The decennial census as carried out in 1960 provided block data and also data for smaller communities. The housing inventory, of course, was taken in 1956, and again in 1960 in connection with the decennial census.

Mr. HENDERSON. We could conclude from your statement that the recommendations of Dr. Bowman yesterday for the survey and sample type would not meet the problems that you speak of in the smaller communities?

Miss NENNO. That is correct.

Mr. HENDERSON. We certainly do thank you. You have done a fine job in the brief time we were able to allot you.

Our last witness this morning is Mr. Donnenthir.

We see our colleague from our great State of California. We are delighted to have you present the witness. We are most apologetic for the time limitation, but Mr. Johansen and I will try to stay.

#### STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. JOHNSON. We understand your circumstances.

Mr. Chairman and members of the committee, I take great pride in introducing to this committee one of our very fine officials in local government. He has been the past president of the California State Supervisors' Association. He comes from one of my very prominent counties. He is a member of the board of supervisors, Mr. Donnenthir, who will appear here today in behalf of the National Association of County Officials.

Mr. HENDERSON. Before you leave, we want to thank you for taking time out to present the witness. We will keep the Congressman informed of our deliberations.

**STATEMENT OF CLAIR DONNENWIRTH, SUPERVISOR OF PLUMAS COUNTY, CALIF., ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTY OFFICIALS**

Mr. DONNENWIRTH. Mr. Chairman, members of the committee, my name is Clair Donnenwirth, supervisor of Plumas County, Calif. I am pleased to appear before your committee as a representative of the National Association of County Officials to recommend enactment of H.R. 1100, a bill to authorize a mid-decennial census of population and housing.

The National Association of County Officials represents the elected officials of the over 3,000 counties in the United States. Many of our counties, like our other units of government, have undergone a tremendous growth of population, especially in those areas adjacent to and within the Nation's metropolitan areas. This population growth has challenged county governments to provide a number of urban services and meet a number of difficult social and economic problems. Many of our counties, for the first time, have found themselves deeply involved in such vital matters as comprehensive land use planning, provision of adequate public water supply and sewerage disposal facilities, and preservation of open land in portions of our counties so that recreation and conservation areas can be preserved and wasteful urban sprawl avoided. These new obligations are being added to our more traditional functions in such fields as health, welfare, and highways.

In order for county government to provide both new and traditional services, we need current information regarding the location of our residents, their ages, their education and educational needs, the number of persons in the family, the income of the family, the kind of movement within and in and out of our counties, the origins and destinations of our employed persons in journeying to work.

In many situations the need for more up-to-date and more reliable basic information about the population of our counties, especially those urban in nature, are caused by Federal programs. Today, grants-in-aid are made available in such fields as housing and urban renewal, health services, highway construction, youth welfare services, mass transportation, open spaces, and redevelopment of depressed areas. Often the county is the most appropriate level of government for administration of these programs.

Mr. JOHANSEN. May I interrupt?

Even if there were not these Federal grants-in-aid, and even if the approach were from the State or local level, would there be any less need for the type of data that you are talking about?

Mr. DONNENWIRTH. No. We still would need this information. We have counties such as Orange County bordering Los Angeles County that almost tripled its population in a 10-year period, and grants coming down from the State level to Orange County, Santa Clara County and counties like that, while their problems were increasing and multiplying two and three times over a 10-year period, the grants-in-aid were not reflected until the regular decennial census. So it is very important, even though we forget about the Federal grants-in-aid, that this information be provided to county governments for other reasons.

Mr. HENDERSON. I might ask a question right here.

All these national sample surveys that we are talking about, the counties are left out of this sort of data collecting that would be of real importance to you.

Mr. JOHANSEN. In other words, it is cities rather than counties that are covered by these special studies?

Mr. HENDERSON. Unless the entire county is the metropolitan area.

Mr. DONNENWIRTH. I know the State you represent, and I know local government is strong in North Carolina. My son-in-law is from North Carolina. Local government is strong in California. We are able to do things in local government in a number of States that are not permitted in some States because of constitutional restrictions in these States.

So where country government is strong, county government provides these services.

In California, for instance, we have a League of California Cities. We have the County Supervisors Association of California, and we are working very closely together and we have a fine relationship with our State legislature. We have a fine relationship with our Congressmen and our U.S. Senators because we work together as units of government in California. We solve these problems together.

So it is just as important that this information be provided to county governments as it is to city governments.

Mr. JOHANSEN. You would agree with what I think is the chairman's point—presently the special census studies and surveys do not provide that to counties?

Mr. DONNENWIRTH. Yes; I do. We would like to have that.

Mr. HENDERSON. Your 1960 census did provide right on down to the county level the essential basic information for your county planning?

Mr. DONNENWIRTH. Yes, sir.

Mr. HENDERSON. One comment on your remark about North Carolina.

I think with the action we took years ago by bringing the operations of our school into the State program, that strengthened our local governmental units to provide all the other services. I am certainly aware of the essential needs of the county units in my State for this basic data in county government, even in the most rural areas.

You may proceed.

Mr. DONNENWIRTH. Success in administration calls for reasonably reliable and current base information about our population. The mid-decade census authorized by this proposed legislation would provide such information on a comparable basis with that currently being made available by the 1960 Census of Population and Housing.

I note from the hearings held to date by this committee that almost all of the many State and local government officials who testified have endorsed such a mid-decade census. As we become more aware of the problems resulting from rapid urban growth, it is safe to anticipate that census information will be put to good use for known as well as unanticipated purposes.

I note that of the censuses taken by the Federal Government, only the population and housing census is on a 10-year cycle. Thus the censuses of agriculture, manufacturers, and governments are per-

formed every 5 years; the census of business is taken every 4 and 6 years. The current population explosion, especially in our urban counties, now requires more timely and detailed information than has been available in the past.

Mr. JOHANSEN. What you said in that paragraph preceding amounts to saying in certain areas we already have a 5-year census?

Mr. DONNENWIRTH. That is right.

Mr. JOHANSEN. I think that is a very significant point.

Mr. DONNENWIRTH. In view of the cost considerations, I would urge that a 25-percent sample of the population and housing information available from the 1960 census be authorized by this Congress.

A census of this detail would provide the planning and program information needed by most of our State and local governments, including necessary economic and social information such as mobility of population, income levels, employment, and property value. For those counties and other local governments which might desire a more complete enumeration of economic and social data, it is urged that accommodation be made to permit additional data to be collected on a reimbursable basis.

We feel in local government if we want additional information that is desired by a certain segment of our people, we in county government, if we make the request, we should be willing to pay for the cost of that additional information.

Mr. HENDERSON. That is a very, very fine position.

Mr. DONNENWIRTH. In summary, this proposed legislation is of special importance to the National Association of County Officials. I would like to congratulate the committee for holding extensive hearings on this important subject which is basic to helping meet the challenges of growth and development that we may anticipate in the next decade.

I urge that this legislation be enacted.

Mr. HENDERSON. You have made a very fine and cogent statement. It will be fully considered by the committee.

The committee will stand adjourned until 9:30 Friday morning, May 4.

(Whereupon, the committee recessed, to reconvene at 9:30 a.m., Friday, May 4, 1962.)

(The following material was supplied for the record:)

ROBERT R. NATHAN ASSOCIATES, INC.,  
CONSULTING ECONOMISTS,  
Washington, D.C., May 4, 1962.

HON. DAVID N. HENDERSON,  
Acting Chairman, Subcommittee on Census and Government Statistics,  
Committee on Post Office and Civil Service,  
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN HENDERSON: We very much appreciate this opportunity to express our support of H.R. 1100, a bill to provide for the taking of a mid-decade census of population, unemployment, and housing.

Like everyone engaged in economic research, this firm relies very heavily on census data in a great variety of ways. We are often called on to conduct economic and marketing studies for business, requiring detailed and up-to-date data concerning population and economic characteristics of States and cities. Like other users of the census we find ourselves increasingly at a disadvantage as each decade passes and the data of the decennial census become more and more remote. The degree of mobility in the American population and in the

labor force, and the rapid changes arising from the dynamics of the American economy, make it often very hazardous to extrapolate from the last decennial census to the latter part of the decade.

From time to time we have become engaged in detailed economic studies of cities and counties. Recently, for example, we have been advising the Area Redevelopment Administration on local economic development programs. The increasing interest in local economic development arising from the activities of the States and the Area Redevelopment Administration will increase the demands for detailed, accurate, up-to-date figures which can be supplied most economically and most accurately by the census. At the moment, we rely very heavily on the recently published data from the 1960 census. It is easy to imagine how difficult it will be to conduct local studies of this kind 5 or 6 years from now if there are no up-to-date census figures to rely on.

Insofar as our use of census data are concerned, I believe they might be reasonably well satisfied by level III described in the Census Bureau memorandum of September 21, 1961. While this level would not provide a great deal of detail for the smallest areas, in our opinion it represents an efficient compromise between cost and detail of data.

We would appreciate it very much if you would make this letter a part of the record of your hearings.

Sincerely yours,

EDWARD D. HOLLANDER,  
*Vice President.*

NATIONAL CATHOLIC WELFARE CONFERENCE,  
*Washington, D.C., April 24, 1962.*

HON. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics House  
Office Building, Washington, D.C.*

DEAR CONGRESSMAN HENDERSON: I am writing with further reference to your letter of April 4, 1962, respecting the subcommittee's forthcoming hearings on the proposed mid-decade census on population and housing. On behalf of the National Catholic Welfare Conference I greatly appreciate your kind invitation to testify at the hearings, but I feel that this letter will sufficiently state our position on the question and personal appearance or testimony will not be necessary.

Regarding the substantive aspect of the proposed hearings, that is whether or not there should be a mid-decade census, our attitude is one of neutrality. We can see merit in more timely availability of national population and housing data that would be forthcoming through a mid-decade census. On the other hand, considering the added costs of such a census, it may well be substantially the same results can be accomplished through improved electronic methods of processing. Whether or not there should be such a census we leave entirely to the good judgment and wisdom of the Congress.

We would like to take this opportunity, however, Mr. Chairman, to suggest anew consideration of the inclusion in future census of a question on religious affiliation. The Administrative Board of the National Catholic Welfare Conference endorsed the inclusion of such a question in the 1960 census, and it is our continuing feeling that data of this nature would be of great national usefulness. The mobility of the population, which is reported so faithfully by the Bureau of the Census, has presented acute problems in planning in recent years. Inclusion of a question on religion in a national census can be of tremendous assistance to us in this field.

Moreover, business at large can profit even more by such a question. Market analysis—used so widely today—limps very badly if the important factor of religious affiliation is not included. The various media of communication, the advertising industry, the construction industry and the arts connected with it, the amusement industry, the food processors, a wide variety of commercial enterprises have a definite interest in knowing something about the religious affiliation of prospective customers. Indeed, lately superintendents of public instruction in various parts of the country have been coming to the bishops to learn something of school plans so that the financial resources at the disposal of such superintendents can be used to the best advantage. In this regard, obviously, if the bishops can plan with greater certitude, approaches, from public instructors can be answered more concretely.

In summary, we feel the inclusion of such a question would promote the understanding of many current national trends, and I, therefore, respectfully submit for the consideration of the Subcommittee on Census and Government Statistics the advisability of requiring in forthcoming census a religious affiliation question.

With kindest personal regards,  
Sincerely yours,

PAUL TANNER, *General Secretary.*

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NATIONAL PLANNING ASSOCIATION,  
*Washington, D.C., May 2, 1962.*

MR. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee of Census and Government Statistics,  
Committee on Post Office and Civil Service,  
House of Representatives, Washington, D.C.*

DEAR MR. HENDERSON: Mr. John Miller, National Planning Association's executive director, has asked me to write to you concerning our views about a mid-decade census of population and housing. The National Planning Association as such, is taking no official position on this issue. However, several of National Planning Association's projects—particularly those concerned with economic projections for the Nation, the States, and metropolitan areas—depend on the availability of good and up-to-date base data. Having such data only once every 10 years is not good enough because of the rapid changes that are taking place, particularly through internal migration. More frequent data could be supplied, either by a mid-decade census or by improving the annual population surveys. We recognize that both methods have certain advantages and disadvantages. It seems to us, however, that a greater improvement in up-to-date information can be obtained by using the money and the effort for improving the annual survey rather than by initiating a mid-decade census.

For a more detailed view, I would like to refer to the testimony that will be presented on this issue by a representative of the Federal Statistics Users' Conference, with which we are cooperating.

Thanking you for the opportunity of expressing my views, I am,  
Sincerely yours,

GERHARD COLM, *Chief Economist.*

INSTITUTE FOR RESEARCH IN SOCIAL SCIENCE,  
UNIVERSITY OF NORTH CAROLINA,  
*Chapel Hill, April 9, 1962.*

HON. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Governmental Statistics,  
Committee on Post Office and Civil Service,  
House Office Building, Washington, D.C.*

DEAR REPRESENTATIVE HENDERSON: I regret that it is impossible for me to attend the hearings in Washington on the proposal for a mid-decade census, but I appreciate having this opportunity to comment on the proposal.

As director of the urban studies program in the Institute for Research in Social Science at the University of North Carolina, I represent a research activity which is a longstanding and continuing user of data obtained from the censuses of population and housing. Involving scholars and research personnel in such fields as city and regional planning, economics, public administration, and sociology, this activity seeks to follow the pace of urban expansion, study the problems it brings and identify approaches which serve to anticipate and reduce the adverse effects of these problems on the residents of urban areas, on their social and economic institutions, and on their physical surroundings.

I urge the establishment of a mid-decade census on a continuing basis as a level 2 kind of program. The data would have direct utility to a great variety of activities. As a specific illustration, we are engaged here in a continuing study of the forces that influence the pattern of population distribution in urban areas, how they function to keep land development compact in some instances, and how they serve to disperse it to scattered locations in other instances. By use of high-speed computers, we are seeking to simulate the growth patterns of cities in advance of actual development. This would mean we could spot problems (traf-

fic problems, water service problems, school problems, etc.) before public and private decisions are made that create the problems.

We feel that this kind of research has important implications for growth and development throughout the country. However, in order to carry out this kind of analysis, it is important to have accurate information on population and housing on a small-area basis at intervals of time of less than a decade. We believe the level 2 type mid-decade census would permit this kind of urban analysis to be carried out effectively. We feel that this information will become as important to cities as regular weather reports have become to airports.

For this investigation and for many of the other kinds of research in which we engage, the simple head count, including information on age, sex, race, and relationship to head of household, and the simple count of housing units, including tenure, occupancy, and condition would be needed. For our purposes, the most ideal geographic basis would be on a grid coordinate basis with a quarter mile to the side of each grid square.

Sincerely yours,

F. STUART CHAPIN, JR.,  
*Program Director.*

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PREPARED STATEMENT OF BERT SEIDMAN, ECONOMIST, DEPARTMENT OF RESEARCH,  
AFL-CIO

The proposal for the holding of a mid-decade census of population and housing reflects the broad desire of many statistics users for better, more timely and more extensive statistical information.

The AFL-CIO has supported every responsible effort to improve the statistical data collected and published by the Federal Government. Unions put to a great variety of uses the statistical information provided by the various Federal agencies. They use such data in preparing sound collective bargaining positions, in gaging population and manpower requirement trends, in judging the adequacy of housing and urban renewal programs, in overall economic analysis and in many other ways which help them to discharge their responsibility more intelligently and more effectively.

We recognize also that other organizations, groups, and individuals, including the Federal Government itself, make great use of the various types of statistical data collected and disseminated by Federal agencies. It is in full awareness of the key role of Federal statistical information in our national intelligence regarding economic and social developments that the trade unions have long sought to bolster and strengthen Federal statistical programs. As one way of helping to accomplish this result, we have joined together with business, farm, and nonprofit organizations in the Federal Statistics Users' Conference, an organization dedicated to the improvement of the Federal statistical programs.

While the AFL-CIO would not oppose the holding of a mid-decade census of population and housing, it is not high on our priority list of needed improvements in statistical programs. In testimony before the congressional Appropriations Committees, we have indicated on numerous occasions the need for expansion of the statistical activities of the Department of Labor, especially those of the Bureau of Labor Statistics. Increased funds for the BLS would provide vitally needed information on wage developments, employment and unemployment, manpower requirements, price changes, productivity trends, collective bargaining developments and other types of economic and statistical information of great interest to unions, employers and others concerned with developments in our industrial society. Other statistical agencies, such as the Office of Business Economics in the Department of Commerce, could also make good use of additional funds to improve and extend their existing programs. However, in considering the matter before this subcommittee, it might be appropriate to confine our comments to alternative methods of obtaining additional population and housing information since it is such data which would presumably be obtained in a mid-decade census of population and housing.

It is our considered judgment that expansion and improvement of current sample surveys of population and housing as well as other sample surveys at more frequent intervals than any complete census could feasibly be conducted would provide more useful information at considerably less cost than a mid-

decade census. The following two suggestions are only intended to provide examples of the kind of data we think would be most useful which could be obtained by extending and improving the household survey statistical programs:

(1) The present sample of 35,000 households in the Monthly Report on the Labor Force could be expanded at fairly frequent intervals, say once or twice a year, to four times its regular size. With a sample of such proportions, it would be possible to make on a current basis a detailed analysis of the structure of unemployment and the labor force, and over-the-year changes, with a substantial increase in reliability of both national and regional (and divisional) estimates.

(2) Instead of piecemeal sporadic sample surveys in the field of housing, a separate household sample could be established of sufficient size to provide frequent information on vacancies, housing market transactions, housing financing, repairs, and improvements, etc. This would be in addition to the existing types of housing data as well as to a small sample national housing inventory similar to the one in 1956, conducted at intervals of 3 to 5 years.

These are just a couple of examples by way of illustration of how additional resources could be effectively used to obtain better, more extensive, more frequent and therefore more up-to-date housing and population data than could be obtained from a mid-decade census.

In the event a mid-decade census should be authorized, we would favor level 3 of the alternatives that have been suggested, although we are not committed to a sample as large as 25 percent. Neither the head count of level 1 nor that plus the basic characteristics of level 2 would be desirable from the point of view of our statistical concerns. On the other hand, we see no need for replication of the 1960 census. Therefore, in the event that there were to be a mid-decade census, we would prefer level 3 which would provide useful population and housing data with a geographical breakdown for States, metropolitan areas, larger counties, and larger cities.

We repeat, however, that our first choice is not for a mid-decade census but for expanded and improved sample surveys to provide better and more up-to-date housing and population information.

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PREPARED STATEMENT OF HENRY E. POGUE, CHAIRMAN, REALTORS' WASHINGTON COMMITTEE OF THE NATIONAL ASSOCIATION OF REAL ESTATE BOARDS

Mr. Chairman and members of the subcommittee, my name is Henry E. Pogue, and I am engaged in the real estate and construction business in Fort Thomas, Ky. I am chairman of the Realtors' Washington Committee of the National Association of Real Estate Boards, an association of more than 1,400 local real estate boards which include approximately 71,000 realtors in every State of the Union. I appreciate this opportunity to file this statement in regard to H.R. 1100, a bill to establish a permanent quinquennial census.

It is the position of our association that the funds and time which would be expended in a mid-decade census would be better utilized in conducting a series of special studies providing much-needed information as a supplement to the broader based decennial census.

In the broadest sense, our concern is with housing as a sector of the economy, with population data as related to housing, and with the pattern of change that has developed in residential markets since World War II.

Our uses of census data range from national, regional, and city data for correlation with information from our own surveys, to small area compilations for urban renewal reports produced as a part of the work of the Build America Better Committee.

In our opinion, a level 4 census is the only type which would provide information usable to establish the much-needed benchmarks upon which continuing studies are based. We do not think, however, that it is necessary to enact permanent legislation providing for such a census every 5 years. In general, adequate information could be provided in the intervening years by emphasis on special studies including components of change and local studies providing level 4 information in areas of special importance or interest. This would effect a desirable saving of time and expense.

While topics appropriate for special study may change from year to year, certain subjects appropriate for attention in the near future are apparent. For example:

(1) There is need for more intensive attention to vacancy data. The quarterly series might be improved through an expansion in coverage, and certainly would be more useful if local information were available for the larger metropolitan areas.

(2) The components of change data collected in 1956 and again in 1960 have provided information on expansion and contraction in the housing inventory. Information on additions to the housing supply or other new construction, and losses from the inventory, have told us much about natural changes.

(3) The interest rate series on conventional mortgages recently inaugurated by the Home Loan Bank Board will provide current and useful data on residential financing.

(4) Current housing market information will be augmented by the study of prices and timelag between completion and sale of new homes. Consideration might be given to a recurring survey on this subject.

(5) The foreclosure study currently in process is an example of a timely topic. Other problems will present themselves as changes in the real estate economy appear to raise pertinent subjects.

(6) Extensive use is made by us of population data on family composition, mobility, and income. Expansion in this area might be useful.

We recommend, therefore, that H.R. 1100 be disapproved and that attention be directed to special studies as set forth above.

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THE COUNCIL OF STATE GOVERNMENTS,  
*Washington, D.C., May 9, 1962.*

HON. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics, House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: In your letter of April 4 addressed to Mr. Brevard Crihfield, executive director of the Council of State Governments, you asked that a representative of the council appear at the hearings on H.R. 1100, May 2, or submit a statement for inclusion in the record. We regret for various reasons we were unable to comply with your request, but if it is not too late we should like to ask that our views as expressed in this letter be included in the subcommittee's record on the bill.

Unfortunately we are not experts in the gathering or the use of information on population unemployment and housing. We do believe, however, that information on these subjects, such as the decennial census yields, would be most useful to States if such information were available at more frequent intervals. We appreciate that there may be several methods whereby such information might be obtained, but on the basis of an imperfect understanding we should think that a so-called level 3 proposal might give the most useful information. We also believe that if more data were needed locally it should be possible for States or subdivisions of States to contact the Census Bureau for a collection of such data at either the regular decennial census or a mid-decade census.

Thank you for giving us an opportunity to comment on this proposed legislation.

Very truly yours,

CHARLES F. SCHWAN, Jr.,  
*Washington Representative.*

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...the following information...

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## MID-DECADE CENSUS

FRIDAY, MAY 4, 1962

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CENSUS AND GOVERNMENT STATISTICS  
OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE,  
*Washington, D.C.*

The subcommittee met, pursuant to recess, at 9:30 a.m., in room 215, House Office Building, Washington, D.C., Hon. David N. Henderson (chairman of the subcommittee) presiding.

Mr. HENDERSON. The subcommittee will be in order.

Today we will hear testimony principally from officials representing the Commonwealths of Virginia and Massachusetts, and from the cities of Baltimore, Norfolk, Charlotte, Columbia, Greensboro, Dallas, Tex., and the Washington metropolitan area.

At this time, I want to express our subcommittee's appreciation to all of these gentlemen who have traveled some considerable distance in order to give testimony before our subcommittee. I believe that this fact alone gives some indication of the importance which our States and cities attach to the mid-decade census proposal.

Our first witness this morning is Dr. Lorin A. Thompson, director, Bureau of Population and Economic Research, University of Virginia. Dr. Thompson, I understand that you are here as a representative of Governor Harrison of Virginia.

### STATEMENT OF DR. LORIN A. THOMPSON, DIRECTOR, BUREAU OF POPULATION AND ECONOMIC RESEARCH, UNIVERSITY OF VIRGINIA, CHARLOTTESVILLE, VA.

Dr. THOMPSON. Yes. May I bring the greetings of the Governor to the committee.

Governor Harrison has asked me to represent the Commonwealth of Virginia with regard to H.R. 1100 which deals with the matter of a mid-decade census. The subcommittee has heard a great deal of testimony from many quarters regarding the desirability of the mid-decade census. There is little that I could add to the competent and extensive testimony that has been presented in previous hearings. My remarks will deal with the question of current population estimates in Virginia and will indicate to the subcommittee which of the four levels of enumeration at mid-decade would meet the more urgent needs of the Commonwealth.

The bureau of population and economic research at the University of Virginia, of which I am director, has prepared population estimates for Virginia cities and counties quite regularly for the past 20 years. Such estimates have been distributed widely to State agencies,

localities, and to many business firms. Further, we have experimented from time to time with many methods for making population estimates for cities and counties, including those described by Dr. Henry N. Shryock of the Census Bureau. The estimates prepared by the bureau have been well regarded throughout the State and quite useful. We do find, however, that there are particular areas in which the population changes do not fit the formulas too well. Our estimates of population for Virginia counties and cities for 1960 when compared to the census counts showed that the estimates for 80 of the 128 (or 60.5 percent) political subdivisions for which estimates were made had an error of less than 2 percent. In 45 of the 80 areas the difference was less than 1 percent. In 32 local units, or 27.1 percent of the total, the errors ranged from 2 to 4 percent. In six other local areas the estimates were off from 7 to 10 percent and in one county, Prince William, the estimate was 10.7 percent less than the enumeration. The 1960 estimate for the State was 0.2 percent higher than the final figure. Our estimates for the State as a whole and for large metropolitan complexes have had smaller errors in terms of percent than the estimates for individual governmental units comprising the State or metropolitan areas. More frequent complete counts of the population would reduce the errors of intercensal estimates. Where the distribution of funds from the State government to the localities is tied to population counts, large differences in the current population and at the last official count introduce distortion into the pattern of distribution.

In Virginia about two-thirds of the profits from the alcoholic beverage control board are distributed annually to local governments on the basis of population at the last decennial census. No provision is made at the present time for changing the allotment of ABC funds to localities as the result of population growth or decline during the decade. This is further complicated to some extent by the fact that there were more than 20 separate annexations in Virginia between 1950 and 1960 in which the territory and population residing therein of one jurisdiction were transferred to another. Some adjustment is always required in the official distribution of ABC funds in such instances. More current official population counts would provide the basis for a more accurate and equitable distribution of such State funds. They would be of great help to the growing number of local planning commissions in Virginia and to all State agencies.

Between 1950 and 1960 the population growth in Virginia was heavily concentrated in the urban metropolitan areas extending from the Virginia portion of the Washington metropolitan complex down through the Richmond-Petersburg area to the Newport News-Hampton area and on through to the Norfolk-Portsmouth area. In an article entitled "Recent Population Changes in Virginia" published as a University of Virginia newsletter, April 1961, I have reviewed the changes in the population subregions of Virginia from 1940 to 1960. In this metropolitan grouping, which I described as the "urban corridor," the population change between 1950 and 1960 was 39.8 percent. In all of the rest of Virginia it was only 3.1 percent.

Mr. HENDERSON. Could we have that for the record?

Dr. THOMPSON. Yes, sir.

(The newsletter follows:)

THE UNIVERSITY OF VIRGINIA

# NEWS Letter

Editor Weldon Cooper

Vol. XXXVII, No. 10 Bureau of Public Administration, University of Virginia, Charlottesville, Virginia June 15, 1961

## VIRGINIA POPULATION CHANGES: Age and Color, 1960 and 1970

By Lorin A. Thompson, Director  
Bureau of Population and Economic Research  
University of Virginia

Significant changes in the characteristics and distribution of Virginia's population began during the 1940's continued through the 1950's. In a recent *News Letter* article,\* changes in the geographic distribution of Virginia's population were presented. Data from the 1960 Census giving the composition of the population by age and color were not available for the earlier article. Since preliminary reports on these characteristics have now been published, it is possible to examine the changes in the age distribution of Virginia's total population

that have occurred in the Urban Corridor and the rest of the State. The Urban Corridor is composed of Subregions 1.A, 1.B, 1.C, 1.D, 1.3, 1.6, and 1.9 and is designated on the map by a fringed line.

An examination of the population of the State between 1950 and 1960 may be useful background for interpreting the diverse patterns of population change among the subregions of the Commonwealth. A preliminary projection of selected age groups for the State as a whole has been made to 1970. As more complete

for the State as a whole as compared to the past decade are:

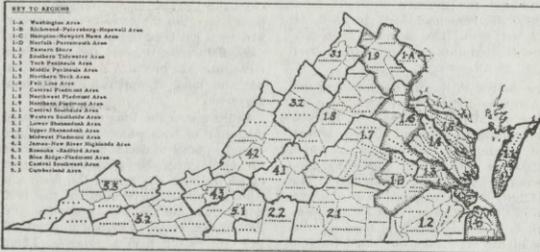
Age Groups	1960-70	1950-60
Under 5	1.5%	20.1%
5 through 17	18.5	37.0
18 through 21	38.7	2.5
22 through 64	13.5	12.5
65 and over	30.1	34.7
14 and over	19.6	15.4
Labor force	16.9	12.6

These data suggest that: (1) the level of births and the birth rate for the next decade will not increase appreciably; (2) the elementary and secondary school population, ages 5-17, will increase more slowly; (3) the college-age population, ages 18-21, will increase rapidly; (4) the aging, 65 and over, will experience large growth; and (5) the labor force will also grow faster than during the last decade.

It should be emphasized, however, that the prospective rates of change for the State as a whole will not be characteristic of many areas within the State. Moreover, it is likely that much of the growth during the next decade will occur in the Urban Corridor. Growth in other parts of the State will depend mainly on the development of new opportunities of employment for young people completing their education.

### CHANGES BY COLOR AND MIGRATION

Rapid increases or declines in the size of an area's population seldom occur without modification of the age composition. Detailed age data from the 1960 Census for cities and counties are not yet available. Areas of rapid population increase are dependent upon *inward migration* in addition to natural increase. Such migrations are selective with respect to age, since rapidly expanding areas are those with opportunities for employment. Such opportunities attract young adults



SUB-REGIONS OF VIRGINIA

which have a bearing on the administrative programs of the State government. In addition, changes in the color composition and the net migration to or from the 23 subregions of Virginia are analyzed. The map is presented to assist the reader in identifying the subregions which were described in the previous *News Letter* article. Special attention is given to a comparison of the changes

data become available from the 1960 Census, the projection can be sharpened and made more definitive. The projection is helpful in identifying the extent of growth among the elementary and secondary school group, the college-age group, the labor force, and the aging. The age data and the projections for selected age groups are summarized in Table 1.

The prospective percentage changes between 1960 and 1970 among age groups

\*Lorin A. Thompson, "Recent Population Changes in Virginia," 37 *The University of Virginia News Letter* 21-24 (February 15, 1961).

THE UNIVERSITY OF VIRGINIA  
**NEWS Letter**

*Editor*  
WELDON COOPER  
*Assistant Editor*  
WILLIAM M. GRIFFIN

Published on the 15th of each month from September through August by the Bureau of Public Administration, University of Virginia, Charlottesville, Virginia. The views and opinions expressed herein are those of the author, and are not to be interpreted as representing the official position of the Bureau or the University.

Entered as second class matter January 2, 1925, at the post office at Charlottesville, Virginia, under the act of August 24, 1912.

Printed by the  
UNIVERSITY OF VIRGINIA PRESS

in substantial numbers. As these young people settle in the new communities, new families are established and more children are born. These changes, in turn, enlarge the need and demand for schools, public utilities, residential construction, and the like. The areas of slow growth, stationary, or declining population are those in which the opportunities for employment have not expanded sufficiently to absorb the young people coming into the labor force as they complete their education. The result is outward migration. The figures in Table 2 show the changes in the white and non-white population and the net number of migrants to or from each subregion between 1950 and 1960.

Between 1950 and 1960 Virginia's total population increased from 3,318,680 to 3,966,949, or 19.5 per cent — 18.6 per cent through natural increase (the excess of births over deaths) and 0.9 per cent through net inward migration. The white population in Virginia during this decade grew from 2,581,555 to 3,142,443, or 21.7 per cent — 18.2 per cent from natural increase, and 3.5 per cent from net inward migration. Total net inward migration amounted to 91,621 persons. The non-white population of Virginia, which is about 99 per cent Negro, increased from 737,125 to 824,506, or 11.9 per cent. The total increase amounted to 87,381 persons. The natural increase among non-whites, however, was 148,947 or 20.2 per cent. The difference between the absolute increase and the natural increase measures the net outward migration of non-whites from the State during the decade and was 61,566 or 8.4 per cent.

TABLE 1

Population for Selected Age Groups, Virginia, 1950 and 1960, and Estimates for 1970

Age Groups	1950	1960	1970 Est.	1950-1960		1960-1970	
				Number	Per Cent	Number	Per Cent
Total	3,318,680	3,966,949	4,697,000	648,269	19.5	640,051	16.1
Under 5	381,478	458,260	465,000	76,782	20.1	6,740	1.5
5 - 17	735,401	1,005,050	1,191,000	271,649	37.0	185,950	18.5
18 - 21	237,808	243,666	338,000	5,858	2.5	94,334	38.7
22 - 64	1,751,469	1,871,025	2,237,000	219,554	12.5	365,977	19.5
65 and over	214,524	288,970	376,000	74,446	34.7	87,030	30.1
14 and over	2,303,805	2,762,475	3,505,000	368,668	15.4	542,527	19.6
Labor Force	1,305,611	1,470,000	1,718,000	130,389	12.6	231,500	16.9

CHANGES IN THE URBAN CORRIDOR AND THE REST OF THE STATE

In the Urban Corridor of Virginia, as defined above, the increase in the total population was 590,841 or 39.7 per cent. Natural increase accounted for 344,728 and net inward migration, for 246,113. Of the growth in total population in the Urban Corridor, more than 40 per cent was from net inward migration. It might also be noted that about 52 per cent of the State's total population now lives in the Urban Corridor as compared to about 45 per cent in 1950 and 36 per cent in 1940.

The white population living in the Urban Corridor was 1,630,552 in 1960 which was a gain of almost 500,000 over 1950 or an increase of 44.2 per cent. About 46 per cent of this increase was due to net inward migration. Among the non-whites the number increased from 355,597 in 1950 to 446,952 in 1960, or 25.7 per cent. The increase from net inward migration of non-whites was 10,142 or 2.9 per cent.

In the rest of the State, other than the Urban Corridor, the total population increase was 57,428 or 3.1 per cent. In 1960 the non-white population represented 19.8 per cent of the total as compared to 20.8 per cent in 1950. The white population increase for the decade was 61,240 or 4.2 per cent as compared to an absolute loss of 522 or 0.13 per cent for the non-whites. The population changes in the rest of the State take on added interest when these changes are related to the natural increase and migration patterns. The excess of births over deaths for the total population in the rest of the State was 273,486 or 14.9 per cent of the 1950 population. The net outward migration (absolute increase minus natural increase) was 216,058 or 11.8 per cent of the 1950 population. Among the white population the natural increase of 202,462 was 14 per cent of the 1950 population. The net outward migration was 141,512 or 9.8 per cent. Among the non-whites the natural increase of 71,024 was 18.8 per cent of the 1950 population and

the total net outward migration was 71,546 or 18.9 per cent of the 1950 population.

The preceding figures suggest some important developments in the State. The non-white population of Virginia in 1960 was 20.8 per cent of the total as compared to 22.2 per cent in 1950 and 24.8 per cent in 1940. Moreover, the total net inward migration to Virginia was 30,055 between 1950 and 1960, but the net inward migration of whites was 91,459 and the net outward migration of non-whites was 61,404 during the same period. In the Urban Corridor the net inward migration was 246,113 of which 235,971 were white and 10,142 were non-white. Taking the Urban Corridor as a unit the non-whites comprised 21.7 per cent of the total population in 1960 and 23.9 per cent in 1950. In a number of the central cities the increase among non-whites has been heavy, but the increase in the suburban areas has been light. The differential rates of increase between the whites and non-whites are probably due to the number and kind of opportunities for employment.

In the rest of the State the net outward migration of both whites and non-whites strongly points to declining opportunities for employment. Net outward migration of whites from the rest of the State was equal to about 10 per cent of the 1950 population and the net outward migration of non-whites was equal to about 19 per cent of the 1950 population. There are no data available to show the destination of out-migrants or the source of in-migrants. It is interesting to note, however, that the net in-migration of whites to the Urban Corridor amounted to 235,971 and the out-migration from the rest of the State was 144,512. This suggests that many white persons living in the more rural areas of the State may have moved into the Urban Corridor. Similarly we may infer that the net inward migration of 10,142 non-whites into the Urban Corridor absorbed part of the net outward migration of 71,546 from the rest of the State. The migration patterns provide

a useful measure for determining the areas in which the economic opportunities are adequate for the rate of population growth and those in which the opportunities are limited.

REGIONAL CHANGES

The color composition of Virginia's population by subregions for 1960 is shown in Table 2. Also shown are the percentage changes between 1950 and 1960 for the white and non-white segments of the population and the net number of migrants to or from each subregion during the decade. Changes in the Urban Corridor and the rest of the State as described above are also shown in Table 2. Absolute declines in population occurred in Subregions 1.1, Eastern Shore; 1.7, Central Piedmont; 2.1, Central Southside; 5.2, Central Southwest; and 5.3, Cumberland Area.

In the Eastern Shore of Virginia the white population decline for the decade was 12.4 per cent, the increase for non-white was 1.1 per cent. These absolute increases disguise the fact that the net number of the people moving from the Eastern Shore of Virginia was 9,812 of which 6,008 were white and 3,804 were non-white.

Limited opportunity for employment and relatively smaller rate of natural in-

crease were the most important factors in the decline. With the construction of the bridge tunnel between the Eastern Shore and Norfolk the prospect of arresting further decline in population arises.

In Central Piedmont (1.7) the net outward migration of Negroes was 18.9 per cent of the corresponding population in 1950, and in the Central Southside (2.1), 29.1 per cent. It is probable that the loss amounted to perhaps 25,000 adult Negroes in these two areas during the decade. There was also substantial net outward migration of whites. Although the number and proportions were smaller as may be seen in Table 2, the combined loss of 15,194 from outward migration probably represents 12,000 to 13,000 adults.

Southwest Virginia, particularly Subregions 5.1, Blue Ridge Highlands, 5.2, Central Southwest, and 5.3, Cumberland Area, have experienced heavy outward migration. In these three areas more than 95,000 whites and 5,000 Negroes left between 1950 and 1960, or 21.4 per cent of the 1950 population. Between 1940 and 1950 the corresponding net loss from out-migration was 87,635 or 19.7 per cent of the 1940 population. Until recently the birth rates in Southwest Virginia were extraordinarily high. As of 1960 the birth rates in some metropolitan mountains were actually higher than in the mountaineous

areas of Southwest Virginia. For example, Fairfax County in Northern Virginia had a fertility ratio of 572 in 1960 and Dickenson County in Southwest Virginia had a ratio of 566. Floyd County—a mountainous rural county south of Roanoke—had a fertility ratio of 395 in 1960 as compared to a ratio of 343 in Arlington County. The fertility ratio as used here is the number of children under five years old per 1,000 women 15 to 49 years of age. Space does not permit an elaboration of this subject, but the changes that have occurred in the birth rates of the urban and rural areas during the past two decades were thought to be most unlikely 20 years ago. The differences in the characteristics of urban and rural people two decades ago were much greater than at present and this is reflected in the patterns of childbearing. The most important change is the increase in urban birth rates and the decline of rural birth rates.

The regions of Virginia which experienced a net inward migration were the regions comprising the Urban Corridor. In every other subregion of the State there was some net outward migration ranging from small amounts to very heavy losses as in Central Southside area and Southwest Virginia. Generally speaking, the net inward migration of Negroes was smaller than for the whites and the outward migrations were relatively larger. The figures for each of the subregions in Table 2 show the pattern in each area.

AVERAGE DAILY ATTENDANCE

These population changes have very significant implications in terms of the future development of Virginia. Average daily attendance in the public schools of Virginia increased by 76 per cent in the Urban Corridor and by 15 per cent in the rest of the State. As previously pointed out, the overall increase in average daily attendance for the State was 37 per cent and this corresponds closely to the increase of 37.2 per cent in the population from 5 to 17 years of age. Other significant differences are that as the white population of the State increased by 21.7 per cent between 1950 and 1960 the corresponding increase in ADA was 39 per cent. Among the Negroes the population increase was 11.9 per cent and the increase in ADA was 32.5 per cent. This suggests that school attendance among Negro children has improved rapidly during the decade, and that more Negro children are attending school for longer periods of time.

In the Urban Corridor the increase in the white population was 44.2 per cent

TABLE 2\*

Population Change and Net Migration By Color For Subregions Of Virginia, 1950-1960

Region	Total	Population 1960		Per Cent Change 1950-1960			Migration 1950-1960		
		White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
State	3,964,949	3,142,445	824,506	19.5	21.7	11.9	-39,055	91,621	-61,566
1.A	559,618	504,785	54,833	77.9	80.9	45.3	140,487	135,984	4,463
1.B	515,179	368,325	146,854	23.5	24.3	20.7	30,167	38,114	2,053
1.C	202,920	144,719	58,201	41.7	46.2	31.6	21,054	17,253	3,801
1.D	578,507	425,657	152,850	29.7	31.6	24.4	20,465	19,121	1,345
1.1	47,601	26,549	21,052	-6.9	-12.4	1.1	-9,812	-6,008	-3,804
1.2	125,128	32,799	70,321	7.7	11.4	5.0	-10,760	329	-11,109
1.3	49,950	33,238	16,712	49.2	61.0	30.2	8,795	8,216	579
1.4	46,501	27,898	17,603	2.0	3.7	-0.7	-3,340	-620	-2,720
1.5	44,019	26,678	17,341	5.6	4.8	-6.8	-2,981	-911	-1,970
1.6	84,609	65,188	21,421	20.1	24.2	9.7	3,455	5,501	-2,046
1.7	70,359	40,676	29,683	-0.4	-0.1	-0.8	-8,551	-3,171	-5,380
1.8	119,406	95,240	24,166	6.8	8.7	-0.2	-7,578	-3,596	-4,182
1.9	106,721	90,640	16,081	48.1	54.7	19.2	21,739	21,782	-43
2.1	145,971	79,217	64,754	-6.6	-3.5	-10.1	-32,988	-12,052	-20,965
2.2	164,006	117,706	46,300	9.6	11.0	6.1	-14,945	-6,310	-7,733
3.1	89,105	85,583	3,520	8.0	8.6	-4.5	-3,753	-3,101	-652
3.2	127,690	121,388	6,302	13.7	14.4	0.7	-1,267	-501	-766
4.1	141,729	112,125	29,604	12.0	14.5	3.4	-2,995	1,235	-4,231
4.2	87,454	80,295	7,159	0.4	1.0	-6.1	-10,276	-9,149	-1,136
4.3	245,574	220,947	24,627	12.2	12.7	7.7	-6,977	-5,405	-1,572
5.1	51,560	46,091	5,668	0.2	-0.4	5.2	-6,871	-5,866	-1,005
5.2	185,878	180,716	5,162	-1.7	-1.5	-8.7	-29,058	-28,007	-1,051
5.3	202,415	197,911	4,504	-10.4	-9.7	-32.4	-64,608	-61,617	-2,991
Corridor	2,077,504	1,630,552	446,952	39.7	44.2	25.7	246,113	235,971	10,142
Rest of State	1,889,445	1,511,729	377,716	3.1	4.2	-0.1	-216,058	-144,512	-71,546

\* The Census release on which the figures were computed gave only the per cent non-white for small areas. The sum of the white population of the regions as shown in the table is 162 less than the Census figure and of the non-white is 162 more.

and the increase in ADA was 91 per cent. The corresponding increases for the non-whites were 25.7 and 50.0 per cent. These heavy increases in ADA are the result of an increased birth rate with an expanding population base and inward migration. In contrast the total population increase in the rest of the State was 3.1 per cent, and ADA, 15 per cent. The latter corresponds closely to the natural increase of 14.9 per cent.

The outward migration of population of most of the regions classified as rest of State has influenced changes in public school enrollment with the result that in the Cumberland Area (5.3) in Southwest Virginia the total average daily attendance was less in 1959-60 than in 1949-1950. These changes have some bearing on the ability of communities to support public education.

In 1950 the ADA in the rest of the State was equal to 23.1 per cent of the total population. In the Urban Corridor the corresponding ratio was 13.0 per cent. In 1960 the ratio in the rest of the State was 20.8 and in the Urban Corridor, 16.4 per cent. The differences have narrowed and the disparities between the ratios of school population to total population have been reduced. The ADA-population ratio for the State as a whole was 16.2 in 1950 and 18.5 in 1960. The corresponding figures for the whites were 15.4 and 17.6; and for non-whites, 18.7 and 22.2. Increases for both whites and non-whites reflect both higher birth rates and the improved attendance of children in the

public schools. The higher ratios for non-white probably reflect the basic differences in age structure.

#### SUMMARY

1. During the last decade Virginia's total population increased by 19.5 per cent, the white segment by 21.7 per cent and the non-white segment by 11.9 per cent. The non-white population comprised 20.8 per cent of the total population in 1960 as compared to 22.2 per cent in 1950 and 24.8 per cent in 1940.

2. Total net inward migration during the decade was 30,055. However, the net inward migration of whites was 91,459 and net outward migration of non-whites was 61,404.

3. Within the State some 246,000 people migrated into the Urban Corridor and 216,058 migrated out of the regions comprising the rest of the State. Of the migration into the Urban Corridor 95 per cent was white and 5 per cent was non-white. Of the outward migration from the regions comprising the rest of the State, 66.5 per cent was white and 33.5 per cent was non-white.

4. The population gains resulting in natural increase were considerably higher in the Urban Corridor among both the whites and non-whites than in the remaining areas of the State. The natural increase for both whites and non-whites reflected a higher birth rate among both races in the 1950's than prevailed during the 1940's.

5. The diverse patterns of migration of both whites and non-whites during the past decade reflect the movement of people into areas of increasing employment opportunities and away from areas of limited or declining opportunity.

6. The birth rates among non-whites were about 20 per cent higher than for the whites during the decade. The differences between urban and rural birth-rates seem to have largely disappeared.

7. The increases in ADA were relatively much greater in the Urban Corridor than in the rest of the State. Moreover, the proportion of the population attending public schools has increased during the decade. This has been true despite the fact that the number of children attending private schools has expanded greatly. The proportion of school children to the total population in the Urban Corridor in 1960 was closer to that in the rest of the State than it was in 1950.

8. The outlook for changes in age components of Virginia's population during the next decade are:

- a. Little increase in the group under 5 years of age;
- b. An increase in the elementary and secondary school age population about the same as the increase in total population;
- c. An increase of about 39 per cent in the college-age group;
- d. An increase of about 17 per cent in the labor force; and
- e. An increase of about 30 per cent among those 65 and over.

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— The Editors

THE UNIVERSITY OF VIRGINIA

## NEWS Letter

Bureau of Public Administration  
Charlottesville, Virginia

Entered as  
second class matter  
Charlottesville, Virginia

Dr. THOMPSON. The changes among the subregions—which I need not detail here—bear out the observation that State revenues during the 1950's which were distributed on the basis of the 1950 population were increasingly out of kilter. In many local governments the distributions which are now made on the basis of the 1960 census will reflect the sharp changes in the basis of the distribution resulting from the population changes between 1950 and 1960. More frequent official population counts would not only improve the basis for the distribution of such funds but would stabilize funds thus distributed somewhat better than under the present formula.

The estimating procedures which have been used by our bureau on the whole I think have reflected the population changes among Virginia localities reasonably well. However, an area with rapid population growth received no adjustment in its proportion of ABC funds until the next census count. In the last several sessions of the Virginia General Assembly there have been proposals to use the estimates of our bureau as official estimates for the distribution of ABC funds and for certain other purposes in the State where current population figures are needed. The confidence placed in the estimates made by our bureau was indeed flattering. Recognizing though that even the most careful estimates can be questioned, and may be in error as I have already indicated, I wrote the sponsors of this legislation that in my opinion communities which believed the estimates to be too low should be permitted and encouraged to have the Census Bureau conduct a local census from which an official population figure could be established, and this would be accepted as the official count. If estimates are used as the basis for the distribution of funds the recipients of such funds are certainly entitled to appropriate appeal procedures to adjudicate any difference between the population estimate of an agency and an official count made by the Census Bureau.

Virginia does not have a sales tax at the present time. Since 1957 commissions of the general assembly have had this subject under study. Among the questions which have concerned those studying the matter relates to the way in which the revenue derived from a State sales tax and collected from the residents of the localities of the State should be used. There has been a very strong feeling among all localities that the proceeds from a sales tax, when and if enacted, should be distributed in such a way as to increase local tax revenues. Most of the counties have advocated that such a distribution be made to localities on the basis of population and the more current the better. The large cities with concentrations of business and shopping areas have advocated that the distribution be made more on the basis of sales volume than on population. It is quite likely that if a sales tax is passed in Virginia at least a part of the proceeds will be distributed to the localities on the basis of population. May I emphasize that this is a personal view based on my experience with the tax study commissions in the State and on some considerable acquaintance with the problems.

A mid-decade census conducted on the basis of level 1 or 2 of the Census Bureau would provide more frequent and accurate benchmarks for the distribution of funds. Such information would also be of great help to the local governments in connection with many types

of planning that they must do. Most planning commissions and local governments have made vast improvements in the systematic collection of data on building permits, demolitions, resident birth and deaths, and school enrollments. Local agencies, with some help from demographers, have learned or are learning how to prepare current population estimates. Preparing estimates for small areas is more difficult than in larger complexes. When this limitation is coupled with the need for data on changes in the composition of the population, the possibility of errors increases. In our rapidly changing society more frequent total counts of the population by age, sex, and race are desirable. From our own experience we have found that our estimates of total population are much closer to actual counts than our estimates of age, sex, and color. For these reasons I strongly favor level 1 of the census. Level 2 is desirable for many of the urban areas which are embarking on redevelopment programs but I regard it as less urgent than level 1.

For our purposes in Virginia, level 3, based on a 25-percent sample of population and housing units, would be less useful than total counts because we have so many small cities, towns, and counties in the State. Ordinarily a 25-percent sample is regarded as quite adequate but in small areas the error of estimate is frequently large enough to seriously reduce the value of the information.

With regard to level 4, I would prefer that the staff and facilities of the Census Bureau be enlarged to permit a more complete and intensive analysis of the decennial census data. Historical analysis of these data provides one of the most useful guides for appraising the future potential of areas in the Nation. Indeed they are most useful for the preparation of local and regional plans. With the other types of information on employment provided by the Bureau of Employment Security, the Social Security Board, and the Office of Vital Statistics, employment and occupational data are now available from agencies other than the Census. Reconciliation of employment data from the Bureau of Labor Statistics, the Social Security Board, and the Bureau of Employment Security at the decennial census benchmark periods would reduce the needs for such information from a mid-decade census.

In summary, I strongly favor level 1 and regard level 2 as desirable though not as essential.

Mr. HENDERSON. Thank you, Dr. Thompson.

You mention the many annexations that have occurred in Virginia. Would you comment on the major purposes behind these annexations?

Dr. THOMPSON. Well, it depends on whether you represent the county or the city.

From the viewpoint of a city, the purpose of the annexation is to acquire additional territory so it can be more conveniently and easily served with the urban services.

Mr. HENDERSON. In the use of estimates, the State of California's office which makes these estimates testified in favor of the mid-decade census, and I presume we could conclude from your statement that you, too, feel this is a much better method for providing the figures.

Dr. THOMPSON. Yes.

Mr. HENDERSON. Do you know of any statutory authority in the State of Virginia for population estimates made by you to be used in allocation of State funds?

Dr. THOMPSON. It has been proposed, but never passed.

There has to be a proper appeal in case of dispute to resolve this matter. When the right of appeal was tied to the responsibility of the locality for paying the bill for a special census the enthusiasm for this procedure dampened.

Mr. HENDERSON. I noted with interest your proposal that if population estimates were believed to be in error you would recommend that the communities be permitted to have their own special census.

Dr. THOMPSON. That is right.

Mr. HENDERSON. Do you believe this might lead to litigation if there were no census.

Dr. THOMPSON. If the matter were very serious, I think it would.

There would be tremendous pressure put on the estimating agency, and sometimes those pressures can be rather disagreeable.

Mr. HENDERSON. Dr. Thompson, the subcommittee certainly appreciates the very fine statement that you had for presentation this morning.

I wonder if Mr. Johansen has any questions.

Mr. JOHANSEN. No questions.

Mr. HENDERSON. It has been nice to have you with us this morning. The second witness is Mr. Raymond D. Lavalley, census director, State of Massachusetts, Boston, Mass.

I understand Mr. Lavalley has no formal statement for presentation to the committee this morning.

If I may ask you two or three questions, Mr. Lavalley, I think it would be most helpful to us.

We understand the great State of Massachusetts is about to undertake a 5-year census program. I understand you are taking this State census in 1965.

#### STATEMENT OF RAYMOND D. LAVALLEY, CENSUS DIRECTOR, STATE OF MASSACHUSETTS, BOSTON, MASS.

Mr. LAVALLEY. That is correct.

Mr. HENDERSON. Explain for the benefit of the committee what is the principal purpose of your mid-decade census.

Mr. LAVALLEY. The Massachusetts constitution has required a State decennial census every 10 years beginning with the year 1935. This census must record: (a) the inhabitants; and, (b) the legal voters of the Commonwealth. We record the inhabitants in order to distribute State aid to the cities and towns on a population basis and we record the legal voters for as a basis for legislative reapportionment.

Mr. HENDERSON. Have you any estimates of the cost of the 1965 census in your State?

Mr. LAVALLEY. Approximately \$400,000.

Mr. HENDERSON. In your opinion, if H.R. 1100 becomes law, would the people of your State consider a sharing of the cost with the Federal Government in the mid-decade census?

Mr. LAVALLEY. It is my opinion we would share a cost with the Federal Government because we are going to be required to take the

1965 census, and the Commonwealth must appropriate the money, so I feel certain they would share the cost.

Mr. HENDERSON. In other words, we may take it then your position is in support of the enactment of the bill we presently have under consideration?

Mr. LAVALLE. Yes.

Mr. HENDERSON. I certainly hope you would make this support known to your Senators and Congressmen and perhaps some other high officials of Government from the State of Massachusetts.

Mr. LAVALLE. I shall inform Secretary White of your request.

I would like at this time to present a communication from the secretary of the Commonwealth, and a copy of a report made by our legislative research council regarding censuses in Massachusetts.

(The material referred to follows:)

Hon. DAVID N. HENDERSON,  
*Chairman, Subcommittee on Census and Government Statistics, House Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN HENDERSON: I regret I am unable to appear before your committee on the subject of the proposed mid-decade census. However, I do appreciate the opportunity to present a statement, through State Census Director Raymond D. Lavalley, on my views on this subject.

Massachusetts is one of the very few, if not the only State, who takes a mid-decade census. This has been done every 10 years since 1855.

The ever-increasing requests for census statistics prompted this department to gather additional information in the 1955 decennial census, in order to supply statistics which became useful to agencies such as social welfare organizations, research agencies, school authorities, and regional and municipal planning boards. We have planned in 1965 to increase the gathering of census statistics in order to supply other State agencies.

In view of the possibility of the Federal Government's conducting a mid-decade census I would like to record myself in favor of such a census and to offer our many years of experience in this undertaking.

I have enclosed herewith copies of report by Legislative Research Council of Massachusetts which explains in detail the cost, procedure, and recommendations regarding our annual listings and our mid-decade census.

Sincerely yours,

KEVIN H. WHITE, *Secretary of the Commonwealth.*

Mr. JOHANSEN. I thought I heard a reference earlier to something that had been initiated in 1935. Then I noticed this referred to 1855. What is the difference here?

Mr. LAVALLE. If I may, I will read from the report.

The Massachusetts State decennial census is conducted by State and local officials. That was introduced in 1936 to fix representation in the General Court and in the Governor's council and to distribute local shares of the Federal Treasury surplus.

The Massachusetts constitution has required a State decennial census every 10th year beginning with the year 1935.

Mr. JOHANSEN. In other words, the 1935 date goes to the constitutional requirement?

Mr. LAVALLE. That is correct.

Mr. HENDERSON. Mr. Lavalley, would the mid-decade census as proposed by H.R. 1100 meet all of the needs of your State?

Mr. LAVALLE. I believe it would.

Mr. JOHANSEN. Let's look at the other side of that question.

Would it provide anything which the State of Massachusetts is not now providing, and is historically providing under its mid-decade census?

Mr. LAVALLE. We do not take the census of housing.

Mr. JOHANSEN. Would it be possible to amend the census that you now take to include that?

Mr. LAVALLE. I would say "No," because the method we use to take the census in Massachusetts, in my opinion, does not compare with the method which the Federal Government uses. In Massachusetts, in order to conduct our State census, we have to rely on the city and town clerks. While they are taking an annual poll listing, they also take a listing of owners of dogs in Massachusetts, and this is all done on January 1, so our decennial census is delegated to them. I know the city and town clerks are overburdened with work conducting their own listings and would never agree to an increase in their present workload.

I feel in 1965, the Secretary will have to find some other means to conduct the census.

Mr. JOHANSEN. Does the witness feel it will be necessary to transfer the dog census to the Federal Government?

Mr. LAVALLE. No, because, according to our law, the city and town clerks will still be required to take their annual poll listing and list the owners of dogs.

Mr. JOHANSEN. May I pursue one thing further, Mr. Chairman?

What is the content and scope of your own mid-decade census? What does it cover—just a head count, or what else?

Mr. LAVALLE. In 1955, in addition to the head count, at the request of State and local government agencies, the State secretary authorized the decennial census takers to gather other information in the public interest and to compile it for the use of the agencies concerned. Thus, the 1955 State decennial census obtained new data as follows—the number of employed and unemployed persons desired by the State commissioner of labor and industry; the number of retired persons requested by State agencies concerned with the aging; the number of war veterans according to the wars in which they served sought by a State commissioner of veterans' services and veteran organizations.

Mr. JOHANSEN. Do I understand that this mid-decade census is used to prevent a full 10-year lag in the distribution, both of Federal and State funds, in which the factor of population is governed?

Mr. LAVALLE. That is correct.

Mr. JOHANSEN. I was very much interested in your title.

Do you know whether there is a corresponding position, or a corresponding mid-decade census in any other State?

Mr. LAVALLE. No, I do not know of any other.

Mr. HENDERSON. I wonder if Dr. Taeuber knows of any other State that conducts a similar census.

Dr. TAEUBER. The only other State we know of that conducts a census between the decennial census is the State of Kansas. They have a somewhat different procedure, and in effect they publish figures every year as a result of a head count of the population.

Mr. JOHANSEN. I wonder if it might not be worth while to have some spokesmen from that State to tell us what they do.

Mr. HENDERSON. Or request they file a statement.

(The following information was supplied by the Bureau of the Census:)

The law (ch. 11, art. 1, General Statutes of Kansas, 1949) provides that at the time for taking lists of property for taxation each year each deputy assessor shall make a personal visit to each "dwelling house" and to each family and obtain information on name, address, and age, for each person living in his district, as well as data on agriculture as required by the State board of agriculture.

We are informed by Mr. Paul Ijams, assistant secretary, Kansas State Board of Agriculture, that the figures from the annual State census form the basis for returning a variety of tax money to municipalities, and that the salaries of county officials are based on population of counties, as indicated by their census. They are also used to classify cities on the basis of population size. Many State laws regarding cities differ with respect to city class.

The census law itself makes no reference to any specific legislative purposes for which the figures are to be used. However, specific laws such as those on sales taxes, cigarette taxes, etc., refer back to the State census as a basis for distributing and allocating funds.

A comparison of the Kansas State census and the April enumeration indicated that the State census compares very favorably with our census counts, both in 1950 and 1960. After allowing for differences in the reference dates (March 1 versus April 1) and differences in residence definitions (Armed Forces for example, are enumerated on the basis of preservice residence rather than by actual station location), the 1960 Kansas State census was 35,000 or 1.6 percent less than the Federal census. In 1950, the State census was only 9,000 or 0.5 percent higher than the April enumeration.

Mr. HENDERSON. Mr. Lavalley, pursuing the previous question with regard to your State sharing the cost, perhaps I did not make it clear, but do you feel your State could still appropriate the same amount of money in a cost sharing with the Federal Government if we proposed a mid-decade census, and that you would get better results from such a census with the same expenditure of money than you would get from what you anticipate being able to do on your own?

Mr. LAVALLEY. I do.

As I said before, the Federal Government is better equipped to conduct a census.

Mr. JOHANSEN. Let's explore that statement. I do not want to debate it with you, but I would like to have you indicate why you feel that, bearing in mind we have relatively untrained—and I do not want to detract credit from the job the census enumerators do—but basically, and I think the representative of the Bureau would agree, these are one-time operators for the most part, and their training is cursory.

Why would they necessary be better equipped to do the job than under your setup?

Mr. LAVALLEY. I feel in regard to the overall picture, if the Federal Government decides to conduct a mid-decade census, they possibly would have out in the field full-time supervisory personnel. I think the equipment they have to prepare these statistical tables is far in advance of what we have in our State department. But, more important than that, the method we must use to conduct the census in Massachusetts, as I have said before, we must rely on the city and town clerks to do this work for us, should be done by our own enumerators as would be done if the Federal government conducts the census. The city and town clerks are presently responsible for three important documents which they must prepare from the annual list of all local

residents: The annual register of voters, the poll tax list and the street list of adult residents. All dogs must be also enumerated during this annual local listing. I believe that they are overburdened with work, therefore, I feel that we would get better results from a census conducted by the Federal Government.

Mr. HENDERSON. What reliability do you place upon the Federal census that is taken in other years, the decennial census? Do you feel it is more reliable than the mid-decade census you take in your State?

Mr. LAVALLE. Overall, I would say yes, because their basic rules of determining who should be counted are more suitable for the overall statistics prepared, therefore, give us a more accurate count of the persons who are actually in the State.

Mr. JOHANSEN. By reliability, the chairman means the percentage of error.

Mr. HENDERSON. The percentage of error. Is it a fuller census and does it enable you to do more with it than you do with your own?

Mr. LAVALLE. Yes, it does.

Mr. HENDERSON. Your testimony has been most helpful because, to my knowledge, this is the first I knew of a State that had already recognized the needs of spending these sums of money to conduct the mid-decade census for its own use. We might, if all States were conducting this, propose the Federal Government assist the States in doing their job.

Here, it seems to me we have a rather reverse situation in which the State of Massachusetts feels, by asking the Federal Government to take the census, the State would be willing to assist the Federal operation in getting the total job done.

Mr. LAVALLE. That is right.

Mr. HENDERSON. Any further questions.

Mr. JOHANSEN. I will ask one question off the record.

(Off the record.)

Mr. JOHANSEN. Is it your judgment that if we do go to this mid-decade census, it should be strictly conditioned on some degree of financial participation by the States?

Mr. LAVALLE. Yes, I do.

Mr. JOHANSEN. I am very happy to hear that.

Mr. HENDERSON. The counsel of the committee, Mr. Johnson, would like to ask a question.

Mr. JOHNSON. Mr. Lavalley, the census results from your mid-decade census are primarily for the use of State agencies, I gather; is that correct?

Mr. LAVALLE. That is correct.

Mr. JOHNSON. Are they made available to private persons, business and industry?

Mr. LAVALLE. Yes, they are.

Mr. JOHNSON. Do you have any knowledge of their use by private enterprise? I am directing my question of the value of these census results in terms of strengthening the economy of the State and contributing to the economy.

Mr. LAVALLE. I know there are many private agencies who use our census figures.

We have a census book which we compiled and we list 21 statistical tables. It is a complete breakdown of the State. This is published after the decennial census and made available to the public.

Mr. HENDERSON. I wonder if you would file that for our staff's study. We would be glad to have that.

Mr. JOHANSEN. I have in mind, Mr. Lavalle, to pursue the question further.

The use of a mid-decade census results by utility companies, telephone companies that have constantly expanding operations, do you have any experience with that? Do you have any personal knowledge, or do you have records in your department showing they are being used by such companies?

Mr. LAVALLE. I believe our Massachusetts department of commerce would have records to that effect. If these records of use by utility companies are available, when I return to Massachusetts I will request this information from our department of commerce and forward it to the committee.

Mr. JOHANSEN. Would you be able to submit for our records some examples of the use of your statistical results by utility companies and by private business?

Mr. LAVALLE. When I return to Massachusetts, I will contact our department of commerce, and request this information and if it is available, I will be glad to forward it to the committee.<sup>1</sup>

Mr. JOHANSEN. With the chairman's permission, we would like to send a letter confirming this. This is one of the most important aspects of the mid-decade census according to advice we have received.

You mention the method of gathering this information through the city clerks or town clerks.

Mr. LAVALLE. Yes.

Mr. JOHANSEN. Do you have any system or method of checking or verification of the results reported by the town clerks?

Mr. LAVALLE. No, we do not. It is certified by the individual city and town clerk. In the case of the cities, it is certified to the mayor, who in turn certifies it to the secretary of state, and in the case of towns, the chairman of the board of selectmen. I have a certification from my own city, the city of Marlboro. I happened to be city clerk at the time the 1955 census was conducted, if you care to have this certification, I will submit it for the record.

Mr. HENDERSON. We would like to have it for the record.  
(The certification follows:)

THE COMMONWEALTH OF MASSACHUSETTS

Edward J. Cronin, Secretary of the Commonwealth

AUGUST 25, 1955.

In accordance with the requirements of general laws (Ter. ed.), chapter 9, section 7, as amended by section 1 of Chapter 342 of the acts of 1939, I certify under oath that an enumeration of the inhabitants of the city of Marlborough has been duly and truthfully made and that the complete returns therefor were forwarded June 13, 1955, to the Secretary of the Commonwealth by registered mail or by city employee express prepaid. I also certify under oath that the total number of inhabitants in the city of Marlborough residing therein on January 1, 1955, was 16,892.

ROMEO J. GADBOIS, *Mayor*.

<sup>1</sup> Not received in time for inclusion in the record.

AUGUST 26, 1955.

MIDDLESEX, SS :

Personally appeared the above-named Romeo J. Gadbois, mayor of city of Marlborough, and made oath that the foregoing statement signed by him is in all respects correct and true to the best of his knowledge and belief.

Before me,

[SEAL]

EDWARD F. BIGELOW, *Notary Public.*

Mr. JOHANSEN. Does the mid-decade census relate to apportionment of the State legislature, or is that based on the decennial?

Mr. LAVALLE. It is based on the Massachusetts decennial census.

Mr. JOHANSEN. Congressional reapportionment however is based on the Federal census?

Mr. LAVALLE. That is correct.

Mr. JOHANSEN. In the event the Federal Government took over by establishing a mid-decade census, would it require constitutional amendment in the State of Massachusetts to suspend your mid-decade census?

Mr. LAVALLE. Yes, it would in my opinion, require a constitutional amendment.

Mr. JOHANSEN. I have one observation. I would like to see the proud Commonwealth of Massachusetts continue its practice and spread the gospel instead of having one more thing transferred totally to Washington.

Mr. HENDERSON. Mr. Lavalle, I would like to add to that.

I have long been an admirer of Massachusetts. We are taught from our interpretation of history that the settlers who landed at Plymouth Rock were enroute to the Carolina coast. I think your State should be commended for recognizing the need for up-to-date census data.

It has been very helpful to have you before the committee this morning.

Mr. LAVALLE. Thank you, Mr. Chairman.

Mr. HENDERSON. The next witness is Mr. Donald W. Shriver, the executive manager of the Norfolk Chamber of Commerce, Norfolk, Va.

**STATEMENT OF DONALD W. SHRIVER, EXECUTIVE MANAGER,  
NORFOLK CHAMBER OF COMMERCE, NORFOLK, VA.**

Mr. SHRIVER. My testimony will be brief. I do not possess the qualifications of my two predecessors, who were experts in this field.

I am in the field of one of those who makes use of the census data rather than one who has anything to do with procuring it. I filed a prepared statement.

(The prepared statement of Mr. Shriver follows:)

I am Donald W. Shriver, executive manager of the Norfolk, Va., Chamber of Commerce. I have been authorized by the board of directors of my organization to appear at the hearing of the Subcommittee on Census and Government Statistics to be held in Washington, D.C., on May 4, 1962.

At the regular meeting of our board, held on April 17, 1962, the matter of a more frequent Federal census was thoroughly discussed and they were unanimously in favor of the development of official census figures more frequently than the present 10-year intervals. The growth of our cities and metropolitan areas is proceeding so rapidly that the present census figures are outgrown in a very short time.

Our own area showed an increase in the past decade of almost 27 percent. Frequently, after a few years estimates are found quite erroneous, either on the

plus or minus side. Many State appropriations and Federal projects are based on these figures and can be based only on a strict census count.

It was the opinion of our board that the needs of our area would require only the minimum cost shown in proposition No. 1. While all of the census data is important to us, the primary need is for the population and its characteristics. Because of numerous military establishments in our area, these figures are extremely difficult to estimate with any accuracy.

We therefore urge this committee to recommend the mid-decade census. We believe that aside from its great value, it would also permit the Census Bureau to continue a qualified organization to assemble such figures more frequently.

Mr. SHRIVER. I would like to say, in addition to that, we have found population figures and certain corollaries therefrom to be most important. We issue our own volume of statistical information each year, and there has been no element of that that has given us more difficulty than the elements of population in matters like race, sex, and so forth.

I live in an area in which, during the past decade, the change in population has been approximately a 27-percent increase. It is rather an easy matter for us in the chamber of commerce field to just look backward and say that is 2.7 a year and add it to our population for the next year, and it makes a nice easy calculation. The trouble is, however, that one of the failings that we are more liable to get into than anything else is an overcalculation of our own importance, and usually when the Federal census comes we have to take a great big flop back, we do not have as many people as we think we have.

As a result of that in past years, we have tried to guard ourselves, and we rely very heavily on Dr. Thompson and his services at the State level, but even with all that, each year we are way off in our figure. We feel that it is very definitely important, now that the development of our country has proceeded at such a fast pace, to develop this system efficiently and do it more often than it has.

This matter was discussed after receiving the communication from this committee by our board of directors. They were, like Mr. Johansen, anxious not to see the Federal Government spend any more money, but they did recognize the fact that in this field it would be tremendously helpful to get it a little more often than 10 years.

As Mr. Thompson has fully testified here, so many items of our State government are dependent on the State figures, notably ABC board profits, which are distributed on that figure.

My own city had an annexation of 55,000 persons in 1954. As well as I recall, our ABC board profits could not be changed until the 1960 census. So we feel the Federal Government could do us a great service.

Mr. HENDERSON. Mr. Shriver, I fully realize you are from an area where Federal installations perhaps have a great deal to do with your population change. I represent a district where we talk a great deal about Federal impact, particularly with regard to our Federal school program.

Would you comment on what effect the Federal installations have had in this rapid change of population in your area?

Mr. SHRIVER. Well, it has had a great deal to do with it.

As far as the school situation is concerned, I think I am correct in saying that that has been handled—this impact legislation—more on an actual count of the students themselves that attend the schools. I do not think we go back to census figures for that sort of information.

That has been a big burden for us to carry. Our economy is based very heavily upon Federal activities. That is one of the reasons why

this census information would be very helpful to us. That can shift rather rapidly some time.

Mr. HENDERSON. I think we all realize the impact on our schools. I wonder if you want to comment on the impact on business and government.

Mr. SHRIVER. I do not know what comment to make on that matter.

Mr. HENDERSON. How many of this 55,000 that were annexed in 1954 would you estimate were located in the annexed area as a result of Federal employment or Federal activity in the area.

Mr. SHRIVER. A large number, more than 50 percent.

I say that because at the beginning of the war in 1940, that area was little more than farmland. It was part of Norfolk County, including an entire magisterial district. By the end of the war, that was just about filled up. How many of those were actually the Federal employees and workmen employed by the Federal Government during the war I would have a hard time giving you an accurate count on, but I would say much more than a majority were there on account of Federal impact at that time.

We were slow with that annexation. Most of that increase occurred in the 1940's, not in the 1950's. We tried to annex it in the 1940's and it was thrown out by the court. We did not actually get it until 1954.

Mr. HENDERSON. One more question, and I will yield to my colleague.

The committee knows that the U.S. Chamber of Commerce has opposed the mid-decade census. I wonder if you recall any inquiry they may have made of the local chamber of commerce with regard to your need.

Mr. SHRIVER. They made no inquiry from our chamber of commerce. Of course, as a local chamber of commerce, we are members of the Chamber of Commerce of the United States, but their actions do not bind us.

Mr. HENDERSON. My point was, did they seek to determine your needs as you have testified this morning?

Mr. SHRIVER. No. I have been there 11 years, and I never received any communication from them on the subject.

Mr. JOHANSEN. Do we have in the record the position of the U.S. Chamber of Commerce on this subject?

Mr. CORCORAN. It will be placed in the record.

Mr. JOHANSEN. I notice in your statement that the needs of your area, you feel, would require only the minimum cost shown in level 1, or proposal 1.

Mr. SHRIVER. That is what our board suggested.

Mr. JOHANSEN. I notice as a contrary viewpoint the statement of Mr. Bowman from the Bureau of the Budget, that such information—referring to level 1—would serve extremely limited purposes when compared with the data requirements that have been specified.

It is my feeling, and I would like you to comment on your own reaction, that once we set up the program for a mid-decade census, regardless of what we start with, we will end up with the whole kit and kaboodle we have in the decennial census. Would that be your impression?

Mr. SHRIVER. I am frank to say that this could happen, and probably quite properly so. I hate to inject my personal opinion in this matter after my board has spoken.

Mr. HENDERSON. We have received the official position of your board, and we would like to have your personal views.

Mr. SHRIVER. I would like to reflect their views.

Mr. JOHANSEN. We will not press you for any personal views.

I notice also in your statement, in the very last sentence, that, aside from its great value, it would also permit the Census Bureau to continue a qualified organization to assemble such figures more frequently.

Would you elaborate just a little what is meant by that?

Mr. SHRIVER. It occurred to us, like you were saying a few minutes ago in questioning one of the other gentlemen, the Census Bureau with the decennial census they have now has to employ people for just a limited time. Ten years pass by and those employees, I suppose—I do not know what percentage, but 80 to 90 percent of them have never done any of that work before. They would be able to preserve more of a staff of qualified experts and possibly more of those actual workers in the field that knew what they were doing with a mid-decade census. I will admit 5 years is a pretty good lapse for employment, but we felt the Census Bureau would be able to develop a better continual operation than to hit this thing every 10 years.

Mr. JOHANSEN. My question then goes to whether the cost estimates of this program at any of these levels will not be minimal if we are going to build up a larger segment of the bureaucracy on a permanent basis.

Mr. SHRIVER. Well, possibly so, but if we have to have bureaucracy, I believe I would rather have this type of bureaucracy than any type I know of. This is of great value to us.

Mr. JOHANSEN. Would you care to comment on either the historic approach that Massachusetts has made, which we just heard about, or some basis for State participation in the cost of such a program?

Mr. SHRIVER. I never heard of the fact that Massachusetts did have their mid-decade census before today. Frankly, I think this is a Federal field. I think it should be retained in the Federal field. We are having too much of this sharing by States.

Again I am getting into my personal views, but you asked for them. Frankly, I think this ought to be a Federal matter entirely. They should be an impartial umpire and the States should not contribute anything to the proposition. That is my own personal view.

Mr. JOHANSEN. Of course, some of us are worried, as I know some chambers of commerce are, over the fact anything we finance in the Federal field, some fraction of it is deficit financing. I am beginning to think we desperately need some reverse Federal aid: in other words, some sharing of the burdens where possible by the States.

Mr. SHRIVER. Mr. Johansen, I think you will find a great deal of agreement in our State on that, and I think our congressional delegation generally reflects some sort of the same attitude.

Mr. JOHANSEN. I can say that is very true, no more so than in the distinguished senior Senator from your State.

Mr. HENDERSON. Thank you.

Would you also feel one of the problems we have is that there has been so much commingling of responsibility that we no longer can define responsibility?

Mr. SHRIVER. That is certainly true.

Mr. JOHANSEN. Between the State and Federal Government?

Mr. HENDERSON. Yes.

Mr. JOHANSEN. Which means in effect the collapse of the federal system.

Mr. HENDERSON. Since there was a reference by me to the U.S. Chamber of Commerce's position by a letter we received, perhaps it would be most helpful to have it inserted in the record at this time.

(The letter follows:)

CHAMBER OF COMMERCE OF THE UNITED STATES,  
Washington, D.C., April 27, 1962.

HON. DAVID HENDERSON,  
Chairman, Subcommittee on Census and Government Statistics, House Committee on Post Office and Civil Service, Old House Office Building, Washington, D.C.

DEAR MR. HENDERSON: Thank you for affording us the opportunity to submit a statement outlining the views of the Chamber of Commerce of the United States on the proposed mid-decade census of population and housing.

This proposal has been considered several times by chamber committees and our board of directors. However, the discussions have broadened to include the decennial census and the criticisms which have been raised from time to time as to its accuracy and the timeliness of subsequent reports. It was the consensus that, subject to availability of funds, all efforts should be directed toward improving the quality of the decennial census and accelerating its reporting date to the Nation. We believe, further, that the present practice of taking a special census requested by a State or locality on a reimbursable basis is an adequate method of handling census problems which may be created by unusual population shifts.

These chamber views are supported by testimony of witnesses at hearings held by your committee last fall in Chicago, Los Angeles, and New York. For example, in a prepared statement advocating a mid-decade census, the director, manpower and population program, Bureau of Applied Social Research, Columbia University, New York City, made the following comment:

"\* \* \* most of the statistics which I wish from the April 1960 decennial census are still not available until sometime in 1962 or 1963" (p. 531 of the printed hearings).

Another example may be found on page 346 of the hearings in the prepared statement of Hon. James W. Kelley, Jr., mayor of the city of East Orange, N.J. Mayor Kelly, in advocating a mid-decade census, stated:

"East Orange is one of those stunned and bewildered cities that cannot accept the 1960 census of population. We cannot believe that we have lost population since 1950. We know that the 1960 census was inaccurate, as many lodgers in our roominghouses were not counted, and naturally, illegal occupancy was not reported."

The statements of these and other witnesses bolster our opinion that either the scope of the decennial census has become too unwieldy, or that quality of information is being sacrificed for quantity.

The lack of unanimity as to the type of information desired, or the scope on which such a census should be conducted, is exemplified by the divergent views (oral and written) of the first 16 witnesses at the Chicago hearings. These range all the way from Mayor Daley, of Chicago, the first witness, urging a complete census, to Mr. H. S. Gee, market studies supervisor, Indiana Bell Telephone Co., who commented that, although a mid-decade census would be desirable, its value would not be commensurate with its cost. The wide variety of proposals of the various witnesses who advocated some type of interim census raises the question as to just what the advocates actually need. Specifically, it is not clear whether they desire specialized data or an updating of the latest decennial census. The diversity of needs expressed by the various witnesses would indicate that specialized data was of prime importance.

The cost of a mid-decade census is a factor which must be considered. At the request of your committee, the Census Bureau evaluated various proposals for a mid-decade census which range in content from a simple head count of the population to a duplication of the 1960 Census of Population and Housing, and range in cost from \$45 million to \$110 million. In comparison with these estimates, the 1960 decennial census, including agriculture, cost about \$128 million.

It would appear that any census on a national basis designed to meet the stated needs of the majority of advocates, would have to be at least as comprehensive as the decennial census, and even this would not satisfy the wishes of the advocates who urged the compilation of new and different data.

In conclusion, it would appear to be to far greater advantage to concentrate at this time on improving the decennial census in order that it might become a reliable benchmark for any subsequent special census. The widely varying needs of State, counties, metropolitan areas, cities, towns, school districts, water districts, and the like, can be provided in a far more economical manner by the reimbursable special census rather than a nationwide census with its current inadequacies.

For these reasons, the national chamber opposes the various proposals for a mid-decade census.

Your earnest consideration of the chamber's views will be most appreciated. I hope you will make this letter a part of the record of these hearings.

Sincerely yours,

THERON J. RICE,  
*Legislative Action General Manager.*

Mr. HENDERSON. We certainly want to thank you for your appearance this morning, and it has been most helpful to us.

Mr. SHRIVER. It has certainly been a pleasure.

Mr. HENDERSON. The next witness is Mr. Dennis Daye, assistant director of planning for the city of Greensboro, N.C.

Mr. Daye, your Congressman, Mr. Kornegay, asked me to express to you his regrets that he was unable to be here to present you to the committee this morning.

#### STATEMENT OF DENNIS DAYE, ASSISTANT DIRECTOR OF PLANNING, GREENSBORO, N.C.

Mr. DAYE. I would like to reemphasize the importance of having this information presented in the form of census tract. We use the information more this way rather than by the block statistics.

I realize a lot of cities undertaking urban renewal programs utilize the block statistics which would probably be available from level 2. However, I think most of the cities in North Carolina now undertaking redevelopment projects actually examine the structures regardless of what the census information has produced, so there is a further detailed analysis of all housing units related to urban renewal projects. We feel that level 3 would be appropriate and would supplement the decennial census.

Mr. HENDERSON. Mr. Daye, on Tuesday, Mayor Evans of your neighboring city of Durham was here and testified on behalf of the American Municipal Association, and also with regard to the experience in his city.

He mentioned the Powell bill funds distribution in our State which is a distribution of highway funds for municipalities.

Would you comment on the annexations of Greensboro that were made in the past decade? I know you have had many.

Mr. DAYE. While we had numerous small annexations, the major annexation took place in 1957. This action took place before I be-

came a resident of Greensboro and I do not remember the population increase related to the 1957 annexation.

We have had several small annexations since 1957, but they would not total more than 1 square mile.

With respect to the Powell bill, I cannot speak for other cities in the State; however, I can use Greensboro as an example. In 1960, before the official population information was released by the Census Bureau, it is my understanding that Powell bill funds were distributed based on the count taken in 1950 because that was the last official decennial census.

I do not know how the State agencies or the State government would respond, or react, to a mid-decade census with respect to the distribution of Powell funds. I am afraid I cannot speak for them.

I would certainly think the cities, assuming they might have had a population increase, would be interested in acquiring the additional funds based on a mid-decade census.

Mr. HENDERSON. We know our law in North Carolina does not permit the distribution until the official census figures are available, and certainly the city of Greensboro lost considerable amounts of money as a result of the 1957 annexation and the lag until it got the official figures of the 1960 census under the highway distribution system.

Mr. DAYE. That is true.

The 1950 population count for Greensboro was approximately 75,000. After the 1957 annexation, we estimated approximately 110,000. The 1960 census figure indicated that the city had approximately 119,000, so there was quite a difference between the two decennial censuses with respect to the Powell bill funds.

Mr. HENDERSON. Might we conclude from your statement, Mr. Daye, in your opinion the best source of data for your planning in the city of Greensboro is from the census that is taken now, known as the decennial census?

Mr. DAYE. Yes, that is quite true.

In supporting a mid-decade census, we would certainly not want to see any changes except constant improvement, which I am sure the Census Bureau would strive to make in the decennial census. We would not want to see their regular program compromised in any way.

I think it is conceivable that with the passage of time, regardless of the level that might be selected, for a mid-decade census improvements could be made as the years go by.

Mr. HENDERSON. You speak of using the census tracts?

Mr. DAYE. Yes.

Mr. HENDERSON. Would you recommend the same tract system be used in the mid-decade system?

Mr. DAYE. Yes.

I think it is very important to have, if at all possible, the same boundaries so you can make reasonable comparison from one time to another.

Mr. HENDERSON. This would require a complete census, would it not?

Mr. DAYE. No, sir. I am not sure that it would require a complete census as far as publishing information is concerned. I am under the impression that level 3 would be a 25-percent sample, and it is my

understanding that a great deal of the information in the 1960 census was taken on a 25-percent sample. We would certainly hope that the data would be published in a form that could be related to our census tracts.

Mr. HENDERSON. Dr. Taeuber, would the data from level 3 be satisfactory down to the tract, in your opinion?

Dr. TAEUBER. I am afraid Mr. Daye would not be happy with the results.

He is quite right when he said we did publish a considerable amount of information in 1960 based on the 25-percent sample, but that was possible because we also had a 100-percent count against which to match that 25-percent sample.

In the 1960 census, we collected some of the information on a 100-percent basis. We could adjust our sampling information to that 100-percent basis and get reliable results by tracts.

Mr. HENDERSON. Your head count was on a 100-percent basis within the tract?

Dr. TAEUBER. Yes.

Mr. JOHANSEN. Would level 3 involve a 100-percent head count?

Mr. DAYE. As level 3 is presented here, it does not specifically call for a 100-percent head count.

Mr. JOHANSEN. If I may ask this, would existing North Carolina law permit distribution of State funds based on population on the basis of a level 3, 25-percent sample, if, as has just been indicated, it does not involve a total head count?

Mr. DAYE. I am afraid I cannot answer that question.

Mr. HENDERSON. I think I can answer; it would not, in my opinion.

Mr. JOHANSEN. Level 3 would contribute nothing to the solution of that facet of the problem which is the more current base for distributing Federal and/or State funds.

Mr. DAYE. If that is true, I think I should emphasize that level 3, as proposed here, or as recommended in our statement, is related not only to work programs in our office, but to various other agencies in the city of Greensboro. While the distribution of Federal and/or State funds is of concern to cities, it is also felt that employment and other census data have a significant place in community planning programs.

I say, ideally, level 4 would be most appropriate.

Mr. JOHANSEN. My point is, I realize that it may be useful in many areas, but in this one specific area which is the distribution of State or Federal funds, it would have a limited, if any, usefulness to adopt level 3.

Mr. DAYE. Based on Mr. Henderson's previous comment, it would possibly appear to be the situation. I am not in a position to comment in more detail on the North Carolina law with respect to the Powell bill.

Mr. HENDERSON. For a full explanation of my answer to my colleague, in my own hometown, immediately after the 1960 decennial census, we had an annexation, and 3 to 6 months later the town got a special census for that area which was an appendix. It is permitted to be used in the State for distribution of the highway funds that I earlier referred to, so I feel very positive that it would require an actual head count comparable to the decennial census to comply with

the requirements of the law in distributing at least the highway funds in the State of North Carolina.

Mr. JOHANSEN. It seems to me very important for this subcommittee in whatever findings we may reach, or recommendations we may make to the full committee, not inadvertently to deceive ourselves, or our colleagues, that we are making a contribution to the solution of item 1 which Mr. Bowman listed as the objective; namely, the fact that States and localities require frequent population counts as a more equitable basis for distributing funds that are allocated according to the population.

We should not deceive ourselves inadvertently; if we recommend level 3, we are resolving this need.

Mr. HENDERSON. Any questions?

Mr. OLSEN. Mr. Daye, were you satisfied with the speed with which the 1960 census was reported?

Mr. DAYE. Very much so as compared to previous years. I think they are to be commended for an outstanding job.

Mr. OLSEN. At this point I would like to have Dr. Taeuber's comment on the speed of reporting the 1960 census as compared to previous censuses.

Dr. TAEUBER. It is most gratifying to hear one who uses this census, for one city, particularly, to speak as this witness does.

In general, the timetable between 1950 and 1960 is that we have published reports 12 months and in some cases as much as 18 months earlier following the 1960 census than we did in a comparable period following the 1950 census.

In the case of one series of reports, the first report was a little later than the first report following the 1950 census, and the last report following the 1960 census was about 6 months earlier than the last report following the 1950 census. But on the whole we have made substantial gains and we would hope by the time of the next census to make further gains.

Mr. OLSEN. When did you complete reporting the 1960 census?

Dr. TAEUBER. The 1960 census period as defined by the appropriation act comes to an end December 31, 1962, and the last report that can go forward would have to go forward by that time. We have already completed the population statistics for individual communities, for counties, and for States; we have completed much of the housing information by individual communities; we have completed all statistics by census blocks; we have completed all statistics by census tracts; and what we are publishing currently are more detailed cost tabulations for States and so forth, and these will continue to come through for the balance of 1962.

Mr. OLSEN. Thank you.

Mr. HENDERSON. Mr. Daye, it has been a real pleasure to have you before the committee this morning. We appreciate your very fine testimony.

Mr. DAYE. Thank you, sir.

PREPARED STATEMENT OF THE GREENSBORO PLANNING DEPARTMENT, GREENSBORO, N.C., PRESENTED BY MR. DENNIS DAYE, ASSISTANT DIRECTOR OF PLANNING

My name is Dennis Daye. I live in Greensboro, N.C., where I am employed by the city of Greensboro in its department of planning as the assistant director of planning. I am here today on the behalf of Mr. Ronald Scott, the director of

planning for the city of Greensboro and census tract key person for the Greensboro-High Point metropolitan statistical area who is unable to be present as previously arranged. This statement reflects the views of Mr. Robert M. Dinkel, chairman of the Guilford County Census Tract Committee as well as those of our department.

As in the case of other communities throughout the country, our planning department is one of the principal users of census data in all of its many forms but we are only one of very many organizations, both local and national which have a very extensive need for every bit of the valuable information provided by the U.S. Census. I feel sure that you have been made well aware of the very extensive use that is made of census information from other testimony and therefore I merely wish to call attention to the fact that this is also true in Greensboro and in North Carolina.

We have studied with great interest much of the material that has already been presented to this subcommittee and we find that many of these statements accurately reflect our experiences supporting the desirability of conducting a mid-decade census. It would be repetitious to recite our experiences in detail but it should be noted that our several communities in the Piedmont North Carolina are growing and changing rapidly, so that we are all too often made aware of the inadequacies of outdated information.

Greensboro has had the advantage of the census tract system in 1950 and 1960. To increase the usefulness of this information, we have spent considerable time reworking unpublished data from the 1940 census to obtain as nearly as possible comparable figures for census tracts as they existed during the 1940 census. Our studies of all this material has made us realize in particular how difficult it is to trace the changes from one 10-year interval to the next, because in many cases the changes are so marked that there is almost no trace of continuity.

Since Mr. Scott is the census tract key person for Guilford County, our office handles many inquiries for information and assistance in the use of census data. We are able to detect a very marked ebb tide of interest in the use of census data as the years go by. Immediately following publication of the results of a new census when the information is relatively current there is great interest, great use, and great confidence placed upon the information. As time approaches the mid-decade this picture changes markedly. We find that the interest in census data falls off sharply and there is wide skepticism as to the reliability of the figures because of their age. In our own work we find a lack of enthusiasm for doing the proper kind of careful analysis necessary for good planning work because we realize that available census data is just old enough to be unreliable. Unquestionably this whole attitude and circumstance could be altered with advent of a mid-decade census.

One very simple indication of the desirability of the mid-decade census can easily be found in the published data for Guilford County from the 1960 enumeration. In the county as a whole, less than 47 percent of the residents were living in the same home as they did only 5 years previously. In the city of Greensboro less than 43 percent were living in the same house 5 years before. When we examined some individuals census tracts the percentage runs to a very low figure. Thus we can see that in only 5 years time such remarkable changes in occupancy can take place as to completely alter the social, economic, and physical characteristics of any given area. In many cases we find that the 10-year interval will reveal statistics that appear to have no relation to conditions that existed 10 years previously.

We have examined the several "levels" of census enumerations proposed by the U.S. Census Bureau. It is our opinion that the level 3 would be a wise and prudent undertaking keeping in mind that the expense of the project is a practical consideration that cannot be overlooked. Obviously, level 4 would be an ideal situation. The abundance of data provided by the level 3 proposal would appear to make it an attractive alternate. We wish to emphasize that information presented within the census tract structure is of the utmost importance and all data gathered in a mid-decade census should be so organized. Of course, we feel that it is important to continue the decennial census in its present form. It should be supplemented but not modified in its comprehensiveness by the mid-decade census proposal.

Mr. HENDERSON. The next witness is Mr. Philip A. Stedfast, director of city planning of Columbia, S.C. Mr. Stedfast, we are pleased to have you appear before this committee this morning and shall be glad to hear your statement.

**STATEMENT OF PHILIP A. STEDFAST, DIRECTOR OF CITY  
PLANNING, COLUMBIA, S.C.**

Mr. STEDFAST. Mr. Chairman, at the outset, I want to apologize for not having a prepared statement to give you in advance of my testimony. My personal schedule since receiving the committee's invitation to appear here this morning has made it impossible for me to handle the mechanics. Such a statement will be furnished you for the record in the immediate future. I am sorry for any inconvenience the lack of a prepared statement may cause committee members.

Mr. HENDERSON. Without objection, the statement you will submit will be included in the record at this point.

(The statement submitted for the record follows:)

**STATEMENT OF PHILIP A. STEDFAST, DIRECTOR, DEPARTMENT OF CITY PLANNING,  
COLUMBIA, S.C.**

Columbia, with 100,000 population, is the capital city of South Carolina and has had a planning program for about 10 years. During the early years of our program we relied heavily on the statistical data from the 1950 Census of Population and Housing as the raw material for analysis and inclusion in reports on various elements of our program. Because of the dynamic changes which took place in our area, we soon found that much of the data had outlived its usefulness, except for the establishment of historical trends. There is no question that a mid-decade census in 1955 would have provided us with more accurate and detailed benchmarks from which to operate than any estimates we were able to develop. The inadequacy of our estimates was borne out by the 1960 data when they became available.

One major goal of our program is the preparation of a comprehensive plan which dimensions future growth and establishes guidelines for an improved community. Such a plan serves as the basis for the day-to-day and long-range decisions of governmental agencies at all levels as well as those of the private developer. Investments, both public and private, are what in the last analysis build our communities. If we are to create better communities now and in the future, we must have more frequent and accurate data with which to prepare the framework within which these decisions are to be made. Plan preparation is a continuing process; plans are revised as changes occur in the community and as new data are developed and made available.

This type of planning program is, as you know from prior hearings, widespread throughout the Nation and will become increasingly important for the physical well-being of our cities in the years ahead. It is interesting to note that of the 186 persons listed in the April 14, 1961 "List of Census Tract Key Persons" issued by the Bureau of the Census, that 89, or almost 50 percent, were professional planners. This is ample evidence of the interest by physical planners in the statistical data made available by the Bureau of the Census.

In the decade 1950 to 1960, the State of South Carolina grew at about the same rate it had experienced in the prior decade. Twenty-one of the State's forty-six counties lost population. The Columbia standard metropolitan statistical area (Richland and Lexington Counties), however, accounted for almost 30 percent of the population increase recorded for the entire State. This will give you an idea of what has happened in our area. While the 74,000 persons involved in this increase is not as dramatic as that experienced in some other parts of the Nation, it is of sufficient magnitude to cause us deep concern about the provision of adequate services and facilities across the board, both now and in the years ahead. With parts of 2 counties and 13 municipalities in the heart of this 2-county area having received the bulk of this increase and destined to receive an

estimated 142,000 more people in the next 2 decades, our problem comes into even sharper focus.

I might add here, parenthetically, that the Columbia SMSA was one of the few SMSA's across the Nation in which the definition was changed from that used in the 1950 census. Action by the Bureau of the Budget prior to the 1960 census included Lexington County with Richland County for the first time.

So much for background.

Following the suggestions for witnesses prepared by the committee, I would like to present my views on the proposed mid-decade census specifically.

4a. *Specifically, how would you use data from the mid-decade census of population and housing?*

Data from the census of population and housing, when current, are used to give us the existing characteristics of our population and housing supply on a small area basis (tracts and blocks) so that we have an up-to-date picture of the community as it exists. If data from prior censuses are comparable, analysis gives us an opportunity to see where changes have taken place and to adapt our plans and programs where warranted.

Further, data from the census are used to help in making projections of future growth and development.

4b. *What geographic detail do you require for these data; States, cities, metropolitan areas, city blocks, census tracts, counties, other?*

I have explained in my introductory remarks the geographic area for which we are providing physical plans, i.e., two counties, the incorporated municipalities within the counties, and the unincorporated area of both counties.

It is essential that we have more frequent data than that provided by a decennial census in our rapidly changing urban area. These data are needed at several geographic levels in order to permit adequate plan preparation. Small area data are a must in our program. Data should be provided on at least an SMSA, county, incorporated place, census tract or census county division and block basis, in keeping with the 1960 census.

4c. *Would a simple head count of the population which included age, sex, color, and family relationship meet your needs or would you require additional characteristics (employment, migration, education, income, etc.)?*

We would require employment, migration, place of work and income data in addition to a simple head count.

4d. *Would a simple count of housing units, including tenure and occupancy, meet your needs or do you also require housing data on age and condition of structure, value, rent, etc.?*

Data on age, condition of structure, value, and rent would be required in addition to a count of housing units including tenure and occupancy.

Such data would enable us to keep up to date on local housing conditions, to compare the 1960 data with mid-decade data and to more adequately evaluate our policies and programs of housing quality improvement. Data would also permit us to analyze the changes caused by private actions.

4e. *The Census Bureau has suggested the following four alternative levels for the census program:*

Level 1: Population counts with six identifying characteristics (name, address, relationship to head of household, sex, race, and age), \$55 to \$60 million.

Level 2: Same as level 1 with basic housing characteristics added, \$70 to \$75 million.

Level 3: A 25 percent sample of the population that would provide much of the information available from the 1960 census for States, metropolitan areas, larger counties, and larger cities, \$45 to \$50 million.

Level 4: A replication of the 1960 Census of Population and Housing, \$100 to \$110 million.

Which of the four levels, if any, comes closest to meeting your requirements?

Level 4 would be our selection as best suiting our needs. The next choice would be level 2. Level 1 and level 3 would be far less useful.

As a possible economy move, consideration should be given to conducting a level 4 census at mid-decade for the SMSA's of the Nation, with a less detailed level to be used in other areas. This would seem to be equitable both on the basis of population represented by such areas and the level of planning being done in these areas.

- 4f. *Instead of the proposed mid-decade census, would your needs be better met by expanding current sample surveys of population and housing to provide (for larger States and larger cities only) (1) Improved population and labor force estimates, (2) More frequent housing vacancy and components of change data, (3) Other social and economic information based on sample surveys?*

It is our feeling that the sampling technique is not adequate to provide reliable data on a small area basis. Such data is essential for our planning program. Virtually all of the population and housing growth recorded in our area, as well as that anticipated will take place in the smaller incorporated places and the unincorporated territory of both counties surrounding the central city.

- 4g. *According to the Census Bureau, the proposed mid-decade census could cost from \$45 to \$100 million, depending on the level of the program. Do you feel the subcommittee should recommend this program to the 87th Congress?*

Be assured that we are well aware of the cost of implementing the level 4 proposal which we support. We could run the city of Columbia for a good number of years (about 15) for this amount of money.

It's a vast sum, but it is our view that the costs are worth the benefits to be derived. I have indicated previously in my testimony that the end products of our program are used by governmental agencies and private developers as the basis for capital investments in substantial amounts. Costly errors can be minimized or eliminated in such investments if we have more frequent and adequate data on which to base our plans. When the total of such investments by all levels of government and private groups and individuals is considered on a national basis in these days of dynamic growth and change for our Nations cities, such an expenditure seems to be reasonable.

We strongly urge the subcommittee to recommend this program to the Congress.

In closing, I would like to make two general comments:

First, my relationship with responsible Census personnel during the enumeration of the 1960 census was a highlight of my professional career. In every instance they were cooperative and competent. Since completion of the census, this relationship has continued. Their dedication is a tribute to the Bureau and a goal which governmental employees at all levels would do well to emulate.

Secondly, you are aware of some of the reactions to preliminary count announcements of the 1960 census across the country. I believe that in future censuses much of this could be avoided by the establishment of a closer working relationship between local officials and Census personnel before and during the actual enumeration. Most responsible elected officials are probably going to check with their planners before starting to throw darts. Most planning organizations today have a reasonably sophisticated approach to population estimating and projecting. If review procedures can be worked out before announcements are made, I firmly believe that the furor can be kept to a minimum. This would help both Bureau and local officials.

I was pleased to learn recently that the Bureau has already moved to appoint its advisory committee on the next census and that this step has been taken considerably in advance of other similar appointments.

If the Bureau would begin now to also consider this point which I have raised, I am sure that they would find the national organization of professional planners, the American Institute of Planners, most willing and anxious to cooperate.

Mr. STEDFAST. My statement this morning will highlight the contents of my prepared statement.

For the record, my name is Philip A. Stedfast. I am director of the department of city planning, Columbia, S.C. The views which I express this morning are also the views of the city of Columbia. I intend to be as brief as possible in my testimony.

Columbia, with 100,000 population, is the capital city of South Carolina and has had a planning program for about 10 years. During the early years of our program we relied heavily on the statistical data from the 1950 Census of Population and Housing as the raw material for analysis and inclusion in reports on various elements of our planning program. Because of the dynamic changes which took place in

our area, we soon found that much of the data had outlived its usefulness, except for the establishment of historical trends.

There is no question that a mid-decade census in 1955 would have provided us with more accurate and detailed benchmarks from which to operate than any estimates we were able to develop. The inadequacy of our estimates was borne out by the 1960 data when it became available.

One major goal of our program is the preparation of a comprehensive plan which dimensions future growth and establishes guidelines for an improved community. Such a plan serves as the basis for the day-to-day and long-range decisions of governmental agencies at all levels as well as those of the private developer. Investments, both public and private, are what in the last analysis build our communities. If we are to create better communities now and in the future, we must have more frequent and accurate data with which to prepare the framework within which these decisions are to be made. Plan preparation is a continuing process. Plans are revised as changes occur in the community and as new data is developed and made available. This type of planning program is, as you know from prior hearings, widespread throughout the Nation and will become increasingly important for the physical well-being of our cities in the years ahead.

It is interesting to note that of the 186 persons listed in the April 14, 1961, "List of Census Tract Key Persons" issued by the Bureau of the Census, that 89 or almost 50 percent were professional planners. I think this is ample evidence of the interest by physical planners in the statistical data made available by the Bureau of the Census.

In the decade 1950 to 1960, the State of South Carolina grew at about the same rate it had experienced in the prior decade. Twenty-one of the State's 46 counties lost population. The Columbia standard metropolitan statistical area (Richland and Lexington Counties) however, accounted for almost 30 percent of the population increase recorded for the entire State. This will give you an idea of what has happened in our area. While the 74,000 persons involved in this increase is not as dramatic as that experienced in some other parts of the Nation, it is of sufficient magnitude to cause us deep concern about the provision of adequate services and facilities across the board both now and in the years ahead. With parts of two counties and 13 municipalities in the heart of this two-county area having received the bulk of this increase and destined to receive an estimated 142,000 more people in the next two decades, our problem comes into even sharper focus.

I might add here parenthetically that the Columbia SMSA was one of the few SMSA's across the Nation in which the definition was changed from that used in the 1950 census. Action by the Bureau of the Budget prior to the 1960 census included Lexington County with Richland County for the first time.

MR. JOHANSEN. What is an SMSA?

MR. STEDFAST. This is a census definition of standard metropolitan statistical area. I believe there were eight or nine or more where definitions were changed between the decennial censuses.

MR. HENDERSON. That was a definition by the Bureau of the Budget, I believe, rather than by the Bureau of the Census.

DR. TAEUBER. The definition was by the Bureau of the Budget, yes.

Mr. HENDERSON. How did the Bureau of the Budget get in the matter of defining the standard metropolitan statistical areas?

Dr. TAEUBER. As I understand it, Mr. Chairman, the earlier problem was that different agencies were using different definitions of these metropolitan areas. It was an attempt to get the agencies together and to get some agreement so that when we say the Columbia metropolitan area we all mean the same thing.

Mr. HENDERSON. This probably explains why there was a change in your area.

Mr. STEDFAST. We pushed for the change in our area. We are not quarreling with either the Bureau of the Census or the Bureau of the Budget in this.

Mr. HENDERSON. That leads to the question I was going to ask with regard to political pressures that were brought to bear to bring about the change in the definition, and I use that term advisedly.

Dr. TAEUBER. The intent was to do this purely for statistical purposes. There had been a good many pressures, political and otherwise, to give recognition to cities that were not recognized where the statistical criteria did not justify that.

Mr. STEDFAST. I think, by way of elaboration, the Bureau has a set of standards that must be met in order to have the definition changed. One standard was the degree of commutation, how many people actually commuted between an area and the central city. We are well pleased with it. We do not want it changed.

Following the suggestions for witnesses prepared by the committee, I would like to present my views on the proposed mid-decade census specifically.

I will refer to the number and letter as contained in the proceedings of prior hearings.

4a. Specifically, how would you use data from the mid-decade census of population and housing?

Data from the census of population and housing, when current, are used to give us the existing characteristics of our population and housing supply on a small area basis (tracts and blocks) so that we have an up-to-date picture of the community as it exists. If data from prior censuses is comparable, analysis gives us an opportunity to see where changes have taken place and to adapt our plans and programs where warranted.

Further, data from the census is used to help us in making projections of future growth and development.

4b. What geographic detail do you require for these data: State, cities, metropolitan areas, city blocks, census tracts, counties, other?

I have explained in my introductory remarks the geographic area for which we are providing physical plans, in two counties, the incorporated municipalities within the counties, and the unincorporated area of both counties.

It is essential that we have more frequent data than that provided by a decennial census in our rapidly changing urban area. These data are needed at small geographic levels in order to permit adequate plan preparation. Small-area data is a must in our program. Data should be provided on at least an SMSA, county, incorporated place, census tract, and block basis in keeping with the 1960 Census.

Here I would add, in reply to the testimony of the preceding witness, as an observation, that while it may be true that urban renewal programs require more detailed and up-to-date information than the census provides when you actually get ready to move into a renewal program the data from the preceding census is often used as a guide so you know whether you should move in this area or that area and to establish priorities, but once you have used this data, it is necessary to go into the area to obtain more specific data for renewal project planning.

Mr. HENDERSON. Do you feel that current population estimates would satisfy your needs in making these decisions?

Mr. STEDFAST. No, sir.

4c. Would a simple head count of the population which included age, sex, color, and family relationship meet your needs or would you require additional characteristics (employment, migration, education, income, etc.)?

We would require migration, place of work, and income data in addition to a simple head count.

Mr. OLSEN. At this point if I may ask this question:

How about other Federal statistics aside from the census, statistics of the Labor Department, for instance?

Mr. STEDFAST. I would say this: Anything that gives us more data or more complete data at the small area level would be helpful. We are not interested in terms of applicability in a program such as ours in what the Bureau of Labor Statistics supplies at the State or even the county level because there is no way we can break it out and see for our immediate area of impact what it means.

Mr. OLSEN. You need a smaller unit than a county?

Mr. STEDFAST. Yes, sir.

Mr. OLSEN. The statistics furnished by the Labor Department on employment or unemployment cover areas that are not small enough?

Mr. STEDFAST. Well, it is a guide. After all, a central city—in South Carolina, at least, this could be different in other parts of the country—but in South Carolina where we have a large city the county around it is pretty well oriented to that large city but you do not know to what degree unless adequate data are available. It may be that motor vehicle registrations in the central city would be a greater proportion of the total registrations than employment where people come from some distance. The point I am trying to make is that there are variables among data and it is difficult for us to assess the relative differences in statistics without small-area breakdowns.

Mr. HENDERSON. You say if it is available you use this data down to the city block?

Mr. STEDFAST. Block statistics are particularly important when it comes to housing data.

Mr. HENDERSON. Is it important in other city planning such as fire protection and police protection?

Mr. STEDFAST. Yes. While block statistics give us primarily a qualitative analysis of existing housing, quantitative data is also provided. It is also possible to tell by other data in tracts what is happening in regard to shifts of population and its composition. This enables the city to determine whether or not this is a growth area, a static, or declining area, and whether the characteristics are changing

sufficiently that municipal facilities and programs should be expanded or reduced, and so on.

Mr. JOHANSEN. Are you actually asking for more than the regular decennial census provides?

Mr. STEDFAST. If we could have the level IV proposal, that would give us what we need at the geographic level I have previously indicated.

Mr. HENDERSON. Mr. Stedfast, I think you are well prepared, even though you do not have a prepared statement. How did you use the 1960 census in this regard?

Mr. STEDFAST. You are aware that the 1950 block statistics and the 1960 block statistics are not directly comparable because of a change in a variety of definitions. We used this detailed information for the establishment of rehabilitation areas, areas in which we move with a program on an area basis rather than throughout the city using a scattered approach. In order to plan adequately for that, we need block statistics; we are not able ourselves to make other than a windshield inspection of housing conditions.

Mr. HENDERSON. In Columbia have you, based on the 1960 census, actually moved in areas you have studied, using the basic data, for recreational purposes?

Mr. STEDFAST. We will use it for this purpose. We have the problem of not having adequate staff to do all we need to at this time. But I would say, in reply to your question, that we recently had a decision to make on the selection of a new area for our substandard-housing enforcement program. We had made comparisons between the 1950 and 1960 block statistics in a given area. I had the distinct impression in my mind that this area should be scheduled for major rehabilitation, but as I began to look at the details of the 1960 block statistics I saw that the conditions I thought existed in the area from personal inspection and observation and from looking at the 1950 information were not so. Instead of being really a slum and blighted area, it was an area that was beginning to go downhill. This required a different type of approach in our plan.

Mr. HENDERSON. What you are really saying is that through prompt action you can avoid slum areas; is that right?

Mr. STEDFAST. If you can catch them in time.

Mr. HENDERSON. And, in order to catch them in time, you have to have timely and accurate data?

Mr. STEDFAST. That is correct.

Mr. HENDERSON. When you studied the basic data available, you changed your view?

Mr. STEDFAST. I changed my personal view and made a different recommendation that was ultimately accepted.

Mr. HENDERSON. By taking local action in this regard to rehabilitate the area and keep it from becoming a slum area, this is done with local funds?

Mr. STEDFAST. Entirely.

Mr. HENDERSON. Therefore, are you not avoiding the use of Federal funds in the urban renewal program if you accomplish your purpose in this way?

Mr. STEDFAST. I would say yes, to a degree.

Mr. HENDERSON. Do my colleagues see what I am getting at?

Mr. JOHANSEN. I do and it is very commendable but I am not sure it will show up in the difference of total Federal expenditure. It would show up somewhere else.

Mr. STEDFAST. If this is an area where the best use of the land is residential and it should be kept in residential use, then it is absolutely possible to do the type of thing we have just discussed.

Mr. HENDERSON. Are you not also making the point that with good basic data enabling you to do good planning the money spent for acquiring the basic data is well spent?

Mr. STEDFAST. Yes; and I will speak of that directly.

Mr. JOHANSEN. May I interrupt at this point? Supposing these investigations and decisions that you were having to make had fallen 8 years after the last decennial census but you could not rightly wait 2 or 3 years more for the next decennial census, would you have recourse to other sources of data that would provide the information you needed?

Mr. STEDFAST. In our situation I would say no. In other cities it might be that it would be possible. My own personal feeling has been one of hesitancy since about 1955, about the use of block statistics on which to base any decision other than just something that you could not miss moving into. But major changes, we cannot assess. We made our population estimates in advance of the 1960 census by using building permits and so forth. At the larger geographic levels our estimates were pretty good. If we could have maintained this degree of accuracy I would have asked for a raise. But no matter how good your techniques are there are too many changes which cannot be evaluated with certainty. We did not have any idea what had happened, for example, in the way of family composition and other related factors.

Mr. HENDERSON. You mentioned hesitancy to use the 1950 census after 1955. Has there been any hesitancy on your part in using the 1960 census?

Mr. STEDFAST. No, sir.

Mr. HENDERSON. And have you found the data in the 1960 census accurate and helpful?

Mr. STEDFAST. I do not think we could prepare many of our plans without the data. My impression of the data that has come from the 1960 census has been good. I think it has been a good census, very good.

Mr. HENDERSON. Proceed with your statement, Mr. Stedfast.

Mr. STEDFAST. 4d. Would a simple count of housing units, including tenure and occupancy, meet your needs or do you also require housing data on age and condition of structure, value, rent, etc.?

This is a little after the fact, here. Data on age, condition of structure, value, and rent would be required in addition to a count of housing units including tenure and occupancy. Such data would enable us to keep up to date on local housing conditions, to compare the 1960 data with mid-decade data, and to more adequately evaluate our policies and programs of housing quality improvement.

Mr. HENDERSON. Of course the committee does not want to cut you off, Mr. Stedfast, but we do have a number of witnesses scheduled for this morning and we are sure you will add anything you care to add in the statement you will submit. Your testimony has been most

helpful and may I make one request of you. I doubt you have had an opportunity to look at the recommendations of Dr. Bowman made before the committee earlier this week?

Mr. STEDFAST. No, sir.

Mr. HENDERSON. I think it would be most helpful to the committee if, while you are here, you could get a copy of Dr. Bowman's statement and advise us, either by way of appendix to your statement or in a letter, as to whether the data and surveys proposed by Dr. Bowman would be helpful in your work. I think you made a strong point that the data in the 1960 census has been helpful in your work and we would like to have your analysis of what help the surveys Dr. Bowman recommends in lieu of a mid-decade census would be.

Mr. STEDFAST. I shall be delighted to do this.

(The letter follows:)

CITY OF COLUMBIA, S.C.,  
DEPARTMENT OF CITY PLANNING,  
May 11, 1962.

HON. DAVID N. HENDERSON,  
Chairman, Subcommittee on Census and Government Statistics,  
House Office Building, Washington, D.C.

DEAR CONGRESSMAN HENDERSON: During my testimony before the Subcommittee on Census and Government Statistics on Friday, May 4, 1962, with regard to H.R. 1100, I was requested by you to advise the subcommittee of my views on the proposals contained in the testimony of Dr. Raymond T. Bowman, Assistant Director for Statistical Standards of the Bureau of the Budget, given before the subcommittee on May 1, 1962. This letter is to set forth my views on Dr. Bowman's alternative suggestions to a mid-decade census.

As I understand Dr. Bowman's proposal, he suggests that the money needed to provide a mid-decade census would be better spent by the Bureau of the Census to undertake the provision of: (1) expanded programs of population estimates and projections, (2) an intensive program of labor force and unemployment surveys and analysis, and (3) an expanded program of housing statistics.

Dr. Bowman is to be commended for the program which he outlines in his testimony. There is little doubt that this program, if implemented, would provide a wealth of additional data which would be of assistance to many statistical users. I do not feel, however, that this program should be considered as a substitute for a mid-decade census. If cast so that it becomes the working basis for total census program improvement, then I feel it will be of great value.

From the standpoint of implementation of Dr. Bowman's proposals, it is my view that a substantial amount of time would be required to see this program operational. It is broad in scope, detailed, and would require great effort to inaugurate in totality. I would agree that if a mid-decade census is to be conducted, efforts should be made, as part of the Bureau's continuing effort to improve the various elements of the census, to inaugurate those aspects of Dr. Bowman's program which would lend themselves to inclusion. From that point forward, other aspects of the program could be undertaken as feasibility is established.

While I recognize Dr. Bowman was not able to spell out all aspects of his program in his testimony, I was concerned about the geographic level at which much of the data would be provided under his proposal. Throughout his testimony, he indicates that certain elements of the program he proposes would be "for a few of the largest metropolitan areas," etc. This scares me, for I wonder if much of the proposed new program would be available for this area and those of similar size.

Essentially, his substitute program is built around "specifically directed sample surveys." These surveys would not give us small geographic area data that we need in order to instigate and reevaluate policy determinations and action programs in many spheres of local government. For this reason, Dr. Bowman's proposal would not be a substitute for data which would come from the mid-decade census, nor, as pointed out above, would this data likely be available at the tract level.

Dr. Bowman states "we recognize it is necessary periodically to have complete coverage of population and housing data. This information is vital for bench-

mark purposes and to provide at one point in time an overview of the locality. In our opinion a decennial census of population and housing meets this need." In another instance he states, " \* \* \* effort should be expended only in those areas where the speed of change is significant for policy determinations."

In view of these statements, I believe his position against a mid-decade census is somewhat inconsistent. If the mid-decade census has "shortcomings both with respect to its deficiencies in meeting its objectives and in the light of the need for data which: (1) cannot be effectively covered in a census enumeration; (2) are not contemplated for inclusion, or (3) are required with greater frequency than once every 5 years," then it seems to me that (with the exception of the 5-year limitation in (3) above) the same inadequacies are inherent in the decennial census which he so strongly supports.

Up to the middle of page 4 of his testimony, Dr. Bowman is an effective spokesman for the level 4 proposal. From that point on, I feel he is really outlining what could be done to improve both a decennial and mid-decade census by adding new depth and dimension to them.

I am not convinced, at least from my use of the census, that the shortcomings of a mid-decade census which Dr. Bowman spells out in his testimony are in fact shortcomings. Any need for data which we may have beyond that to be provided by the census could be contracted for in advance of the actual enumeration. This would give us our additional data more accurately and economically than it could be obtained otherwise and would also be cheaper for the census to provide at the time of a mid-decade census than if they had to come in for a special census. If we need such data with greater frequency, the special census device is still available to us.

Again, I believe there is much merit in what Dr. Bowman proposes, but his suggestions if followed should be built into the existing census framework as expansions and improvements in the future and not substituted for the census as we know it today, or for the proposed mid-decade census.

I am grateful to you and the subcommittee for the opportunity to testify and to present my views with regard to Dr. Bowman's testimony. I appreciate the courtesies extended me.

Very truly yours,

PHILIP A. STEDFAST,  
*Director of City Planning.*

Mr. HENDERSON. Any other questions?

Mr. JOHANSEN. Just one question. It is our understanding that you recommend level 4?

Mr. STEDFAST. Yes.

Mr. JOHANSEN. Which is the works?

Mr. STEDFAST. Yes. And with that in the record I will skip my reply to question 4e.

Mr. JOHANSEN. Will you, in the statement you submit, elaborate on your answer to my question, please?

Mr. STEDFAST. Yes.

4f. This question relates to the sampling technique.

My reply is that it is our feeling that the sampling technique is not adequate to provide reliable data on a small-area basis. Such data is essential for our planning program. Virtually all of the population and housing growth recorded in our area, as well as that anticipated, will take place in these smaller incorporated places and the unincorporated territory of both counties surrounding the central city.

4g. This is the old bugaboo, the one about dollars and cents.

Be assured that we are well aware of the cost of implementing the level 4 proposal which we support. We could run the city of Columbia for a good number of years, about 15, for the amount of money required. So, believe me when we start talking about \$100 million you are talking to a country boy. This is a lot of money.

It is a vast sum but it is our view that the costs are worth the benefits to be derived. I have indicated previously in my testimony that the end products of our program are used by governmental agencies and private developers as the basis for capital investments in substantial amounts. Costly errors can be minimized or eliminated in such investments if we have more frequent and adequate data on which to base our plans. When the total of such investments by all levels of government and private groups and individuals is considered on a national basis in these days of dynamic growth and change for our Nation's cities, such an expenditure seems to be reasonable. We strongly urge the subcommittee to recommend this program to the Congress.

In closing I would like to make two general comments:

(1) My relationship with responsible census personnel during the enumeration of the 1960 census was a highlight in my professional career. In every instance they were cooperative and competent. Since completion of the census this relationship has continued. Their dedication is a tribute to the Bureau and a goal which all governmental employees would do well to emulate.

(2) You are aware of some of the reactions to preliminary count announcements of the 1960 census across the country. I believe that in future censuses much of this could be avoided by the establishment of a closer working relationship between local officials and census personnel before and during the actual enumeration. Most responsible elected officials are probably going to check with their planners before starting to throw darts. Most planning organizations today have a reasonably sophisticated approach to population estimating and projecting. If review procedures can be worked out before announcements are made, I firmly believe that the furor can be kept to a minimum. This would help both Bureau and local officials.

I was pleased to learn recently that the Bureau has already moved to appoint its advisory committee on the next census and that this step has been taken considerably in advance of other similar appointments.

If the Bureau would begin now to also consider this point which I have raised, I am sure that they would find the national organization of professional planners—the American Institute of Planners—most willing and anxious to cooperate.

Mr. HENDERSON. Any further questions?

Mr. Stedfast, we do thank you for your appearance today and for the fine contribution you have made to the records of this subcommittee.

Mr. STEDFAST. The pleasure was mine.

Mr. HENDERSON. We have visitors today whom we are pleased to welcome. They are visitors attending a 2-day program sponsored by the General Accounting Office for college professors of accounting. It is a pleasure to have them in our audience and we thank Mr. Charles Eckert for bringing them here. Their names will be placed in the record at this point.

(The names follow:)

Dr. E. R. Browning, East Carolina College; Prof. Harold H. Fogg, Hofstra University; Dr. Emerson Henke, Baylor University; Prof. John H. Myers, Northwestern University; Prof. L. A. Myers, Jr., University of Arizona; Prof. Brooks A. Sanderson, University of Rhode Island; Prof. Charles S. Savage, St. Francis College; Prof. Harold J. Smolinski, Louisiana Polytechnic Institute; Prof. Willard E. Stone, University of Florida; Prof. Clayton R. Tidman, Fresno State College.

Mr. HENDERSON. Our next witness is Mr. Dale Miller, representing the Dallas Chamber of Commerce.

**STATEMENT OF DALE MILLER, WASHINGTON REPRESENTATIVE,  
DALLAS CHAMBER OF COMMERCE, DALLAS, TEX.**

Mr. MILLER. Mr. Chairman, I have a very brief statement that states the position of the Dallas Chamber of Commerce in support of the 5-year census at level 3, and if the committee wishes I will be glad to read it or just place it in the record. It is a very brief statement.

Mr. HENDERSON. Go right ahead, sir. We will be delighted to give you all the time you wish.

Mr. MILLER. Mr. Chairman and members of the subcommittee, I am Dale Miller, Washington representative of the Dallas Chamber of Commerce.

The Dallas Chamber of Commerce applauds your exploration of the need for a mid-decade census. The chamber feels that a 5-year census at level III, as defined by the Census Bureau, will be most helpful to the business community, to local governmental units, and to all organizations engaged in any type of planning. We hope the subcommittee's studies will result in findings that a mid-decade census of this type is justified from the standpoint of benefits and cost.

We would like to summarize the benefits, as we see them, which would accrue from a mid-decade census.

(1) Business executives have need for more current, accurate data:

(a) They need to have accurate checkpoints on growth trends in their markets.

(b) They need the mid-decade census as a more effective tool for analysis of market potentials and for sales forecasting.

(c) They need more current data in planning their expansion of facilities or location of new facilities. At present, business is dependent upon each company's own estimates, or the estimates of unofficial agencies, in the mid-decade years for data necessary to market analysis, sale forecasting, and business planning.

(2) Local governmental units, including municipalities, counties, school districts, etc., have need for more current data for their own planning requirements. They must have accurate gages of both trends, or other changes, in order to perform their functions in—

(a) Long-range planning for capital improvements.

(b) Provision of municipal services, such as police and fire protection, water, and sanitation.

(c) Forecasting of taxable values in regard to the economics base which must support all of the local governmental functions.

(3) Business and social organizations are likewise dependent upon accurate information for the effective discharge of their obligations in their communities.

Mr. JOHANSEN. May I interrupt at this point, Mr. Miller?

Mr. MILLER. Yes.

Mr. JOHANSEN. I do not believe you address yourself specifically to the need for this data in terms of distribution of State and Federal funds where it is based on population. Is it your judgment that the laws of the State of Texas would permit the use of the type of data provided by level 3, which does not provide a total head count, and

would consider it adequate with regard to the distribution of such funds?

Mr. MILLER. It is my understanding that Texas laws do not permit the distribution of State funds on a level 3 basis, but I am reliably informed that there would be no objection by State officials to an allocation of Federal funds on that basis.

Mr. JOHANSEN. It seems one of the strongest justifications, if we are to have a mid-decade census, is the more timely and equitable distribution of State and Federal funds. I think it is important for this committee to know whether any level other than level 4 will be adequate with regard to the distribution of such funds.

Mr. MILLER. It is our belief in Dallas that level 3 would provide most of the needs, sir.

In the decade of 1950-60, the city of Dallas had an increase in population totaling 245,222. In the same decade Dallas County experienced a population increase of 336,728.

Comparable increases have been forecast for the city of Dallas and the county of Dallas in the 1960-70 decade.

Communities experiencing such explosive growth obviously need reliable, factual guidance in order to plan soundly to accommodate their growth. Through the Dallas Chamber of Commerce, the Dallas business community has made possible the compilation and publication of a census tract street directory. Through voluntary coordination, our local governmental units, utilities, and other agencies which secure statistical data are correlating their information on the basis of census tracts. In this manner, the Dallas Chamber of Commerce is making a maximum effort to secure accurate indexes of changes taking place by census tracts in Dallas County. Such indexes will be made available for the use of both government and business. However, there is still a need for accurate benchmarks against which such compilations of data can be checked, and necessary adjustments and corrections made, in the mid-decade years. A mid-decade census would provide such benchmarks. We feel that if a mid-decade census is found required and is authorized, it should be comprehensive and designed for maximum usefulness to both business and local governmental units, as well as to the Federal Government. In brief, we feel that a mid-decade census should provide information by census tracts, by municipalities, counties, metropolitan areas, and States. Otherwise, the effectiveness and usefulness of this proposed new tool would be limited.

We trust that this summary will be helpful to the subcommittee in its deliberations.

Thank you for the opportunity of presenting these views.

Mr. HENDERSON. Mr. Miller, your statement has certainly been most helpful to us. I would like to explain that our subcommittee has tried to visit all the areas of our country. Of course, as you know, we have not been able to visit the great Southwest. In consideration of spending something around \$100 million, we feel that we should go to the various areas and certainly should have the testimony of the leading citizens from all over our Nation. This testimony on your part is certainly most helpful to us in regards to the effect in the Dallas area.

Any questions by members of the subcommittee?

Mr. OLSEN. I was just wondering if the details down to the tract level could be obtained by level 3?

Mr. MILLER. We think level 3 would suffice. We would have to rely on the Bureau to advise us whether level 3 would supply us the information we want. We were under the impression that it would.

Mr. HENDERSON. We certainly appreciate your appearance, Mr. Miller.

Mr. MILLER. Thank you.

Mr. HENDERSON. Our next witness is Mr. George K. Selden, Jr., forecast and development supervisor, Southern Bell & Telephone Co., Charlotte, N.C. We are glad to have you, Mr. Selden. You may proceed with your statement.

**STATEMENT OF GEORGE K. SELDEN, JR., FORECAST AND DEVELOPMENT SUPERVISOR, SOUTHERN BELL & TELEPHONE CO., CHARLOTTE, N.C.**

Mr. SELDEN. Thank you, Mr. Chairman.

As a charter member of the Charlotte census tract committee and presently as census tract key person and chairman of the Census Bureau Committee of the Charlotte Chamber of Commerce, I have had the opportunity to study and analyze many of the uses made of census statistics and much of the data assembled on the 1960 count. Also, for 23 years in the commercial engineering section of a large southeastern public service corporation, I have dealt with and made use of census statistical data in correlation with information obtained from personally conducted field surveys in evaluating markets and forecasting needs in selected areas in North and South Carolina, Alabama and Kentucky.

In presenting my views on the need and worth of a quinquennial census and the level of undertaking most desirable, all things considered, I should like to first discuss briefly the five broad areas of use currently made of the present census material. These five would include (1) the original purpose, that of reapportionment of congressional districts; (2) the allocation of Federal and State funds, grants-in-aid, and so forth; (3) determination of product and service markets; (4) the standardization of certain sociological data; and (5) as a benchmark in planning for future development.

Each congressional district reapportionment moves toward a more equitable representation of the people. Although a quinquennial census probably would fall sort of completely eliminating any imbalance existing between areas of varying population density, it would make possible more frequent but perhaps less radical changes in representation. In this broad area of use level 1 of the alternative proposals would suffice the need.

Mr. JOHANSEN. May I interrupt at that point?

Am I mistaken in my previous impression that the mid-decade census would not relate to reapportionment of congressional districts, which is done under the decennial censuses under the Constitution of the United States?

Mr. OLSEN. It has to do with the State legislature.

Mr. JOHANSEN. It might with the respect to the State legislature but not in regard to the U.S. Congress.

Mr. HENDERSON. I believe that is correct.

Mr. SELDEN. In the allocation of Federal or State funds and other similar official uses, where population is a factor, the larger the population of a given area by comparison, the greater the allocation of funds to that area. A mid-decade census would, therefore, particularly benefit those areas where the greatest amount of growth has occurred. Although this advantage would sometimes be at the expense of the areas of stagnation or slow growth, as in the case of Powell Act street improvement funds in North Carolina, the very existence of rapid growth in this situation would create enlarged need. The apportionment of funds on the basis of a decennial census as at present has the effect of penalizing the areas of greatest need in the later years of each decade. While it is true that level I of the proposal would frequently be adequate for this use category, there are a number of fund allocations where housing data is pertinent and in these cases, level 2 would be preferable.

Mr. JOHANSEN. Do you have any knowledge as to whether the laws of North Carolina, for example, would permit a change in the allocation of State funds, for example, on census data less than a total head count?

Mr. SELDEN. No, I do not. In the case of the Powell Act it would require a modification of the Powell Act if the 5-year plan applied. This act provides for street improvement funds distributed by the State of North Carolina, one-half in proportion to the population in the municipality qualifying under the law and the other half in proportion to the mileage of streets within these municipalities.

Mr. HENDERSON. With regard to the mileage within the municipality, they are able to certify that by map, but they always use the decennial census population figures for the factor of population.

Mr. SELDEN. That is right.

Mr. JOHANSEN. I might say I have profound skepticism of anything less than a total head count being sufficient for rejuggling the distribution of funds.

Mr. OLSEN. I am very much in agreement with your skepticism. I think a head count is required.

Mr. HENDERSON. We were advised by Dr. Taeuber yesterday that in only three States do they use an estimate.

Mr. SELDEN. Mr. Chairman, it was my understanding—and I would stand corrected—that level 1 would provide the head count on which such allocation of funds would be made.

Mr. JOHANSEN. I think I stand corrected on that. It was my impression it was level 4. Thank you.

Mr. SELDEN. As for the determination of product and service markets, while it is true many firms make their own market appraisals through the random sample method, evaluated house count, direct mail questionnaire, or other such method, the central core of these appraisals is constructed on data from the last census available. Occasionally it is possible to make use of special intermediate census data prepared for a given localized area at the request of the local governments. This is rare, however, and almost never covers the same area

desired on the market appraisal. There have been instances when a market area included two or more localized area census counts but invariably they were not taken as of the same given point in time, making reliable use of the data impractical.

In the later years of a decade market appraisers are inclined to seek out population and housing forecast projections, including those made by my company, to be used as the foundation of their appraisals. A quinquennial census would provide a more up to date benchmark on which to build these market appraisals. Here again, while some appraisals could be based on purely population statistics, since a major part of product market evaluation revolves around the family as a unit, the house count is essential to most of these appraisals.

Fourth among the broad areas of use would be the standardization of sociological data. For instance, the incidence of certain communicable diseases, types of crimes, juvenile delinquency, etc., for minimum census geographical areas are frequently set up for comparison. This area of use would also include economic statistics such as effective buying power per family as well as many other standardizations. As in the case of any other area of use, the greater amount of time lapse from the last census, the less meaningful the comparison. Here again, both population and house count data would be essential depending upon the items being compared.

In my consideration of the last area of use, any accurate census data on a mid-decade basis would provide a more stable benchmark than none at all. It would not be a panacea for all ills of the forecaster since it would deal specifically with the past, not the future, or even actually the present. Plans and development for the future, whether they be for school construction, water, sewer, fire or police protection, utility development, or any other, are more firmly and adequately designed if they are based on projections from a recent census. Even with a mid-decade census the necessity of design projection from known data that was nearly 6 years old would occur at one point in time. Since these projections frequently are for periods 10 to 20 years into the future, it has been essential during the latter years of each decade that supplemental surveys and data be obtained in addition to the census in the establishment of a point from which to make these projections. While level 4 would provide all that any planner could hope for, the bulk of his plans would be developed on data that would be available under level 2.

To summarize, there is no doubt that there would be many who would benefit from the information which would be made available under level 4. Undoubtedly by far the major portion of this benefit would derive from data which could be furnished under level 2.

I have made no reference to level 3 thus far in this analysis. Almost every situation of use I can think of except the congressional reapportionment requires at least a part of the census data to be delineated by tracts or minor civil divisions and even these frequently must be fragmented to adjust data to a specific area under study. The inaccuracies which would develop from the sample technique applied to small areas would greatly decrease the worth of the census data.

As for the cost which under level 2 would equate to less than 50 cents per person in the United States, while I am strongly opposed to the needless expenditures in government, if the cost of a decennial

census was justified when it was originally founded, it would follow that the cost of a mid-decade head and house count would likewise be justified today. The decennial census was established in 1790 when the total population was about the same in numbers as the growth occurring today during 12 calendar months.

It is true not all of the populace would benefit from the taking of a census every 5 years no matter what form or how elaborately it was taken. Areas of declining population or where little growth is being experienced would rarely receive benefit. Populations in these areas are in a minority, however, and it is my opinion that some advantage would accrue to a majority of the people in the Nation either directly or indirectly by the taking of a quinquennial census. The dollar value that could be placed on these benefits is, of course, impossible to calculate. Speaking as a demographer and based on my experience of many of the practical uses of census data, I would recommend a simple head and house count as proposed under level 2. I feel that the value of such a census in guiding the course of development and progress would be considerable.

Mr. HENDERSON. Thank you for your very fine statement, Mr. Selden. Are you familiar with the census project of A.T. & T.?

Mr. SELDEN. Yes, sir; very much so.

Mr. HENDERSON. Do you care to comment on that?

Mr. SELDEN. It will be of considerable value to my company in that it will provide an accurate appraisal of market in each of our exchange service areas. I had a direct part in assembling the North Carolina part of the data. We have made advance use of the 1960 census, however, and the results of this project will further supplement it.

Mr. HENDERSON. Any questions?

Mr. JOHANSEN. I just want to make the record very clear that I was in error in attributing my skepticism to levels 1 and 2 and the witness was correct. I want that very clear. I am most interested in your own skepticism of level 3, which I share.

Mr. HENDERSON. Certainly we can conclude from your testimony that the data that would be available from the sampling surveys recommended by Dr. Bowman would not be adequate for your purposes?

Mr. SELDEN. Let me answer that in this way: Almost any market appraisal requires the study of data in small areas where populations range in low numbers: 500, 1,000, 2,000, and in that range. Census data secured by the sampling method in this range or magnitude would be inaccurate and could be used only as a guide. These inaccuracies would tend to distort the appraisal. On the other hand, actual count data in small areas as in the 1960 census acts as a firm foundation on which to build an appraisal that can be relied upon.

Mr. HENDERSON. I think we can very obviously understand in your business of telephone planning how this could be helpful, but could you relate how other types of market researchers could use this type of data?

Mr. SELDEN. The first that come to my mind are radio and television stations which are continually making appraisals of their viewing public in terms of the advertising market, and they base a good many of their sample studies on census data, and the further away from the decennial census the data is, the less meaningful it is.

Mr. HENDERSON. By that you mean sample type data that is based upon complete data such as the census is meaningful but sample type data that does not have that base is less meaningful. Is that true?

Mr. SELDEN. That is true.

Mr. HENDERSON. And in your opinion it is a fallacy to say you can take this money and spend it among many sample type surveys and come up with something that would be as useful to the largest number of users?

Mr. SELDEN. Yes.

Mr. JOHANSEN. I would like to say I have more confidence in the testimony of a witness of this kind on the subject than I have in the Bureau of the Budget.

Mr. HENDERSON. Thank you for appearing before us. We think you contributed a great deal to our hearings.

I would like to ask Mr. Olsen to chair the subcommittee because, for reasons I have explained, it is necessary that I leave at this time.

Mr. JOHANSEN. Off the record.

(Discussion off the record.)

Mr. OLSEN. The next witness is Mr. Morton Hoffman, urban and economic consultant, Baltimore, Md.

#### STATEMENT OF MORTON HOFFMAN, URBAN AND ECONOMIC CONSULTANT, BALTIMORE, MD.

Mr. HOFFMAN. For the record, my name is Morton Hoffman. I am an urban and economic consultant, with offices at 504 Morris Building, Baltimore, Md.

I would like to say at the start that the subject of census data is very close to my heart. I started my professional career in 1940 and 1941 when I first came to Washington and worked for a brief time in the Census Bureau processing 1940 census data. Since that time I have spent a great deal of my career using census data and finding it very useful in a variety of endeavors.

I am very pleased to have the opportunity to testify before this committee today on the need for a mid-decade census. I testified on the same subject on May 15, 1956, before a subcommittee of the U.S. Senate Appropriations Committee as the representative of the National Association of Housing & Redevelopment Officials. At that time I was employed as director of research and statistics of the Housing Authority of Baltimore City. Since March 1958 I have headed my own economic consulting service. Consequently, I feel more qualified today to indicate to the committee the data requirements of cities, civic groups, and private business that might be fulfilled by a mid-decade census.

In view of the many technical points which have undoubtedly been made to the committee, it seems important to remind the members that it was the awareness of vastly important changes taking place in cities and suburbs that lead to the National Housing Inventory of 1956. The interest and urgency in obtaining mid-decade measuring points for housing, urban renewal, and city improvement programs on the part of practitioners and students of urban affairs was the mainspring behind the first mid-decade census. I trust the committee will recognize the continuing validity of this viewpoint.

Our organization conducts studies for private developers, civic groups interested in central business districts, and public agencies in the fields of urban renewal, housing, city and regional planning. All of these have data requirements that can usually be provided by competent technicians if data can be assembled from local sources and not too old Federal census data. Much more should be done within cities, suburban areas and counties to put their own statistical house in order.

Mr. JOHANSEN. May I ask you to expand on that by giving examples of what you mean by that statement?

Mr. HOFFMAN. Large cities such as Detroit, Philadelphia, and Baltimore, cities with which I am familiar, have been attempting to integrate a variety of physical information relating to housing, health, and so forth. Other large cities have experimented with a real property inventory. These gentlemen sitting to the rear representing the Maryland National Capital Park and Planning Commission, have done fine work in attempting to add various types of data to what the Bureau of the Census publishes. Philadelphia is doing the most interesting experiment I am aware of in which the mayor and various bodies are trying to pull together their resources. At a meeting of the American Statistical Association some years ago I indicated that I thought Federal census data are extremely important and should be enlarged but localities should do more than they are doing now. I still hold that opinion. Some cities and counties are doing that now. Through a census tract committee a variety of groups, by getting together and working with their local newspapers and telephone and utility companies can provide much more. There are limits to the extent to which you can go but if the gentlemen of Congress are being asked to spend more money for Federal appropriations, then cities and counties should also be prodded and perhaps even be given assistance by the Census Bureau and others such as the Department of Health, Education and Welfare to do more with their own resources.

The increasing complexity of exurban, suburban, and urban affairs requires that the Federal Government also contribute more frequent statistical data—a contribution which can come best in a broadly conceived mid-decade census.

I would vote for the so-called level 4—close to a replication of the 1960 Census of Population and Housing. Because of the estimated cost of \$100 to \$110 million—not so high when compared with technical developments in the space and defense fields—it is probably more realistic to look for a level 3 program, or a compromise between levels 3 and 4.

Mr. JOHANSON. But that compromise would have to include a total head count for the distribution of Federal and State funds, would it not?

Mr. HOFFMAN. I am afraid I am not competent to answer how that would work generally for Maryland. From my point of view, level 3 with sampling but with some vehicle whereby we could get information for smaller areas would be preferable. A large county like Baltimore County with no incorporated areas is hurt if it just has its statistical data on an election district basis. If the Census Bureau could devise a system to use level 3 but have such coverage that you could get information for cities and counties and small units within

these areas I think this would be the most useful and would save money.

I could give you examples of how the 1950 data had very little usefulness at the end of the decade. In some instances the 1950 census was used as a guide and in other instances it was so obsolete it was of very little value and even misleading in some cases.

A partial census in 1965 concerning population, housing, and perhaps other items would serve greatly to (1) assist public agencies and their consultants to take stock of their problems, and (2) to take appropriate actions and inform the public of the extent and gravity of certain changes taking place, which are sometimes at least partly obscured. The very rapid and varying rates of growth in the various parts of our metropolitan areas lead to the obsolescence of 1960 data and the requirement of new current benchmarks.

I agree with previous witnesses that the expenditure of \$50 to \$65 million on a mid-decade census would be economical in that it would serve to reduce substantially expenditures for other data developing and gathering performed during urban renewal and other urban improvement programs, including highway programs.

It would be helpful if the Census Bureau could schedule its censuses of business and manufactures in the same year as a mid-decade census of housing and population. When we work for a businessmen's group or public agency in studying the economics of a central business district in relation to the entire metropolitan area, we feel keenly the discrepancies resulting from census base data deriving from different years. Some tie-in between the retail sales aspect of the census of business and the population-housing sample census would indeed be desirable and helpful for small businessmen, builders, developers, and public officials.

Mr. OLSEN. Is it your opinion that the census is the best source of information for all these many users and that it is the most economical source of information for all these users instead of making surveys for the various users?

Mr. HOFFMAN. Generally speaking I would think the broader the number of purposes that a census count could provide the more efficient it would be.

The point I was trying to make is that the census of business and the census of manufacturers have been done more often than the censuses of population and housing. It would help, I would think, if you could have the census of business and the census of manufacturers the same year as a mid-decade census of population and housing. This would help groups that work with them to have more common dates.

Mr. JOHANSEN. I wonder if Dr. Taeuber would like to comment on that suggestion or its feasibility?

Dr. TAEUBER. The pressures of the Bureau of the Census have actually been in the other direction. As a matter of workload and load on the processing facilities I am afraid we run into a problem here in that if we did it that way we would not be able to develop the data as rapidly as the users say they want it.

Mr. JOHANSEN. May I direct this further question; namely, the possibility of eliminating some of these functional statistical surveys?

In other words, is there something we could eliminate by virtue of instituting the mid-decade census?

Dr. TAEUBER. I believe much of what you are referring to is done on a very small sampling basis, having the census material as benchmarks, to arrive at data which it is not practicable or desirable to collect on a full-scale basis.

Mr. JOHANSEN. It seems to me what we will have is a plus and no minuses.

Mr. OLSEN. In your statement you suggest that a mid-decade census would be economical in that it would serve to reduce substantially expenditures for other data developing and gathering performed during urban renewal and other urban improvement programs.

Mr. HOFFMAN. Sir, maybe I could make that a bit clearer. Let us take urban renewal programs, whether it is for a city of 70,000 in Hamilton, Ohio, where we are doing some work, or a large city like Baltimore. Census information is most useful to these agencies by serving to indicate in a preliminary way what areas need more attention. No matter how good a census would be, after 2 or 3 years these data are no longer current. In any event, the local agency should do a more intensive house-to-house count. Having a mid-decade census will not cut down the local planning work. A mid-decade census could help reduce expenses if you are conducting urban renewal in the late 1960's, but it might be necessary to convince yourself that such a thing is needed.

The urban renewal program for which the Federal Government is advancing large funds, in my opinion, could be administered more efficiently and effectively if a mid-decade census were available. Money savings could be effected for the community renewal program in particular.

I can see communities which are just beginning to wake up to this new and far-reaching community renewal program doing a much better job and more efficient job which would have public survey funds, and the time of staff on the public payroll, at all governmental levels if they had a mid-decade census available to them as of 1966 or 1967.

Mr. OLSEN. That was the conclusion I was looking for; while a Federal census costs money, the total public purse in the country is somewhat saved, either on a local, State, or National basis.

Mr. HOFFMAN. I think that is an excellent summary.

I tried to say that in my concluding paragraph. I would conclude that the vast moving American economy requires current and frequent statistical data to help business and public agencies make the right decisions. A mid-decade census is a necessary Federal contribution to achieve this result—because the Federal Government is the best vehicle to do it, itself causes many of the problems, and can save itself money by minimizing other expenditures for subsequent special censuses or special surveys taken during highway or urban renewal programs.

Our Nation is becoming steadily more urban; our suburban areas are becoming more built up; some groups are beginning to return to the central city. These and other evidences of mobility are all around us. A mid-decade census would help a broad cross section of decision-makers—individuals, business groups, public agencies—to have more information to make the right choice and thereby contribute to their own economic welfare and the welfare of the total economy.

Mr. OLSEN. People just cause a lot of problems.

Mr. HOFFMAN. By saying that, all I meant to say is when you institute a much needed Federal highway program, or conduct a Federal mortgage insurance program, these programs, worthwhile in themselves, set off a chain of reaction at a local level. I did not mean to imply they were badly conceived or poor programs.

Mr. OLSEN. If there is not a Federal mid-decade census, then for the many purposes that you have outlined in your statement, local organizations, special organizations, are going to have to do the same thing as a Federal census for those various programs, whether they be local or Federal.

Mr. HOFFMAN. I would agree with that. I would express it slightly differently.

As I indicated earlier, I feel local groups should, and in some cases are, improving their own statistics by the local services. I agree with what you suggest, if you do not have a Federal census on a decennial bases, local groups will be forced in a much cruder, less efficient, fashion which might be more time consuming and certainly will not be nearly as accurate and will not be nearly as acceptable to all kinds of business groups and to the public at large.

I think the mid-decade census will help a broad cross section of individuals, business groups, and public agencies to have more information, to make a better choice, and thereby contribute to their own economic welfare and the welfare of the total economy.

Mr. JOHANSEN. On this phrase about minimizing other expenditures, I hope to see that spelled out more.

I am not a member of the Independent Party of the gentleman from Iowa, but I can envision his making some insistent emphasis on telling us what those economies are going to be before he will believe. I share some of his concern that it be spelled out. I am not asking you to do it now.

Mr. HOFFMAN. I understand.

Mr. OLSEN. Thank you very much, Mr. Hoffman, for your contribution. It is very valuable.

Mr. John Hewins, chief, master plans, Maryland National Park & Planning Commission, Silver Spring, Md.

I take it we are going to get some of the viewpoint of the greater Washington, D.C., area.

**STATEMENT OF JOHN S. HEWINS, CHIEF, MASTER PLANS, MARYLAND NATIONAL CAPITAL PARK & PLANNING COMMISSION, SILVER SPRING, MD.**

Mr. HEWINS. With respect to your comment about people making problems, I might say this: It is not a quip. We know how many people we are going to have in order to estimate the number of problems we are going to have. That is our entire problem here today.

I would like to introduce our senior planning statistician with the commission, Mr. Ely Crupain.

Mr. Chairman and members of the subcommittee, I am John S. Hewins, chief of master plans for the Maryland-National Capital

Park & Planning Commission, which is a bi-county State agency serving the Maryland counties adjacent to Washington, D.C. The principal functions include the acquisition, development, maintenance, and operation of the park system (6,518 acres) within the Maryland-Washington Metropolitan District (621 square miles) and the preparation and adoption of, and amendment to, the general plan for the physical development of the Maryland-Washington Regional District (906 square miles, all of Montgomery, and most of Prince Georges Counties) with a 1960 population of 684,000.

Mr. JOHANSEN. Does this commission function exclusively within the State of Maryland?

Mr. HEWINS. Yes, sir.

Mr. JOHANSEN. And not within the District of Columbia?

Mr. HEWINS. That is correct.

The functions of the commission also include administration of zoning and subdivision regulations, assignment of street names and house numbers within the regional district, and mandatory referrals from the United States, the State of Maryland, or any agency thereof.

Basic to the performance of the aforesaid functions are the gathering and production of supporting statistics. These statistics are needed both for direct functional use and also as the basis for supporting analyses, studies, and projects. Because the commission's functions are so varied, its supporting statistical program must by nature be broad in scope to the extent that it covers many facets of statistics. This is in contrast to the situation as pertains to other county agencies with their specialized functions and statistical needs. In addition, the functions of this commission relate directly to those of most of the other county agencies to the extent that each of the commission's special statistical needs usually coincide with those of one or more county agencies, and has in effect unofficially become the central statistical agency for the two counties, a function in addition to those listed above.

#### THE COMMISSION'S ROLE AS CENTRAL STATISTICAL AGENCY

As the central statistical agency the commission acts as the clearing-house, coordinator, intermediary, and integrator of Federal, regional, county, and local statistics. It is the agency for disseminating county and local statistics to Federal and local agencies, to public utility, welfare and religious organizations, to boards of trade, and chambers of commerce, to private business, to economic and planning consultants, to periodicals, to citizens' groups, and to the public at large. If county and local statistics are lacking this commission is usually the agency that produces them.

A number of activities in which the commission is engaged indicates its role as central statistical agency. Let me give you several examples: (1) our commission is the key agency which furnishes the Montgomery and Prince Georges statistics that the National Capital Regional Planning Council, Bureau of Public Roads, and the National Capital Transportation Agency use as a partial base in their comprehensive plans for determining the present and future land use and transportation requirements of this metropolitan region; (2) at times

this agency is called upon by officials of local military bases for statistics to help them determine the off-base housing, commercial, and transportation needs for their personnel; (3) we have received calls from the Post Office Department representatives to furnish them data to help in the future routing of mail; (4) our agency was a primary participating organization for the two counties in the metropolitan population project, an undertaking of the Health and Welfare Council of the National Capital area. In this connection, our agency not only provided advice and technical assistance, but also is the bicounty repository for the tables and punchcards and the producer and dispenser of census tract and enumeration district boundary maps. And finally, our agency plays the key roles in the activities of each of the coordinating committees and census tract committees of both counties and represents the two counties on the Washington Metropolitan Statistical Advisory Panel; more to be said in the following paragraphs.

The coordinating committees—the coordinating committees of both Montgomery and Prince Georges Counties are the committees of county agencies which were initiated by this commission for the purpose of coordinating the different county functions.

In this connection, our agency produces periodic statistical reports showing zoning changes, progress of subdivision plans, and contemplated construction activities as well as special statistical studies to be used by this and other administering county agencies as a basis for estimating future school site and enrollment needs, future needs for water and sewer facilities, and future highway, park, and recreation needs.

The census tract committees—I have the honor of being key person on the census tract committees of both counties. In this connection our agency in 1954 and 1955 was assigned the task of delineating census tracts and 1960 census enumeration districts. It has also initiated meetings to promote the use of census tracts as a common statistical base. It has published census tract maps and guides for locating streets on these maps both by tract and grid and is now in the process of consolidating on to one common base, for public distribution, the 1960 enumeration districts. In 1957 it was an active participant in the Prince Georges County Board of Education School Census from which valuable census tract counts were obtained for population, housing, and their basic characteristics. In my opinion this special census would have been unnecessary if a 1955 Federal census had been conducted. It has undertaken a number of projects involving the production of tract statistics referred to later on in the text, and lastly our agency has become a repository where anyone concerned could refer to the prepublished census tract data of the two counties (made available soon after the census taking) and to the unpublished census enumeration district data currently available.

The Washington Statistical Advisory Panel and the community planning data systems project—Mr. George Allen, chief of our research and special studies branch represents our commission on the Washington Metropolitan Statistical Advisory Panel which was set up by the Metropolitan Washington Council of Government to organize a program for producing all-encompassing metropolitanwide

small area statistics both of the census and noncensus variety, automatically kept current by built-in machine updating procedures.

Our community planning data systems project will produce the bicounty planning data for the program. The nonplanning statistics will be built into the program around the planning items. This community planning data systems project was set up by our commission to produce by machine methods, automatically updated, comprehensive, small area planning statistics for the two counties.

The first phase of the community planning data systems project, a pilot study, is now being conducted for us by George Washington University with the aid of an urban grant under the 701 Federal assistance program. The results of this project will eventually be published in a detailed report on procedures and methodology and will be available for distribution to local officials throughout the United States interested in the application of this program to their own areas.

Under the community planning data systems project, decks of automatic data cards will be set up on a parcel basis to cover the area measurement and housing items, and on an annual sample survey basis to cover the population characteristics. In a nutshell, the housing cards will indicate for each parcel its area, its land use and zoning characteristics, the number and types of dwellings and the evaluation of the land and improvements. The population items cards will include sex, age, family, employment, travel pattern, length of residence and income characteristics commonly reported by the U.S. census.

The machines used will be set up so as to produce from these cards figures not only for the counties, census tracts and enumeration districts, but also for planning neighborhoods, school districts or any set of entities which have been set up for the convenience of a particular group.

#### HOW THE COMMISSION USES CENSUS STATISTICS

The statistics that the commission deals with can be loosely classified as three types: (a) The population, housing, agriculture, business, and other types of data produced by the Census Bureau; (b) types of statistics which the commission must obtain from other sources or produce by itself; and (c) combinations of both. The statistics of the second type are often elaborations or finer breakdowns of census statistics or they may be statistics for fields not covered by the census as for example, those related to urban land uses, zoning, and land values.

Of all the data produced by the Census Bureau, the population and housing statistics are by far the most useful to us. In this connection, the decade results are more important to us than those contained in the intercensal reports. As regards to geographic coverage of these data, statistics covering broad areas only, such as for minor civil divisions or the counties as a whole are insufficient for our purposes; small area statistics (that is for tracts and enumeration districts) are especially needed.

These decade census tract and enumeration district population and housing statistics are dealt with by this commission in three different ways. They are either interpolated into other small area entities which were set up for specialized purposes, updated periodically, or applied directly on a tract or enumeration district basis without being updated. Three specific examples as to how these are done and the uses made of the results are as follows:

A. *Interpolation.*—The 1960 census small-area population and house counts (broken down by single family, apartments, etc.) are interpolated into planning neighborhood data. These figures are then used in connection with U.S. Census of Business and Manufactures employment data and with noncensus statistics to gage the changing character of the neighborhoods in terms of population-housing density changes and other characteristics. The results are then used as a basis for projections, both for the neighborhoods themselves and for the counties in toto. This is done in our Revised General Plan, Years 1980 and 2000, for the two counties (to be completed this summer) and in our master plans (itemized later on in the text).

The 1960 census small area data are also interpolated into regional planning district data for incorporation into the regional planning council's year 2000 plan, into school district data for school planning purposes and into data for a number of other specialized entities which were set up for other particular programs or studies.

B. *Periodic updating.*—Census tract population and house counts (broken down by single family, apartments, etc.) are updated annually from county building permits and assessors' records of new dwellings added to the tax rolls, using 1960 census population and house counts and adjusted 1960 census housing unit-population conversion factors as bases. The results are then summed up to produce incorporated place, minor civil division and county totals and are finally distributed widely in published form for the purpose of providing uniform, up-to-date, small-area population and house counts to all agencies engaged in studies involving all or parts of the two counties.

C. *Direct application.*—Small area 1960 figures for population and housing characteristics (age groupings, family income, home value, condition of housing, overcrowding, etc.) combined with small area 1960 census population and house counts plus countywide projections and physical noncensus data borrowed from our plans, are applied on a tract basis to produce physical-social studies, a prime example being a plan for locating, and for establishing pertinent standards for locating, health centers. This study is now being conducted by our commission for the health departments of both counties. The results of the different aspects of this and similar studies could be applicable not only to the study itself but to other studies or programs as well. For example, the portion of the health center plan study relating to age groupings will also be applicable to studies related to the board of education's school construction and enrollment programs.

D. Partial list of studies and programs, in addition to those referred to above, in which small area census data were used.

The small-area census data applied in the following, fall under one or more of the three classification types described above:

(1) *Studies or programs*

	<i>Publication and date</i>
Programs relating to park needs and highway planning.	Annual budgets and special reports.
Studies to determine site locations for specific churches.	Special reports.
Trade area studies for specific shopping centers.	Special reports.
Residential neighborhoods (a characterization of the quality of neighborhoods).	P & P Technical Bulletin No. 5, March 1956.
Commercial land use (a study of retail patterns, commercial facilities, and trade areas).	Technical Bulletin No. 9, May 1959.
Apartments (and their impact on the public elementary schools).	Technical Bulletin No. 10, June 1959.
Land use patterns.....	Inventory of Land Use, 1955.
General plan of 1958.....	Looking Ahead 1958-80, 1958.

(2) *Master plans*

	<i>Publication and date</i>
Parks, schools and recreation.....	Master Plan of Parks, Schools and Recreation, 1956.
Cabin John watershed.....	Master Plan of Cabin Plan Watershed, 1957.
Kensington-Wheaton.....	Master Plan of Planning Area VII, 1959.
Bladensburg-Defense Heights.....	Master Plan of Planning Area XIV, 1960.
Upper Rock Creek watershed.....	Master Plan of Upper Rock Creek Watershed, 1960.
Vicinities of Gaithersburg and Rockville.	Master Plan of Vicinities of Gaithersburg and Rockville, 1961.
Upper northwest branch watershed.....	Master Plan of Upper Northwest Branch Watershed, 1961.
Libraries.....	Preliminary Master Plan of Libraries, 1959.
Residential land use.....	Preliminary Master Plan of Residential Land Use, 1960.
North Bethesda and Garrett Park and vicinity.	Preliminary Master Plan of North Bethesda and Garrett Park and Vicinity, 1961.
West Chevy Chase (Friendship Heights) and vicinity.	Preliminary Master Plan of West Chevy Chase, 1962.
Takoma Park.....	Preliminary Master Plan of Takoma Park, in process.
Henson Creek watershed.....	Preliminary Master Plan of Henson Creek Watershed, in process.

## INADEQUACY OF PRESENT CENSUS STATISTICS

Decade census small-area statistics are in some ways inadequate for our purpose: (a) The scope of coverage is too limited; (b) the 10-year period of lapse between censuses is too long; and (c) the effectiveness of the data is often lost because of the long period between the taking

of a census and the reporting of the results (over 2 years for certain data). As regards the scope of coverage and the lost effectiveness of data due to tardy reporting, this statement will not pursue the subject, since it is beyond the scope of this hearing; other than to mention that our commission would like the censuses to be expanded to include land measurements of small areas and numbers and persons living in different types of dwellings, that is, single family, apartments, et cetera.

As regards the long lapse of 10 years between censuses, we feel that a mid-decade census conducted by the Census Bureau would go a long way toward correcting the resulting shortcomings. The following table indicates, rather dramatically, the problem which confronted us during the past decade, and reasonable estimates of future growth.

	1950	1960	1980	2000
Montgomery County.....	164,401	340,928	643,000	995,000
Prince Georges County.....	194,182	357,395	672,000	1,192,000
Bicounty.....	358,583	698,323	1,315,000	2,187,000

Dynamic areas such as ours, in a state of constant change, where decennial census data rapidly become obsolete, would have a firmer basis for updating their annual population and house counts, and conducting population and housing characteristics sample surveys for a particular intercensal year, especially during the period toward the end of the decade. At that time the statistical base would not be too far removed (never more than 5 years), compared to the present 10-year period. There is no doubt that our annual small area population and house count estimates during the 1955-60 period would have been far more adequate had we had more reliable benchmark statistics at the beginning of this period.

Changes in population composition and housing characteristics, seldom gaged and followed during the intercensal years because of the complex and costly procedures involved, would be available at least at reasonable intervals. If our health center study were being conducted in 1968 instead of 1962 adequate results would be virtually impossible to obtain because of the obsolescence of the 1960 population and housing characteristics data.

Most of our statistics today are inadequate in coverage or missing altogether. They are also obsolete because of the enormous tasks which updating involves. This applies to census small area types of data as well as to noncensus types. To overcome this shortcoming we hope to be able within a few years to produce and keep constantly current all of our statistics, those we now have and those which are missing, with the help of the community planning data systems project, mentioned previously.

Once this system is in operation it does not follow that as far as we are concerned, census data will no longer be needed. On the contrary this system will rely heavily on the small area decennial census data at the beginning of the period as the basis for its annual population count and characteristics sample surveys. It will also rely on the population data at the end of the period as benchmarks for checking the validity of the results and for making necessary adjustments. The

more frequent the benchmark data the more reliable the criteria for the surveys would be.

On the other hand the system will not need the census as a basis for obtaining its housing data, but will no doubt rely on it to check the validity of its results, the amount of reliance to be determined by the perfection of the system.

I would like to enter into the record a number of records produced by our agency which indicate the manner in which we produce and disseminate for local use census data. Most, in fact all of them, were produced subsequent to the 1950 census. These are publications which we have turned out during the last decade between 1950 and 1960.<sup>1</sup>

The largest problem, of course, is one, and it might be aptly put in this manner, of extending yourself on a limb in each succeeding year between 1950 and 1960 and putting yourself in a position by 1958 where you wonder where you are going to fall within the realm of accurate population and housing counts with reference to the forthcoming census of 1960.

Mr. JOHANSEN. They will be placed in the committee files.

I want to interject a question. How far off were your estimates that you are referring to in those counties?

Mr. HEWINS. In the decade between 1950 and 1960 we were 8 percent off, too high in Montgomery, and 5 percent too high in Prince Georges.

Mr. JOHANSEN. High in both counties?

Mr. HEWINS. However, on a census tract basis we found we were as much as 50 percent or more in error because we had been estimating census tract populations for each year during that same decade.

Mr. JOHANSEN. So you get into a lot of trouble.

Mr. HEWINS. Recommendations: Frequent reliable population and housing data are needed to gage the rapidity of changes in character of the urban areas of today. This need is not being met by the decennial census, nor by the intercensal censuses and surveys being conducted locally or by the Census Bureau. The first are too infrequent; the second are too spotty in area coverage or too varied in time, degree of accuracy and coverage of data to insure adequate comparisons between specifically selected metropolitan areas, cities, and counties, or, for that matter, between local and national trends.

As far as local agency censuses or surveys are concerned, they are frequently too expensive for the substandard results produced. Our 1957 Prince George's County school census was conducted with the aid of local inexperienced enumerators at a cost of \$22,000. The results were wholly inadequate in a number of census tracts.

The solution seems to be a uniform mid-decade census, if not for the entire country, at least for those areas experiencing dynamic growth.

Mr. OLSEN. You do not really know without a head count whether you ought to have the detailed census?

Mr. HEWINS. That is correct.

I have been looking at this, Mr. Chairman, from the standpoint of trying to find an economical solution. This is a little dangerous, and in doing so, you might come to the conclusion that this type of mid-

<sup>1</sup> See p. 704 for A Summary of the General Plan, 1980.

decade census should be conducted only, for example, for those areas experiencing the largest rate of growth. However, I would immediately retract from that statement because you can find yourself in all kinds of trouble when you limit it to small geographical area application.

Mr. JOHANSEN. Let me interject the question, when you speak of the intercensal surveys, would you anticipate that a mid-decade census could eliminate some of those now being conducted?

Mr. HEWINS. Yes, sir.

Mr. JOHANSEN. Could you be just a little more specific as to examples of some you might think would be eliminated?

Mr. HEWINS. Speaking of these which we must conduct ourselves to satisfy our own needs, we spend tremendous amounts of taxpayers' time and money, and our own time and money which is the taxpayers', our staff must screen very closely building permits, assessment records. It takes months and months every year to come up with what we feel is a reasonably accurate estimate of our growth.

We feel if this were done every 5 years instead of every 10, on a 100-percent house count and head count, it would eliminate all the annual estimating procedures we do in our own agency.

Mr. JOHANSEN. Would you feel there also could be some of these censuses conducted by the Census Bureau eliminated, and if so, what are some of the types?

Mr. HEWINS. No, sir; I do not feel they should be.

The census of business manufacturers you are probably referring to, the census of agriculture.

Mr. JOHANSEN. I am referring to anything you might have in mind in your statement that some of these needs are not met. I just wonder if you felt any of the functions throughout the decade of the Bureau of the Census could be curtailed.

Mr. HEWINS. I do not think they should be; no, sir. I am speaking more of the local level.

Mr. JOHANSEN. I see.

I am glad to have that point clarified.

Mr. OLSEN. You are aware the Bureau of the Budget recommends sampling surveys principally in the places that are experiencing the greatest growth?

Mr. HEWINS. Yes, sir.

Mr. OLSEN. You say you do not agree with that?

Mr. HEWINS. We do not believe that the sampling technique should be applied in there in the mid-decade. We are in favor of level 2, not level 3.

Mr. OLSEN. You give as your reason it would not be economical to do it.

Mr. HEWINS. To do which one?

Mr. OLSEN. To do level 3. Sampling would not be economical. It would not get you the results worth the cost of the program?

Mr. HEWINS. You have stated my opinion correctly.

Mr. JOHANSEN. The Budget Bureau also takes the position, between the decennial censuses efforts should be directed toward meeting specific needs, and they also suggest we might have more of these special studies and surveys in lieu of either of the four levels proposed under what the committee is considering.

I take it there again you differ with the Bureau of the Budget?

Mr. HEWINS. Yes, sir. I think I would.

In my opinion, this would result in a very awkward and cumbersome procedure. I would much prefer it be delegated under one head; namely, the Bureau of the Census.

We feel that this mid-decade census should be on a 100-percent basis and not based on sampling since sample data are not reliable enough for benchmark purposes.<sup>1</sup> It should certainly contain the 100-percent population and housing items reported for small areas in 1960, plus basic coverage on income, home value, age of housing, types of units (single family apartments, etc.), travel patterns, and length of residence. These basic items would then be brought up to a par with the one other basic item which is adequately covered timewise (though not as far as small area coverage is concerned) in the 5-year census of business and manufacturers, namely, employment.

As much as we might like to have full mid-decade censuses we feel that costs would not justify them. Small mid-decade censuses containing the items listed above would still fill our basic needs during the intercensal period, and at lower cost. In addition, the fewer number of items to be treated should insure quicker reporting. As previously mentioned tardy reporting is a major drawback as far as the decennial censuses are concerned.

A previous paragraph brought out the fact that once our community planning data system is in operation our needs for census housing data, but not population data, might be reduced. This does not mean that the advisability of reducing the coverage of census housing statistics should be considered at this time, in connection with the mid-decade census question. Should our system not be in operation by 1965 we will still need all the housing statistics that a mid-decade census could provide. Should it have been established by then and our census housing data needs reduced thereby, the great majority of planning and housing agencies in this country still will lack such a system and will still be in need of full housing data coverage. Upon the arrival of the great day that our system might prove to be more efficient and economical a provider of housing statistics (in whole or in part) than the U.S. census, and when it or similar systems are universally adopted, then and then only should the feasibility of reducing the scope of the housing census be considered. This consideration should apply not only to the mid-decade censuses but also to the regular decennial censuses themselves.

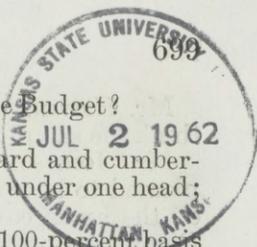
Mr. OLSEN. The Chair recognizes Mr. Johnson, our staff director.

Mr. JOHNSON. The Bureau of the Budget, as I understand it, also stated they favored sampling surveys only in the rapidly growing metropolitan areas, and I gather you do not agree that they would actually contribute anything in proportion to the cost?

Mr. HEWINS. It would contribute to this extent: I feel in the rapidly growing areas sample studies would be adequate for counties and States, but when you reduce it to smaller units, to the tracts, they would be wholly inadequate.

Mr. JOHNSON. What about sample studies in the areas that are not rapidly growing?

<sup>1</sup> For example, we found on the basis of spot checks that the 1960 sample apartment counts were as much as 50 percent off in certain census tracts of our two counties.



Mr. HEWINS. If you could determine the areas reasonably well I think the sampling technique would suffice.

Mr. JOHNSON. As a resident of Prince Georges County I am pleased to have this opportunity to welcome you here. I am in one of the areas covered by the Maryland National Capital Park and Planning Commission, and I would like to express the hope, wish, and desire that the authorities who sometimes have the right to countermand your plans would adhere more closely to your plans.

Mr. JOHANSEN. I think that is a commendable bit of lobbying and I congratulate you on having such a splendid constituent.

Mr. HEWINS. I appreciate it. It comes as a surprise.

Mr. OLSEN. We have a letter from Mr. Walter N. Tobriner, president, Board of Commissioners of the District of Columbia, which will be inserted in the record at this point.

(The letter follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,  
*Washington, D.C., May 3, 1962.*

HON. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics of the Committee on Post Office and Civil Service, U.S. House of Representatives, Washington, D.C.*

DEAR MR. HENDERSON: I am enclosing herewith a statement setting forth the views of the Board of Commissioners of the District of Columbia concerning a mid-decade census of population and housing. I would appreciate your entering this statement in the hearing record.

Sincerely yours,

WALTER N. TOBRINER,  
*President, Board of Commissioners, District of Columbia.*

#### STATEMENT FOR QUINQUENNIAL CENSUS HEARING

Mr. Chairman and members of the subcommittee, I welcome the opportunity to submit testimony to you on behalf of the government of the District of Columbia to endorse the passage of H.R. 1100 by the 87th Congress. A quinquennial census of population, unemployment, and housing would, in our opinion, advance greatly both the effective administration of the community, and the many programs both public and private, that make up its well-being. The accelerating tempo of modern life, the increasingly mobile population, the disruption of the connection between residence and place of work increasingly produced by rapid changes in transportation, by the "flight to the suburbs," by urban renewal, all conspire to produce rapid, unpredictable, and far-reaching changes in the demographic and social makeup of a central city such as Washington, D.C.

The U.S. censuses offer to every community a staggering array of facts. Indeed, they are the principal source of data for innumerable decisions vitally affecting community affairs. In this statement, since we cannot possibly cover all the ground, we wish to select a few of the most basic census items and explain why a quinquennial census of these items would be so valuable to us.

1. It seems obvious that the most basic characteristic we must know about our community is its size. The mobility of urban areas is now so great that in 10 years, central cities entirely change their character, thus entirely changing the needs for schools, for old-age help, for economic improvement, and many other characteristics that correlate highly with age and color.

In Washington, as elsewhere, efforts continually go on to estimate the size of the population during intercensal years, and to project the estimates into the future. But our population is so dynamic, the size of household, housing supply, age, and color distributions so changing, that current methods of population estimating and projecting have grown woefully inadequate.

For example, there were several periodic estimates of District of Columbia population during the 1950-60 decade—by local government, by business and research organizations, and by the Census Bureau itself. All of them proved far too high. This was indeed a common experience in large cities throughout the country. The actual 1960 enumerations were greeted with dismay and disbelief.

The clamor was so great that the Census Bureau spent millions of unforeseen dollars checking its results, with little change in outcome. There had been little appreciation of indicators which unequivocally implied a total population much lower than the one in current use. The results of an income survey contracted for by the District of Columbia Government with the Census Bureau provided the strongest possible evidence that the population of the District was considerably lower than estimated by anyone. Like the special census taken of New York City in 1957, the evidence of this survey was greeted with disbelief. The results of the 1960 census, however, bore out the trend indicated by the income survey.

The Census Bureau itself has been baffled by the tendency for its District of Columbia estimates to go astray. The method it applies to the other States (for District of Columbia is treated as a State in their estimating process) does not work well for the District. It is obvious that the District of Columbia does not have the attributes of a State, but more readily joins the cities and standard metropolitan areas and shares their problems. The Census Bureau experts have been compelled to treat the District as an exception to their uniform procedures in many respects, but are far from having solved the matter. The difficulties of grappling with dynamic, elusive, or merely unstable characteristics of a city which is the site of and which is in plain view of the Census Bureau are seized upon by estimators as the best possible example of the impossibility of fashioning an accurate estimate for a dynamic city.

2. Where demographic estimates and projections of the total population can go so far astray, even when carried out by men of great competence, how much more unreliable must be the more detailed demographic estimates of sex, color, and age. Indeed few such estimates are attempted, for the procedures developed are new, and generally unproved. It is evident that the characteristics of age, color, and sex are of very great importance. When the absence of these characteristics is added to the unsuccessful effort to estimate the total population accurately, how much stronger is the need for a mid-decade census. It is certainly more apt to lead to disastrous conclusions to use the fine detail gathered once every 10 years, than it is to use only the gross figure.

3. Again, when demographic estimates and projections for the entire population over the entire city can go so far astray, how much more unreliable must be the estimates of population for small areas, such as neighborhoods and census tracts. Yet reliable knowledge about population characteristics in small areas is critical for many community programs, both public and private. Urban renewal, highway construction, mass transit, market research, schools, recreation, and other programs must have reliable data about small areas. In the dynamic central cities of today, we simply cannot rely on census data 5 to 10 years old, yet we have few if any alternatives any more reliable. And so our action programs, involving millions of dollars, are often insecure in their basic foundations.

4. So far we have been speaking of the most basic characteristics of population—its size, and its age, color, and geographic distribution. But practically all community programs require more information than this, unobtainable from regular local sources. We refer here most importantly to programs of private market research, highway construction, mass transit, finance, employment programs, urban renewal, and city planning. Additional characteristics of the community, on a small area basis, which are critical to these programs include—

(a) Basic information on housing—number and size of units, condition, size and composition of household, rent, number of units in structure.

(b) Basic information on employment—relation of residence to place of work, income, age, and occupational distribution.

Virtually none of this information is available on a continuing basis for the District of Columbia and could not be obtained except on a special survey basis. A mid-decade census which covered these topics would adequately serve the great majority of users of census data.

In light of the above remarks, the best "level" of a mid-decade census becomes clear. First of all, level 3, a sample survey that would allow reliable estimates of characteristics only for the city as a whole, or for large segments of the city, would be the least acceptable. More and more, we need reliable information for small areas—blocks, enumeration districts, areas small enough that they can be used reasonably well as "building blocks" for various geographic divisions, school districts, police precincts, origin and destination zones, neighborhoods, and others. Reliable information about many characteristics for large areas is not nearly as reliable, considering the whole range of uses, as reliable information about a few

characteristics for small areas. Therefore we favor reliable census information by city block, enumeration district, and census tract.

Level 4, a complete duplication of the 1960 census, would of course be acceptable. Yet we are cognizant of the stupendous cost of the regular decennial census; that this overwhelming volume of information takes several years to process, even with the most modern equipment; and would, to a considerable extent be undigestible every 5 years. Therefore we do not urge level 4. We urge a program somewhere between level 2 and level 4—basic population and housing information on a 100-percent basis, plus a minimum of additional information—principally related to income, place of work, mode of transportation, number of units in structure, length of residence, occupation, and educational attainment—on a sample level.

In this connection, we wish to urge two substantive advances:

(a) The inclusion in the 1960 census of questions on place of work and mode of travel was very useful. However, the usefulness of place of work information would be tremendously improved if it were in greater geographic detail than an entire county. It should be at least on a large neighborhood basis.

(b) We urge that classification of condition of housing be more objective in the 1965 census, since this is a critical item for many programs.

In conclusion we would like to point out what in our view would be some of the benefits of the quinquennial census. Besides the manifold needs which the information collected on a 5-year basis would serve, we feel certain that an improvement in intercensal population estimates would result and the intervening years would be more adequately covered by detailed figures than is now possible. It also seems likely that an improvement in enumeration procedures and a better-trained cadre of enumerators to be used in large cities would be an outgrowth of the greater experience gained through the medium of the quinquennial census. It is no discredit to the Census Bureau to say that these results would be welcomed by them as well as by all users of their data. On the contrary, the Census Bureau is constantly seeking means to improve the precision of their operations and the accuracy of their results, both of which appear to us to be byproducts of a quinquennial census.

Mr. OLSEN. Our next witness is Mr. Robert Pasternak, of Sidney Hollander Associates, marketing and opinion research, Baltimore, Md.

Mr. Pasternak, I want to thank you for waiting so patiently. We are very happy to have you here and will be pleased to hear your statement.

**STATEMENT OF ROBERT PASTERNAK, SIDNEY HOLLANDER ASSOCIATES, MARKETING AND OPINION RESEARCH, BALTIMORE, MD.**

Mr. PASTERNAK. My name is Robert Pasternak and I'm a partner in the firm of Sidney Hollander Associates. Our business is marketing and opinion research in a wide variety of fields involving the application of social science research techniques to the solution of marketing problems of business, government, and civic institutions.

Although the bulk of our work is regional and local in scope, we often conduct national studies through an affiliation of regional research organizations throughout the country.

In our work we use census data basically in two ways:

(1) We employ the data as benchmarks for sample studies of components of the population in greater depth. The subject matter of such studies includes preferences, opinions, and attitudes; shopping habits; possessions; media exposure and other characteristics. Accurate and up-to-date census data are important in this context in order

to evaluate, validate, interpret and generalize the results of sample surveys for a given area.

(2) We also use census data for the purpose of comparing trends in population and housing characteristics and developing forecasts which enable clients to plan for new commercial or housing facilities, to alter existing facilities, direct advertising strategies, or to plan for market developments and community requirements.

We find that where different kinds of people live is one of the key factors in making marketing decisions. This is particularly true in such areas as market potential, business location studies, sales determinants, and land use. Since many of our clients have a regional or local market, our interest centers on geographic detail. If given a choice between content detail and geographic detail for a proposed mid-decade census, we would elect geographic detail. This interest in small areas leads us to support level II for areas as small as census tracts, or even blocks. We would also find valuable, information on household income, even if it were on a 10-percent sample.

If I had been asked to appear as a witness 10 years ago on this subject when I was employed as an economist in the Price Division of the Bureau of Labor Statistics, I probably would have elected level III. Consistent information for larger areas such as metropolitan areas, large counties and regions serves the purposes of evaluating and validating consumer expenditure surveys and other economic determinants. But in my present capacity I am constantly aware of the need for consistently developed current information for small geographic areas which makes it possible to detect changes which are occurring within cities or within portions of cities or counties. Just recently, for example, in a study we made for the Baltimore Urban Renewal and Housing Agency on the marketability and land utilization of an urban renewal area, the availability of block statistics was very helpful. In another study our organization worked on, dealing with retail facilities, census tract data was invaluable.

Many people have testified to the dynamic changes which are occurring during this decade in both the size and the family characteristics of the population. In very small areas such as census tracts or groups of census tracts, changes in housing and in population can have a profound effect on every kind of land use, commercial, residential, or public. The need for a census for 1965 depends really on the number and magnitude of changes which are postulated to occur between 1960 and 1965. Since the population is highly mobile and growing, but not equally within all population groups or area components, many changes can be expected to take place and their impact on small areas is critical from a marketing point of view. The rapidity with which changes occur makes the decennial census data of limited value as measures of current conditions.

Although much of the data we are interested in could be obtained by local authorities, and indeed some of them do provide information of this type, the lack of uniformity in approach requires involved checks with benchmark data to validate the information. The longer the elapsed time from the census data and the smaller the area under consideration, the greater is the likelihood of substantial error in the information concerning households, families, and income.

In summary, I would urge that your committee recommend to Congress that a 1965 census of population and housing be conducted which contains, at a minimum, population counts, household characteristics, housing characteristics, and estimates of household income. I believe that this information would more than repay its cost in terms of better planning by business firms, private investors, and public agencies.

Recently we have had occasion to use block statistics and we do, of course, from time to time, use data which is on a level which is even smaller than a census tract. In connection with work we are doing for the Baltimore Urban Renewal Agency we had occasion to compare the local data that was gathered by the agency and also the local data that was gathered by the Census Bureau for the same blocks. Of course there are some discrepancies in the data, even though they were taken at approximately the same time, but the block statistics are very valuable wherever they are available, which is usually only in cities.

Mr. OLSEN. In your statement you say that some years ago you would have favored level 3?

Mr. PASTERNAK. Yes.

Mr. OLSEN. Is that because here in the Capital City we neglect to see the importance of smaller units?

Mr. PASTERNAK. I think that is partly true because if you have the national interest uppermost you have a different perspective, you are trying to compare only large aggregates of the population like a region or a whole city or a whole State or the North versus the South or the East versus the West and so on. If you are interested in large segments of the population, sampling is very good.

Mr. OLSEN. I wonder if this is not the viewpoint of the Bureau of the Budget also, that they have a national viewpoint. But the point you are making is that for a census to serve all agencies that need census information we have to get down to smaller units?

Mr. PASTERNAK. Yes, sir.

Mr. OLSEN. And then if we have that the census is worth what we spend?

Mr. PASTERNAK. That is right. If the census were confined to level 3 it would not do us any good because comparable data is already being developed by Federal and local agencies.

Mr. OLSEN. Any questions?

Thank you, Mr. Pasternak. We appreciate your appearance here and your contribution to the committee.

The committee is adjourned.

(Thereupon, at 12:30 p.m., the hearing was adjourned.)

(Additional information follows:)

A SUMMARY OF THE GENERAL PLAN, 1980, FOR THE MARYLAND-WASHINGTON REGIONAL DISTRICT, THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

SUMMARY

The general plan of 1957 is being revised and expanded for two reasons. First, because the size of the regional district has expanded threefold since 1957. Second, because the "Mass Transportation Survey Report," published in 1959, and

"A Policies Plan for the Year 2000," published in 1961, together set forth a metropolitanwide framework for planning that did not exist in 1957.

The purpose of this report is to help establish overall policies for development of the regional district as a whole. Detailed master plans have, to a certain extent, already been guided by the major policies outlined below, but the guidance of a firmly adopted and publicly supported general plan will enhance the acceptability of detailed plans produced in the future. The planning program which became a part of the annual budget document last year is being revised to give high priority to projects in critical areas identified by the general plan.

## ISSUES

*Trends*

The Nation has grown rapidly from a small rural one only a few generations ago to a large, highly industrialized and urbanized one today. The 1960 census shows that nearly two-thirds of the population lives in metropolitan areas, and it is expected that four-fifths of the people will live in these areas by the year 2000. This trend is part of a chain reaction which is producing rising levels of education, rapidly changing technology, rising agricultural and industrial productivity, shrinking workweeks, increasing amounts of leisure time, rising personal incomes, and an unparalleled standard of living.

The Maryland suburbs of Washington are sharing in these nationwide trends. As far as employment goes, the Federal Government will continue to be the largest single employer in the metropolitan area, but it will attract increasing proportions of industrial enterprises, especially those relying heavily on Government contracts. The people filling these jobs will require large quantities of consumer goods and services. Governmental, commercial, and industrial sectors of the economy are all showing strong trends toward rising employment.

*Employment, 1960 and 1980, Maryland-Washington regional district*

Type of employment	Number of jobs		Percent increase, 1960-80
	1960	1980	
Commercial.....	68,000	177,000	160
Industrial.....	17,000	73,000	329
Federal.....	39,000	86,000	120
Local government and miscellaneous.....	54,000	62,000	15
Total.....	178,000	398,000	124

Source: National Capital Regional Planning Council.

Likewise, population is increasing rapidly. By 1980, the population of Montgomery and Prince Georges Counties will double to approximately 1.3 million. This increase will raise the Maryland share of the metropolitan population from 35 percent to 45 percent. With 45 percent of the metropolitan population, the Maryland suburbs will no longer be strictly suburban. Many parts of both counties will become truly urban.

Not only is the population growing, but it is changing in its composition. The increase expected in mature families living without children, young families just formed, and people living alone will increase the percentage of the population seeking apartment accommodations. Present trends indicate that by 1980 nearly 30 percent of the housing units in Montgomery County and nearly 40 percent in Prince Georges County may be apartments.

Among those people still in the market for single-family homes there will be less demand for the smallest lots and proportionately greater demand for moderate sized and large lots.

*Land needs*

Together, Montgomery and Prince Georges Counties are about 1,000 square miles in area. At the present time all urban uses account for 165 square miles, and by the year 2000 not more than an additional 200 square miles will be required to satisfy the urban needs of the expected population. It is clear, there-

fore, that nearly two-thirds of the land in the two counties will not be required for urban uses. Part of the nonurbanized land will be needed to satisfy the rapidly growing recreational needs of the urban citizens. For example, the 18 square miles of public park land existing now will expand to 100 square miles by the year 2000. The rest of the nonurban land can contribute to the natural resource needs of the metropolis. Dairying in Montgomery County and tobacco raising in Prince Georges County have long been important and can continue to be. Plant nurseries, sod farms, and the raising of cut flowers are gaining in importance as agricultural industries with an affinity for the urban fringe. Tree farming is a use of the land which is destined to become more important on the 300 square miles of wooded land in the counties. Other important natural resources include stone of quarry grade in Montgomery County and sand and gravel in Prince Georges County. These minerals are important to the construction industry which will be building the city. There is a use for every square mile of the Maryland-Washington region and this plan is designed to enhance each and every one of them.

*Major urban land needs: 1961, 1980, and 2000, Maryland-Washington regional district*

Type of land use	Area in square miles		
	1961	1980	2000
Residential:			
Single family.....	67	1 130	1 201
Multifamily.....	3	11	27
Commercial.....	5	10	15
Industrial and Federal Government <sup>2</sup> .....	25	39	56
Subtotal.....	100	190	299
Institutional and other needs.....	65	100	125
Total.....	165	290	424

<sup>1</sup> Includes allowance for local streets, school sites, local parks, and local commercial centers.

<sup>2</sup> Does not include 20 square miles of the National Agricultural Research Center.

*The present and its problems*

Some aspects of present development policies and practices are causing problems for the ordinary citizen. Taxes continue to go up; rush-hour traffic gets worse; public transportation is too slow and infrequent at times; living environments are not as pleasing as they might be; and on the average we get less house per dollar than ever before. No general plan is a panacea for all these nagging urban ills, but this general plan recognizes them and is designed to improve the situation. There are, perhaps, three underlying causes of our present problems. These causes are not stated here in order to place blame, but only to point the way toward changes in public policy which will be of distinct public benefit.

1. One cause is the waste created by the uncertainty of public plans. Land values are often inflated beyond the amount which is reasonable for the type of development indicated by publicly adopted plans, and this is done by an owner who believes he can have the zoning changed to support the inflated value. This owner's land may remain idle for many years awaiting the "proper time" for a change. During this time no one benefits from the use of the land though it may have an excellent location and excellent potential for prompt use. At a later date the inflated land price enters into the cost of development with or without rezoning. Such a sequence of events nudges the private costs of urbanization upward, while on the public side costs may be substantially increased if the rezoning is granted. A large apartment project, for instance, being approved on the last large tract of open land in a neighborhood can force the board of education into assembling an inadequate school site at unusually high prices to satisfy an unforeseen need. On the other hand, it is standard practice for sanitary sewers to be designed with enough capacity to service an

area adequately even if the zoning should be changed to allow a greatly increased density of population over that shown by the adopted plan. There can be no mistake about the fact that public and private costs are higher if publicly adopted plans cannot be depended upon to have stability.

2. Another underlying cause of our present problems is the waste created by scattered development. Scattered development requires either a great dispersion of small and inefficient facilities providing convenient and necessary services to residents of the counties, or it requires an administratively and physically efficient concentration of these services necessitating excessive transportation of the residents to the services. Both alternatives have inescapable inefficiencies, not only for the operation of public programs, but also for the operation of business and private life. Scattered development also pollutes large open spaces so that no truly rural areas can exist near the metropolitan area, and it creates an inflation in land values throughout the rural areas based upon the false psychology that "if the other fellow's land has urban potential, mine does too." The false inflation of rural land values discourages rural uses, but cannot create urban uses.

3. Still another underlying cause of our present problems is the ever-increasing pressure for maximum profit which invites minimum standards adopted by public authority to become maximum standards for development. Thus the widespread practice of setting simple minimum standards leads to monotonous and unimaginative city building.

#### *Extension of present policies*

If present practices are continued into the future allowing frequent changes in adopted public plans, allowing scattered development, and allowing minimum standards to become maximum development practices, our present problems will be magnified and the public's complaints will have reason to become greater. Our present zoning, which would not likely become less dense under a policy of continued scatteration, already could accommodate more than twice the population expected by 1980. In fact the present overzoning is so great that its capacity would not be fully used even by the year 2000. The interim period, when all parts of the Maryland suburbs would experience scattered urbanization, would magnify present financial strains on local government and private pocketbooks, not to mention the psychological strains of magnified commuting problems and inconvenient living environments.

#### *Need for a new approach*

The problems referred to here are examples of the reasons for seeking changes in public policy; they demonstrate the need vividly. It should be clear that there is a need for widely accepted and stable public plans to guide development of the region. It should also be clear that some form of more concentrated urban development can offer great advantages to the public as a whole. Finally, it should be clear that public regulation should seek to encourage flexible and inspiring urban design instead of the monotony of standard minimums.

#### GOALS

In considering alternatives and settling on a recommended plan, the following goals were kept in mind:

1. Treat land as one of our most precious possessions using efficiently what we need for accommodating expected urban growth and conserving the rest for the unforeseeable future.
2. Provide an efficient system of transportation including rapid transit designed to meet a major part of the critical rush-hour need.
3. Encourage a wider range of choices among living environments and population densities.
4. Invite imaginative design and development within urban neighborhoods and communities.
5. Expand opportunities for outdoor recreation, especially in large open spaces close to and in the urban area.
6. Maintain open space wedges on a large scale to relieve the monotony of continuously developed urban areas.

7. Facilitate the orderly and efficient arrangement of public utilities and services.
8. Protect natural resources and encourage their proper development.
9. Encourage an orderly conversion of undeveloped land to urban uses.
10. Assure that the plan is capable of reasonable implementation.

#### ALTERNATIVE PLANS

In addition to the development pattern which would result from the continuation of present public policies, there are three other plans which have been considered. These are (1) the average density plan; (2) the satellite plan; and (3) the corridor plan.

##### *Average density plan*

The average density plan is based on the preliminary master plan of residential land use. Public hearings were held on this plan in 1960 and much was learned. These public hearings were the first at which the enlarged regional district, encompassing almost all of both counties, was considered as a whole. It showed that much of the rural land would not be needed for urbanization during the next 20 years. It also attempted to set a pattern of urban concentration which would protect the rural areas from scattered urbanization. Average residential densities for all parts of the regional district were proposed neighborhood by neighborhood consistent with the need for urban land, the existing character of development and topographic conditions influencing extensions of the gravity sewer system. Limited rapid transit was assumed, but highway transportation was greatly relied upon. The average density plan could be characterized as controlled sprawl, with no clear boundaries separating urbanized and rural areas.

##### *Satellite plan*

The concept of a satellite plan involves placing a severe limit on the continuous expansion of presently urbanized areas and directing most of the new population into five new cities of about 100,000 persons each. These new cities would provide wide ranges of living environments and job opportunities but they would still be somewhat dependent upon the central city of Washington. Therefore, good transportation to the central city would be a necessity. The Clarksburg and Gaithersburg satellites would be served by Interstate 70-S; the Laurel satellite would be served by Interstate 95; the Levittown satellite would be served by John Hanson Highway; and the Brandywine satellite would be served by a new Southeast Freeway. Satellite development has the advantage of concentrating urbanization in clusters while providing its citizens with a feeling of identity and community spirit. The satellite plan's biggest advantage, huge open spaces on all sides, is also its biggest disadvantage. It increases the length of travel to the central city and it presents "impossible" problems of open space protection. The pressures for urbanization along the radial routes between the satellites and the central city would be extremely difficult to withstand short of large-scale public land purchasing.

##### *Corridor plan*

The corridor plan pulls the satellites closer together along the four major radial freeways. This pattern of development retains the advantages of concentrated urbanization with relatively clear boundaries between urban and rural areas without trying to retain large open spaces along the corridor axis between centers of population. Thus, transportation to the central city is facilitated and implementation problems are reduced. The severe limitation on extension of existing development can be eased under the corridor plan. Finally, the same advantages of unified and pleasant community design as were possible under the satellite plan can be provided in the corridor plan, although the average citizen in a corridor is somewhat less likely to acquire a clear identification with his local community than is the average citizen of a satellite.

##### *Summary of alternative plans*

The following chart shows how the sprawl, average density, satellite, and corridor plans compare with regard to the goals of the general plan.

*Comparative analysis of plans*

Goals	Alternative plans <sup>1</sup>			
	Sprawl	Average density	Satellite	Corridor
1. Use land efficiently.....	—	+	+	+
2. Provide efficient transportation.....	—	—	+	+
3. Allows variety of environments.....	0	0	0	0
4. Imaginative design.....	—	—	+	+
5. Expand opportunities for outdoor recreation.....	—	+	+	+
6. Provide open spaces for aesthetic reasons.....	—	+	+	+
7. Facilitate efficiency of governmental services.....	—	+	+	+
8. Protect natural resources.....	—	+	+	+
9. Maintain orderly conversion to urban development.....	—	+	—	+
10. Ease of implementation.....	+	+	—	+
Acceptance factor (number of plus factors minus number of negative factors).....	-7	+5	+5	+9

<sup>1</sup> + equals positive contribution toward achievement of goal; 0 equals achievement of goal unaffected by type of plan; — equals tendency of plan to work against achievement of goal.

In terms of the goals selected, the corridor plan is the most acceptable, followed by the average density and satellite plans. The satellite plan would rate high except that it is impractical to implement. Sprawl development would be easiest to implement but would not accomplish any of the other goals. The recommended plan, therefore, is a corridor plan which has been slightly modified to account for existing development.

## THE RECOMMENDED PLAN

*Year 2000 plan*

The corridor plan which is recommended here is generally consistent with the radial corridor concept recommended by the National Capital Planning Commission and the National Capital Regional Planning Council in the year 2000 plan for the Washington metropolitan area. In summary the regional policies stated in that plan are—

Downtown Washington should be encouraged to grow as the dominant employment center within the National Capital region.

Each major corridor should be served by rapid transit making downtown accessible from all parts of the metropolis.

Major transit stations should provide the focus of relatively complete new communities in the corridors.

The highway system should be designed especially to handle those trips for which there will be no convenient rapid transit service.

Each new corridor community should have employment opportunities, complete community services, and a variety of housing types ranging from 0.5 to 100 dwelling units per acre.

Already urbanized areas should be encouraged to develop to their fullest capacity.

The areas outside the corridors should be kept open so as to guide urban growth in the corridor pattern and conserve rural resources.

As far as possible, all public policies should reinforce the above recommendations.

Cooperation at all levels of government including Federal, State, and local will be the key to the workability of the corridor plan.

*Population and employment distributions*

The actual population and employment expected in the regional district by 1980 are identified by local areas in the following table, and the year 2000 map shows the general distribution for that year in accordance with the corridor concept.<sup>1</sup>

<sup>1</sup> Map not included.

*Population and employment distribution, 1980, Maryland-Washington regional district*

Local area	Population increase, 1960-80	Population, 1960	Population total, 1980	Employment total, 1980
Outside urbanized area.....	271,000	81,300	352,300	88,200
Corridor A.....	70,000	30,100	100,100	44,400
Rockville.....	34,000	21,500	55,500	22,700
Gaithersburg.....	26,000	7,100	33,100	17,900
Germantown.....	10,000	1,500	11,500	3,800
Corridor B.....	63,000	15,300	78,300	15,100
Laurel.....	24,000	11,800	35,800	5,500
Fairland.....	39,000	3,500	42,500	9,600
Corridor C: Belair.....	30,000	3,300	33,300	1,400
Corridor D.....	108,000	32,600	140,600	27,300
Henson Creek.....	85,000	17,400	102,400	12,000
Clinton.....	17,000	11,500	28,500	13,400
Brandywine.....	6,000	3,700	9,700	1,900
Large-lot fringe.....	35,000	11,500	46,500	9,300
Potomac fringe.....		5,000		4,400
Rock Creek fringe.....		6,500		4,900
Scattered Prince Georges County fringe.....				
Within urbanized area.....	270,000	544,200	814,200	268,000
Montgomery County.....	130,000	261,600	391,600	131,426
Prince Georges County.....	140,000	282,600	422,600	136,574
Small villages.....	28,000	6,700	34,700	7,500
Damascus.....	7,000	2,700	9,700	1,700
Olney.....	15,000	1,600	16,600	2,600
Marlboro.....	6,000	2,400	8,400	3,200
Scattered-out county area.....	13,000	54,300	67,300	25,000
Montgomery County.....	9,000	19,500	28,500	8,900
Prince Georges County.....	4,000	34,800	38,800	16,100
Total.....	617,000	608,000	1,315,000	398,000

The table shows that about one-half of the population increase of the next two decades would be in the new corridor communities, and about one-third of the total employment of the two counties would be in these communities. The importance of the corridors will, of course, be even greater by the year 2000. Outside the presently urbanized areas and new corridors there would be relatively little urban growth while rural productivity would be encouraged.

*Implementation policies*

The corridor concept can be implemented only if a number of new policies are adopted by the public authorities involved.

1. Property assessments for taxation should be more closely related to zoning so that public revenue will be more closely related to the intensity of land use permitted.

2. Sewer and water services should be provided only in the urban areas and therein properly staged.

3. Major new highway construction should be concentrated in urban areas as much as possible so that they will not stimulate urbanization in rural areas.

4. Open-type public installations and large public parks should be located at the edges of the corridors in order to define the break between urban and rural areas.

5. A natural resource zone which will encourage farming, lumbering, quarrying, mining of sand and gravel, recreational and other profitable uses in the rural areas should be adopted and applied to large areas in the outer parts of the two counties.

6. A natural resource development board should be established to encourage the development of natural resources in the rural areas of the two counties and to regulate the utilization and supervise the rehabilitation of these areas.

7. Large lot residential zones should be adopted and used in both Prince Georges and Montgomery Counties to encourage a wider variety of living environments.

8. An additional higher density apartment zone will be needed in both counties near stations when rapid transit lines are constructed to provide walk-in convenience near the urban cores of the new corridor communities.

9. Urban renewal powers should be used to solve local problems of urban blight and local land use adjustments.

10. Modernization of zoning, subdivision, and other land development regulations should be continued to provide incentives for development in excess of minimum standards.

11. All public capital improvement programs and all mandatory referrals of governmental and utility projects should receive careful scrutiny in terms of corridor development objectives.

#### RELATIONSHIP TO THE PLANNING PROGRAM

The general plan will be implemented by a vigorous planning program which is already underway for the purpose of supplying the necessary details.

Previously adopted detailed plans in the urbanized area and the corridors supply detailed information in the following areas: Cabin John Watershed; Bladensburg-Defense Heights planning area; Kensington-Wheaton planning area; Bethesda business district; Silver Spring business district; Greenbelt and vicinity; Upper Northwest Branch watershed; Upper Rock Creek watershed; Rockville vicinity; and Gaithersburg vicinity.

These detailed plans will be adjusted to the objectives of the new general plan as may become necessary after it is adopted.

Under preparation at the present time are the following detailed plans. They are consistent with the corridor concept: Henson Creek watershed; North Bethesda-Garrett Park; and Takoma-Langley Park.

Work will begin next year on several other plans. Paint Branch watershed; Hyattsville-College Park, PA XIII; Suitland-District Heights, PA XVII; and Four Corners vicinity.

High priorities will also be given to plans for several areas in corridor locations which will become critical within a short period of time: Lanham-Seabrook; Belair-Levittown; Germantown; Brandywine; and Clinton.

Also needing consideration as soon as possible are plans for the two rural communities of Damascus and Upper Marlboro.

All of the plans mentioned above will be prepared within the next 5 years in order to keep planning well ahead of actual urban development.

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NATIONAL CAPITAL PLANNING COMMISSION,  
Washington, D.C., May 3, 1962.

HON. DAVID N. HENDERSON,  
*Chairman, Subcommittee on Census and Government Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This letter is in response to your request for a statement of our views on the proposed mid-decade census of population and housing for inclusion in the record of the hearings on H.R. 1100, a bill to amend title 13 of the United States Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter, and for other purposes.

The National Capital Planning Commission is the central planning agency for the Federal and District of Columbia Governments in the National Capital region. As such, it is charged with the preparation and adoption of a comprehensive plan for the National Capital. In cooperation with the National Capital Regional Planning Council, the Commission is also concerned with development of all of the National Capital region, which includes the District of Columbia; Montgomery and Prince Georges Counties, Md.; Arlington, Fairfax, Loudoun, and Prince William Counties, Va.; and all of the cities within the geographic area bounded by these counties. Thus, our data requirements relate not only to the

District of Columbia but as well to the rapidly growing urban area which surrounds it.

The results of the last three decennial censuses show the Washington metropolitan area to be one of the fastest growing areas in the United States. For example, the population of Fairfax County, Va., increased more than tenfold in 30 years, from 25,264 in 1930 to 262,482 in 1960. Within the District of Columbia itself the rate of gross population change has not been so drastic. As in the case of all large central cities, however, Washington is experiencing important cross-currents of movement which need to be understood in reference to major programs of city rebuilding.

In order to execute its responsibilities most effectively, the National Capital Planning Commission has a continuing need for reliable small-area information (i.e., information on a census tract or census block basis). There is general recognition that the more time that has elapsed since the last census year, the less reliable is such small-area data. By "small-area data" we mean not only simple head counts and housing unit counts, but the whole range of valuable socioeconomic data which the decennial census obtains on a sample basis.

We have indicated our data requirements as the central planning agency for the Federal and District of Columbia Governments in the National Capital region. However, we are unable to endorse H.R. 1100 in view of the cost of conducting a mid-decade census and our lack of knowledge as to its importance in relation to competing items in the Federal budget. In the event legislation establishing a mid-decade census is enacted, of the four levels discussed in the publication "Content and Estimated Cost of a Mid-Decade Census," prepared by the Bureau of the Census, our preference would be level IV, the replication of the decennial census, and our second choice would be level III, together with a 100-percent sample in cities of less than 25,000.

Sincerely yours,

W. E. FINLEY, *Director.*

HEALTH AND WELFARE COUNCIL  
OF THE NATIONAL CAPITAL AREA,  
*Washington, D.C., May 2, 1962.*

Hon. DAVID N. HENDERSON,  
*Acting Chairman, Subcommittee on Census and Government Statistics, House  
Office Building, Washington, D.C.*

DEAR CONGRESSMAN HENDERSON: I am pleased to submit a statement in response to your letter of April 4 with respect to the need for a 1965 census.

I have been a major user of census statistics for small areas within cities for the past 30 years. Organizations such as the health and welfare councils with which I have been associated for much of this period depend upon census statistics to provide benchmark data from which to make estimates and projections for the planning of community services. Specific data which are important to such organizations are not only the number of people and their characteristics but also the trend of these data from one period to another.

With the rapid changes which have been taking place during recent years in the distribution of various types of people within metropolitan areas, it is essential that data be available at least every 5 years and according to small neighborhood areas. Since the census statistics are usually at least 2 years old before they reach the consumers and since they are of limited value in rapidly changing areas, when more than 5 years old organizations needing this type of data are essentially deprived for 7 out of the 10 years between the decennial censuses. If the interval between censuses were cut to 5 years these organizations would be deprived for only 4 out of the 10 years. If full use were made of the capabilities of modern data processing procedures and currently available computer facilities, it would seem possible to reduce the lag in the delivery of data to the consumer from 2 years to 1 year. Such an improvement coupled with the quinquennial census would mean that users would be deprived for only 2 out of the 10 years.

As an indication of the value which organizations in the Washington metropolitan area place upon small area statistics from the complete enumeration conducted by the Census Bureau, I would like to call your attention to our metropolitan population project. This cooperative undertaking has been largely

financed by the voluntary contributions of 24 local planning, governmental research, welfare, and educational organizations. At a cost of about \$19,000, the project has purchased and processed magnetic tapes from the Census Bureau so as to enhance the efficiency and accuracy of the local analysis of data for the 2,500 neighborhood areas (enumeration districts) in the Washington metropolitan area. This analysis has resulted in about 8,500 pages of statistical tables and area profiles as well as over 170,000 summary punch cards and 150 maps. It is possible to use the data and programs stored in the magnetic tapes to make rapid compilations for almost any conceivable patterning of neighborhoods. Furthermore, the computers not only compile the data but convert them into ratios and ratings even printing complicated bar charts to show the profiles of neighborhoods. The widespread study and discussion of these profiles and the population "trees" graphically depicting the sex-age distribution of the people in each neighborhood, should have significant effects upon the quality of decisionmaking during the next few years. However, because of the rapid rate of change in the distribution and characteristics of the population it is quite likely that these materials will be of relatively little use after 2 or 3 years unless they can be compared with fresh data from a 1965 census.

Other communities throughout the country are showing considerable interest in the application of the giant power of the computers to the fullest utilization of census statistics for small areas. Problems such as urban transportation, crime and delinquency, dependency, disease and chronic illness, substandard housing, urban decay, poor use of spare time, and the urban sprawl cannot be solved without data such as are collected by the census. If a minimum of basic information about population and housing could be collected and tabulated on a comparable basis every 5 years, many interests could dovetail their own estimating and special survey procedures. Just as it is impossible to measure the exact dollar value of the benefits yielded by well-maintained streets and highways we cannot measure the exact dollar value of the census. However, it should be evident to anyone objectively studying the testimony presented to your subcommittee that there are a wide variety of significant uses to which the census statistics are already being put.

The availability of high-powered computers at relatively low cost is causing many metropolitan areas to study seriously the feasibility of establishing metropolitan statistical or data centers. Central to the planning of such operations is the assumption that census type statistics will be available at reasonably frequent intervals in sufficient detail so that they can be useful for purposes of intracommunity planning. One of the major forms of aid which the Federal Government can provide these data centers is the collection of population and housing statistics comparable to those compiled in the 1960 census. However, if fresh data do not become available until 1972 the development of local data centers will to that extent be restricted.

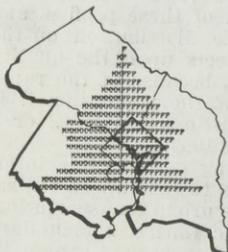
A number of social scientists are showing growing interest in the use of census statistics to help in the discovery of solutions to social problems such as juvenile delinquency and dependency. Work is now in progress to use census data to predict the probable incidence of problems in particular neighborhoods. Such predictions can help in assessing the effectiveness of preventative programs. As particular programs applied to particular types of neighborhoods can be proven to have enough effect to justify their cost, the possibilities for the growth of social science and the enhancement of human welfare are tremendous. Without adequate census statistics the appraisal of the effectiveness of programs is rendered much more difficult.

The cost of \$100 million for the level 4 census should be evaluated in terms of the benefits to be derived by our increasingly urban populations from the better planning and decisionmaking on the part of many public and private organizations which could flow from more timely comparable statistics. Furthermore if this cost is related to the value of the goods and services produced in urban areas it is a most insignificant item. One hundred million dollars spread over 5 years amounts to approximately 11 cents per capita per year. Surely our "affluent society" can afford this outlay to provide policymakers, planners, and service establishments with the kinds of data which can improve decisions.

Sincerely yours,

EDWARD B. OLDS, Ph. D.,  
*Director, Metropolitan Population Project.*

## DIMENSIONS OF NEIGHBORHOODS



A new and highly efficient system has been developed for analyzing small area statistics from the 1960 U.S. Census of Population and Housing.

The analyses produced by this system can be invaluable in answering questions raised by:

- \* marketing problems
- \* development programs
- \* detailed retail projections
- \* quota setting
- \* membership problems

Equally useful is the *visual* format in which these new facts are presented.

Easy-to-interpret "Christmas Tree" arrangements and bar charts provide direct comparisons between the 2300 neighborhoods.

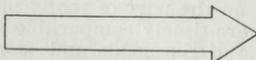
### ADVANTAGES FROM USING THESE DATA:

- Many items not available in Census publications
- Ratios presented for each item
- Low cost summarizations of neighborhood area groupings
- Automated production of ratios and bar charts for area groupings
- Maps for Metro Area delineate geographic patterning of 2300 enumeration districts according to 38 Selected Indicators (see back of folder for list)

### THE SYSTEM INCLUDES:

- \* Five formats of data (see inside of folder)
- \* Ten types of neighborhood data (see back of folder)
- \* Stored computer programs for processing comparable data for other Metro Areas.
- \* Access to magnetic tapes containing data for 135 Metro Area which are completely subdivided into census tracts
- \* Access to consultation services of economists, statisticians, market researchers, social psychologists, and computer programmers.

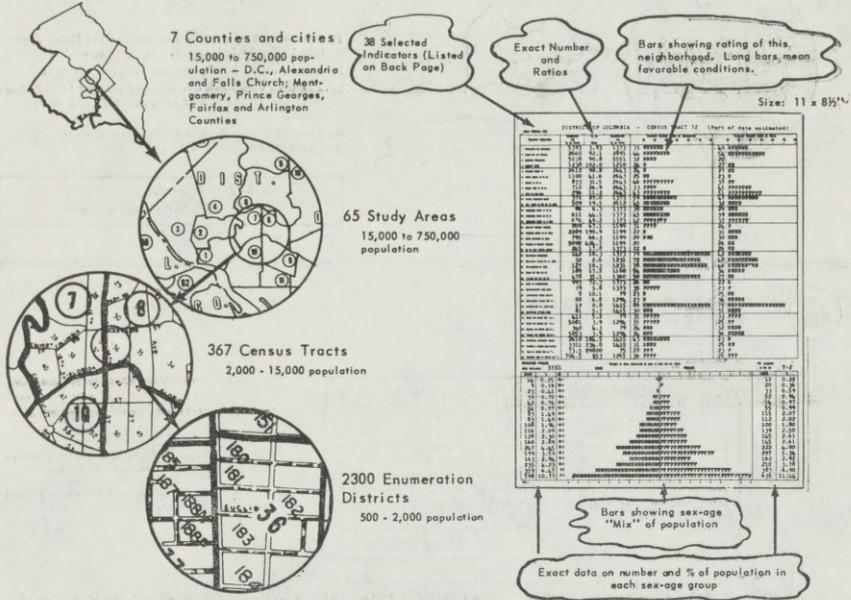
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**METROPOLITAN POPULATION PROJECT**

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# 1 GRAPHIC 1-PAGE SUMMARY for 4 Sizes of Neighborhoods

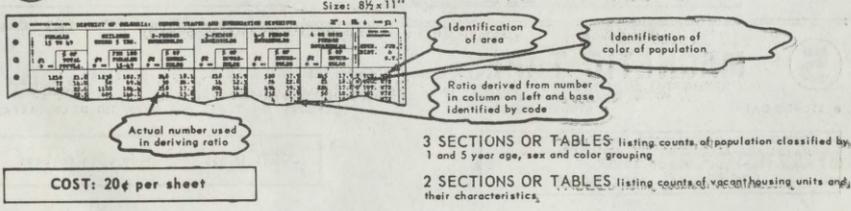


SEPARATE SETS OF SHEETS FOR WHITE AND NONWHITE POPULATION OF EACH AREA

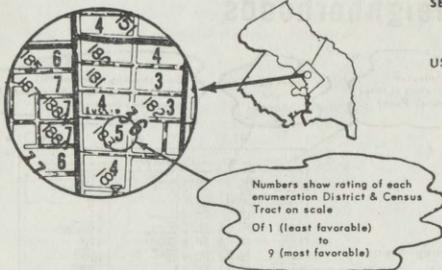
**COST: 20¢ per sheet** — PROFILES OF METRO (a brochure with profiles of all 7 jurisdictions and all 65 Study Areas) \$10  
AREA PROFILE MANUAL (a 16-page report containing instructions and data to guide users of profiles) \$1

# 2 STATISTICAL TABLES

17 SECTIONS OR TABLES each listing 6 sets of numbers and ratios for 2700 neighborhoods. Separate data on white and nonwhite population for 11 sections. Type of data outlined on back page. Total of 102 Items - 3100 Pages. Size: 11 1/4 x 8 1/2"



### 3 ANALYTICAL MAPS



SEPARATE METRO MAP FOR EACH OF 38 SELECTED INDICATORS. (See back page for list)  
Size 30" x 30"

USES:

1. Determine how various sections of the Metro Area rate in the 38 Indicators.
2. Locate areas with a desired range of ratings.
3. Appraise how much variation is present in neighborhood conditions within census tracts and study areas.
4. Provide a base for the preparation of more "generalized" maps.

COST: \$ 3 each  
\$75 for complete set

### 4 PUNCH CARDS

TOTAL - 150,000 CARDS

STATISTICAL TABLE CARDS

Each card corresponds to one line of listings in the statistical tables for one area.

Separate cards for white and nonwhite population and households.

TOTAL - 16,000 CARDS

STANDARD MEASURE CARDS

Each card contains 19 standard measures for one area, Total, white or nonwhite.

COST: \$20 per 1000 cards

### 5 MAGNETIC TAPES

Compatible with IBM 7090 & 1401 Computer Systems

- STORED DATA
- STORED PROGRAMS
- ACCESS TO TAPES FOR OVER 150 METRO AREAS

FOR DETAILED COST DATA FOR THE PROJECT MATERIALS ACCORDING TO JURISDICTION AND TYPE OF AREA  
SEE SPECIAL COST SHEET

COST: Quotations made upon request

## Complete Count Data Already Analyzed

### 38 SELECTED INDICATORS USED TO RATE NEIGHBORHOODS GRAPHICALLY IN AREA PROFILES

**BASIC POPULATION RATIOS**  
POPULATION PER HOUSEHOLD  
MALES PER 100 FEMALES  
PERCENT NONWHITE  
FERTILITY RATIO

**AGE RATIOS per 100 pop. 18-64**  
CHILDREN UNDER 18  
YOUNG ADULTS 18 TO 29  
ADULTS 30 TO 44  
MIDDLE AGED ADULTS 45-64  
AGING 65 AND OVER

**HOUSEHOLD HEADS BY:**  
% FEMALE  
% 14 TO 24 YEARS OLD  
% 25 TO 44 YEARS OLD  
% 45 AND OVER

**FAMILY COMPOSITION**  
% HUSBAND-WIFE FAMILIES  
OWN CHILDREN UNDER 18 PER FAMILY  
OTHER RELATIVES PER FAMILY  
TOTAL PERSONS PER FAMILY  
% OF CHILDREN UNDER 18 NOT CHILD OF FAMILY HEAD

**HOUSEHOLD TYPES**  
% OF HOUSEHOLDS WITH SIX OR MORE PERSONS  
% OF ONE-PERSON HOUSEHOLDS  
% OF NON-FAMILY HOUSEHOLDS  
% OF NON-RELATIVES

### IN ADDITION THE FOLLOWING DATA ARE IN THE STATISTICAL TABLES AND PUNCH CARDS:

**AGE:**  
% MALE 14 AND OVER & % FEMALE 14 AND OVER  
% 18 TO 64

**MARRIAGE DATA**  
% MALES 14 AND OVER MARRIED  
% FEMALES 14 AND OVER MARRIED

**HOUSEHOLD DATA**  
HOUSEHOLDS ACCORDING TO NO. OF ROOMS  
HOUSEHOLDS ACCORDING TO SIZE  
% NONWHITE HOUSEHOLDS

#### BROKEN HOMES

% OF MEN ONCE MARRIED NOW SEPARATED, WIDOWED OR DIVORCED  
% OF WOMEN ONCE MARRIED AND NOW SEPARATED, WIDOWED OR DIVORCED

#### HOUSING CONDITIONS

INDEX OF OVERCROWDING  
% OWNER OCCUPIED  
% SUBSTANDARD AMONG OWNER OCCUPIED  
% DETERIORATING AND LACKING FACILITIES  
% DILAPIDATED  
ROOMS PER HOUSING UNIT IN:  
OWNER OCCUPIED HOMES  
RENTER OCCUPIED HOMES  
PERSONS PER HOUSING UNIT IN:  
OWNER OCCUPIED HOMES  
RENTER OCCUPIED HOMES  
STRUCTURAL DEFICIENCY INDEX  
INDEX OF DEFICIENCY IN PLUMBING AND STRUCTURE

#### RENT AND HOME VALUE (D.C., Arlington and Alexandria only)

AVERAGE VALUE OF SINGLE FAMILY OWNED HOMES  
AVERAGE CONTRACT RENT OF RENTER HOMES

#### HOUSING CONDITIONS

% LACKING ONLY HOT WATER  
% LACKING PRIVATE FACILITIES  
% SHARING BATHTUB OR SHOWER  
% SHARING FLUSH TOILET  
% WITHOUT COLD INSIDE RUNNING WATER  
% WITH NO PIPED RUNNING WATER

#### VACANT HOUSING UNITS

CONDITION  
NUMBER OF ROOMS  
RENT AND VALUE

## Sample Data to be analyzed by census tracts, if warranted by demand

INDIVIDUAL & FAMILY INCOME  
OCCUPATION, INDUSTRY & CLASS  
PLACE OF WORK & MEANS OF TRANSIT  
LABOR FORCE & UNEMPLOYMENT DATA  
RESIDENCE IN 1955 & YEAR MOVED INTO HOME  
YEARS OF SCHOOLING OF ADULTS  
ENROLLMENT IN PUBLIC AND PRIVATE SCHOOLS

MARRIED COUPLES ACCORDING TO AGE OF CHILDREN  
TYPE OF HOUSING STRUCTURE, NUMBER OF STORIES AND YEAR BUILT  
NUMBER OF AUTOMOBILES AND BATHROOMS  
HEATING EQUIPMENT AND FUEL  
SOURCE OF WATER AND TYPE OF SEWAGE  
HOME VALUE AND RENT DATA

The Project is sponsored by the Health and Welfare Council of the National Capital Area (a non-profit agency) with the cooperation of the organizations listed below. Although most of the costs for analyzing the complete count data from the Census in this First Phase are being met by the listed agencies, supplementary resources are needed before the sample data (outlined above) can be similarly analyzed.

#### PARTICIPATING ORGANIZATIONS:

D.C. GOVERNMENT  
MONTGOMERY COUNTY GOVERNMENT  
WASHINGTON METROPOLITAN REGIONAL CONFERENCE  
NATIONAL CAPITAL REGIONAL COUNCIL  
NATIONAL CAPITAL PLANNING COMMISSION  
MARYLAND NATIONAL CAPITAL PARK AND PLANNING COMMISSION

AMERICAN UNIVERSITY  
HOWARD UNIVERSITY  
BUREAU OF SOCIAL SCIENCE RESEARCH  
WASHINGTON BOARD OF TRADE  
JAMES W. ROUSE & CO.  
MENTAL HEALTH STUDY CENTER  
WASHINGTON CENTER FOR METROPOLITAN STUDIES  
FAIRFAX COUNTY PLANNING DEPARTMENT.

THE METROPOLITAN WASHINGTON BOARD OF TRADE,  
Washington, D.C., May 7, 1962.

HON. TOM MURRAY,  
Chairman, Committee on Post Office and Civil Service,  
U.S. House of Representatives, Washington, D.C.

DEAR MR. MURRAY: There is before the Committee on Post Office and Civil Service a bill, H.R. 1100, introduced by Mr. Udall on January 3, 1961, which would amend title 13 of the United States Code to provide that a census of population, unemployment, and housing shall be taken in the year 1960 and every fifth year thereafter.

The Metropolitan Washington Board of Trade strongly urges passage of this measure. With today's rapidly increasing population, changing economic and social structures, census data becomes obsolete long before the next census is taken. A census every 5 years would be of great assistance in community planning for future needs. We therefore request the Committee on Post Office and Civil Service to recommend the bill for enactment.

Sincerely,

WILLIAM H. PRESS,  
Executive Vice President.

CITY OF BALTIMORE, Md., April 30, 1962.

HON. DAVID N. HENDERSON,  
Acting Chairman, Subcommittee on Census and Government Statistics, U.S.  
House of Representatives, Washington, D.C.

DEAR MR. HENDERSON: Thank you very much for the opportunity to attend the forthcoming subcommittee hearings on the advisability of a mid-decade census.

Within the city of Baltimore, there exists an expert committee on census and other demographic affairs, the chairman of which is Dr. Matthew Tayback, the census tract key person for the Baltimore metropolitan area. On April 17, this committee met and following careful consideration of the issues including costs, the conclusion was reached that a sample survey of population and housing units is required in 1965 for efficient public administration.

I wish to go on record as endorsing the opinion reached by the Baltimore Census Tract Committee, a full report of which will appear in Dr. Tayback's statement.

Very truly yours,

J. HAROLD GRADY, Mayor.

BALTIMORE CITY HEALTH DEPARTMENT,  
April 26, 1962.

HON. DAVID M. HENDERSON,  
Acting Chairman, Subcommittee on Census and Government Statistics, U.S.  
House of Representatives, Washington, D.C.

DEAR MR. HENDERSON: I appreciate your invitation of April 4, 1962, to testify before the Subcommittee on Census and Government Statistics at its May 4 hearing on the proposed mid-decade census of population and housing in 1965. I regret very much that I cannot present oral testimony but I submit the following statement for inclusion in the record of the subcommittee's hearings.

As the key census tract person for the Baltimore standard metropolitan statistical area, I convened a meeting of the census tract committee on April 17, 1962. Present at this meeting were representatives of the following political entities and agencies.

I. Baltimore City: (1) Department of Planning; (2) Department of Education; (3) Department of Health.

II. Baltimore County: (1) Department of Education; (2) Department of Health; (3) Department of Planning.

III. Anne Arundel County: (1) Department of Planning; (2) Department of Health.

IV. Other agencies: (1) Carroll County Planning Department; (2) Howard County Health Department; (3) Baltimore Association of Commerce; (4) Baltimore Regional Council.

I cite the attendance in detail to assure the subcommittee that we have attempted to give the most careful consideration possible to the subject before it,

the mid-decade census. Each of the representatives who were present have important planning responsibilities in one or more of the areas of health, education, public housing, urban renewal, social welfare, commercial and industrial development, transportation, capital improvements, etc.

Each of the alternative proposals listed in the document entitled "Content and Estimated Cost of a Mid-Decade Census" were discussed from the point of view of what information would be provided, the need for such information, and the costs involved. As chairman of the committee I also directed attention to the proposal of "special censuses" as carried out by the Bureau of the Census during the decade 1950-60 whereby localities would contract with the Bureau for a census when it was considered necessary.

The consensus of opinion of the Baltimore Metropolitan Census Tract Committee is that a mid-decade census covering population and housing information is needed to carry out Government and the other civil functions in an efficient manner. Data, if it is to be useful, should be of sufficient precision to permit fairly reliable estimates for areas of 25,000 population and for counties where the population is less than 25,000. To accomplish these objectives the level 3 proposal of the Bureau of the Census, namely a 25-percent sample survey of the population and housing units, should be sufficient. The cost of such a survey of \$45 to \$50 million or approximately 25 cents per capita would we believe constitute a sound investment toward efficient administration of public and commercial affairs and would pay off in sounder business plans and public expenditures.

Sincerely yours,

MATTHEW TAYBACK, Sc. D.,

Assistant Commissioner of Health, Research and Planning Section, Census Tract Key Person for Baltimore.

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BALTIMORE ASSOCIATION OF COMMERCE,  
Baltimore, Md., April 30, 1962.

HON. DAVID N. HENDERSON,  
Chairman, Subcommittee on Census and Government Statistics, House Post Office and Civil Service Committee, House Office Building, Washington, D.C.

DEAR CONGRESSMAN HENDERSON: As Mr. Herbert G. Bailey, executive vice president of our association, explained to you earlier in April, I have been ill for a number of weeks and have just returned to the office on a part-time basis. While I have not recovered sufficiently to make a personal appearance before your subcommittee in Washington on May 4, 1962, I shall be happy to submit a prepared statement containing a description of our general use of census data on population and housing, together with my views with respect to the proposed mid-decade census of population and housing, which would be taken during the year 1965. These comments are based largely upon my extensive experience in furnishing a great variety of statistical information in response to specific inquiries.

The Baltimore Association of Commerce, by whom I am employed, is the principal representative of organized business in the State of Maryland. Its membership consists of approximately 2,000 firms, who represent a good cross section of the local business community. In addition to its other functions in promoting and protecting Baltimore's natural and economic advantages, the association is also called upon for a large volume of factual information pertaining primarily to the city and its surrounding counties. State and National data are supplied on a somewhat smaller scale. This material comprises statistics presented in the various census reports, as well as in other compilations prepared by Government agencies and private organizations. Most of this work is channeled through our industrial, marketing, and business research departments.

I have been in charge of our business research activity for many years, but the use and distribution of census and other statistics have been a part of my duties ever since I was first employed by the association more than 32 years ago. As some of the other witnesses have done, I could comment on different aspects of the whole census program, but I shall limit my remarks here to the housing and population canvasses.

Generally speaking, my use of the census material on population and housing falls into two major categories. The first one deals with the utilization of such data for our own purposes, while the second one relates to furnishing informa-

tion to others, many of whom reside in other cities and are not familiar with the major trends and developments in Baltimore and vicinity.

Since I have had to depend upon the decennial census tabulations for much of my background information on those subjects, I have managed to keep fairly well up to date as far as the Baltimore area is concerned by accumulating supplemental statistics from local sources, such as the number of resident births and deaths, new housing construction, changes in employment, school enrollment, the trend in public utility customers, new water and sewerage connections, and various other items. Personal observations and contacts with experienced Government officials and businessmen have also been helpful to me in keeping abreast as to what is occurring in the larger political subdivisions throughout Metropolitan Baltimore.

In writing articles and in preparing special studies and reports for our own use, I can bring some, if not all, of those factors to bear in making interpretations and in drawing conclusions with regard to certain population and housing questions. While such expedients are not a desirable substitute for more frequent census figures, they have enabled me to more or less satisfactorily fill in some of the intercensal gaps. It would be impossible, however, for us to develop comparable information for other metropolitan areas.

The supplying of population and housing data to others frequently involves some rather complicated problems. This is due largely to the fact that the majority of separate inquiries that we receive on those subjects not only come from persons who apparently lack a background understanding of census definitions, methods, and procedures but also appear to have an urgent need for the information requested.

In connection with some of the more involved questions, local individuals can be invited to visit our office for a discussion, but in answering out-of-town requests, it is often necessary to submit lengthy explanations as to where or how the material was obtained. This is especially true if we have to adjust or recast any of the standard census tabulations. We feel that this is a part of our responsibility. Otherwise, a correspondent might misinterpret the raw figures that we give him. By maintaining an informal counseling service we can often assist our members and other persons in selecting the kind of census or other information that most satisfactorily meets their requirements.

Except for requests calling for unusual types of information to be used in articles, speeches, advertisements, and special reports, most of our inquiries for population and housing data can be grouped roughly as follows:

1. We have a steady demand for up-to-date population figures on Metropolitan Baltimore and its component county units. Comparative statistics for prior years are generally asked for in order to show the directions and extent of population growth.

2. Many of our correspondents are also interested in obtaining the latest population counts or estimates for each county in Maryland.

3. A considerable number of requests are received for detailed data on small geographic areas, such as census tracts and occasionally for city blocks. These units can be combined to form neighborhood clusters for use in market analyses, the establishment of branch stores and offices, the setting up of salesmen's territories, and for other purposes. Generalized statistics by metropolitan areas and counties do not fill this essential need.

4. Figures on income distribution for small areas are frequently called for as a guide in evaluating the sales potentials in different segments of Baltimore's local consumer market.

5. General inquiries for such items as age distribution, educational background, and employment status are usually confined to the community as a whole.

6. Most of our requests in the housing field relate to the number of housing units classified according to race, occupancy, and tenure. In making neighborhood studies, details for small geographic units are extremely helpful. Statistics on monthly rentals and property values are also very useful, but income data can be used as an effective substitute for those series. Overall metropolitan and county statistics on housing are usually sufficient for most other purposes.

As far as the scope of the projected 1965 mid-decade census is concerned, I feel that the following items represent an irreducible minimum for meeting our everyday requirements for intercensal population and housing information. We could, of course, make use of any other material that might be provided for Baltimore City and the State generally.

1. A simple population count by color, age, and sex for the State, metropolitan areas, counties, larger cities, and census tracts.

2. A similar count of housing units by color, occupancy, and tenure for the State, metropolitan areas, counties, larger cities, and census tracts.

It is quite possible that data for certain other items could be collected at a small additional cost. Such cost determinations would have to be made by the Census Bureau itself.

The above suggestions would provide a later benchmark for making intercensal estimates, and should materially improve the accuracy of many of the approximations made during the latter part of a decade. The definitions to be employed in the proposed 1965 census should correspond as closely as possible to those contained in the 1960 compilations in order to maintain comparability between the two sets of data.

Although an abbreviated type of census would not satisfy the specialized needs of many users of census information, it would at least mark the beginning of a new phase of census operation. The experience to be gained from such a canvass would highlight any new problems that might arise in connection with this undertaking, including the public reaction to answering census questions more frequently than once every 10 years. Moreover, a brief questionnaire should tend to reduce the overall cost as well as to assure the early publication of the final results.

One of the more interesting aspects of the printed record of the hearings conducted by your subcommittee is the great diversity in which census data are utilized by different agencies and organizations.

I also wish to commend you and the other members of the subcommittee for your painstaking efforts in trying to expand the usefulness of the material compiled by the Census Bureau.

In case you should want any further information about our association's general statistical program, I shall be glad to furnish it to you.

Very truly yours,

W. S. HAMILL,

*Director, Business Research Department.*

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BOWLING GREEN STATE UNIVERSITY,  
*Bowling Green, Ohio, February 7, 1962.*

HON. JOHN LESINSKI,

*Chairman, Subcommittee on Census and Governmental Statistics, House Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN LESINSKI: As a geographer and economist frequently utilizing census statistics for research or applied purposes, I wish to urge you and your associates to consider the substantial value to our society that could result from a 5-year census of population and housing. The rapid rate of growth and the mobility of our population now requires a faster pace of adjustment for economic and social services and planning. A mid-decade or quinquennial census for population and housing for 1965 would justify the effort involved by its contribution to the efficiency of our society.

Respectfully yours,

JAMES P. LATHAM,

*Associate Professor of Geography.*

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BATTELLE MEMORIAL INSTITUTE,  
*Columbus, Ohio, October 10, 1961.*

DEAR SIR: It will be appreciated if you will register my preference for the proposed mid-decade 1965 census on which your Subcommittee on Census and Government Statistics is holding hearings in Chicago, Los Angeles, and New York City. This material will be helpful in connection with research at Battelle.

Ten years is too long to wait for official and factual economic data on our fast-moving and changing Nation. The cost is worth while.

Yours very truly,

JAMES M. JENNINGS,

*Head, Area Economics Section, Department of Economics.*

CITY OF CHARLOTTE, N.C.,  
OFFICE OF THE MAYOR,  
April 30, 1962.

HON. DAVID N. HENDERSON,  
*Acting Chairman, Census and Government Statistics,  
House Office Building, Washington, D.C.*

DEAR CONGRESSMAN HENDERSON: Thank you for your letter of April 4 regarding public hearings on the proposed mid-decade census of population and housing to be held in 1965, in Washington.

We have reviewed the proposal for a mid-decade census, noting that four alternative types of census are being considered, which are identified as levels 1 through 4. Each level affords different amounts and types of information and involves different amounts of money to conduct the census.

Considering its needs for more frequent census information in the light of the estimated cost of securing such information the city of Charlotte recommends that a mid-decade census be conducted as proposed in level 1.

Our views on the need for the mid-decade census are as follows:

From 1950 to 1960 the population of the city increased from 134,000 to 201,000. In this decade the city experienced a larger increase in population than ever before in its history. Throughout this whole decade, however, we had no accurate, official knowledge of the change that was taking place in the population of the community. Since a city government exists primarily to provide services for people, it is patent that there should be available adequate information as to the number of people requiring service. In former times when our community was growing at a slower rate the decennial census may have been adequate. But currently when in one decade there can be a 50-percent increase in the population, resulting in an accelerated need for all kinds of governmental services, the decennial census is no longer an adequate answer to the need for population information. The city can experience what amounts to a revolution in a 10-year period without accurate and official knowledge of what is taking place.

All services that the city provides are affected by population changes. Two of the city's most vital services are very directly and sensitively related to population—water supply and sewage disposal. Rapid expansion of these services is required in periods of rapid population increase. A more frequent enumeration of population would materially assist in keeping these services abreast of population increases. Police protection, fire protection, garbage collection services must also be augmented as the population increases.

The city is constantly involved, in a variety of ways, in planning for the future growth of the community and the related needs of the population. In the past few years long-range plans have been prepared for a system of major traffic arteries, land development including future residential, commercial and industrial areas, sewage treatment plants, municipal airport expansion and similar major features of community development. These plans are based upon population ranging from a 20-year to a 40-year period in the future. In these planning matters heavy reliance is placed upon past population trends projected into the future. The decennial census has substantial limitations for these planning purposes. It provides benchmarks of population at such infrequent intervals that the trends are not sensitive to recent population changes. Major planning projects undertaken in the Charlotte area during the last half of the 1950-60 decade lacked accurate and specific knowledge of what had happened to the population of the community in the first half of the decade. All of these basic long-term plans must be periodically revised in the light of changing conditions, particularly changes in the population expectations of the area. The mid-decade census would substantially improve the city's ability to adjust existing plans to changes in population expectations.

The uses of the mid-decade census discussed above involve the total population of the community as a whole. The city also has a need for more frequent census information on segments of the community delineated by census tracts. The impact of population change is not felt evenly throughout the city. While some areas may be declining in population other areas will be growing at different rates. Consequently, the city's facilities and services must be augmented or established in varying degrees and at varying rates in its 64 square mile area.

The city plans for the financing and construction of basic improvements such as water service, sewer service, fire protection and street improvements through a 5-year capital improvement program. This program outlines all of the basic

facilities that will have to be built and financed for a 5-year period. The need for many of these facilities is directly related to population changes. In our formulation of this program we have felt that closer judgments of local area needs could be made if we had reliable information at more frequent intervals concerning the comparative and absolute rates of growth of the various areas of the city as delineated by census tracts.

Population by census tracts is also the means for developing and understanding of some of the city's problems. Law enforcement agencies record the incidence of crime on a census tract basis. This makes it possible to relate the incidence of crime to the population base of the local area and thus determine comparative crime rates for various areas of the city. Health agencies also record certain health information on a census tract basis and this can secure further insight into the health problems of the community as they relate to local area population factors. Obviously, in the latter half of any decade the decennial report of census tract population may be meaningless or misleading as the basis for these kinds of uses.

It is our hope that your committee will make a favorable report on H.R. 1100 and that a mid-decade census will be established.

Cordially,

STANFORD R. BROOKSHIRE, *Mayor*.

GREENSBORO COMMUNITY COUNCIL,  
*Greensboro, N.C., January 25, 1962.*

HON. JOHN LESINSKI,  
*U.S. House of Representatives,  
Washington, D.C.*

DEAR SIR: The census tract committee of Guilford County, N.C., which comprises the Greensboro-High Point standard metropolitan statistical area would like to go on record as being in favor of the proposed mid-decade census currently being studied in your subcommittee. We feel that this is a very important issue and should be given every consideration.

The valuable information contained in the census is widely used in Greensboro and High Point. Numerous public agencies such as the planning departments of Greensboro and High Point, the Guilford County Welfare Department and the police departments not only use census data frequently but they also maintain extensive records of their own by census tracts for purposes of correlation. In addition, there are numerous private organizations using census tracts and census information. The Greensboro Planning Department reports that seldom does a day pass without a new request for census information.

It is understood that a mid-decade census will be less comprehensive than the decennial census. Unquestionably, even a limited census will be of great value to many people. With more and more emphasis being placed on planning future development, a mid-decade census will be an ideal guideline for the evaluation and revision of plans. Between the 1950 census and the 1960 census, for example, the city of Greensboro experienced a growth of over 60 percent. Had there been a mid-decade census in 1955, this growth could have been accurately documented thereby putting the city government in a better position to cope with the problems that such growth creates.

We will be very appreciative if you will read this letter to your subcommittee when it holds its final hearing on this matter in February.

Very truly yours,

GUILFORD COUNTY CENSUS TRACT COMMITTEE,  
ROBERT M. DINKEL, *Chairman*.

SOCIAL SCIENCE RESEARCH CENTER,  
CORNELL UNIVERSITY,  
*Ithaca, N.Y., March 22, 1962.*

Congressman JOHN L. LESINSKI,  
*Chairman, Subcommittee on Census and Government Statistics of the Post Office  
and Civil Service Committee, House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN LESINSKI: It has been brought to my attention that I might appropriately write you as a representative for interested social scientists at Cornell in support of the proposed mid-decade census as provided for in the bill, H.R. 1100.

Although it may well be that the census data are of primary use in business and governmental planning, these data are also invaluable to social scientists in many of the social science disciplines. Enthusiasm for the prospective mid-decade census has been expressed to me by economists, political scientists, labor relations experts, historians, city planners, social psychologists, and sociologists. Needless to say, this does not fully exhaust the list of disciplines which would be benefited by these data either directly or indirectly.

I am sure faculty and research staff at many other universities have written you expressing a similar point of view and that this represents the consensus of social scientists throughout the country. We shall note progress on the passage of H.R. 1100 with considerable interest.

Sincerely,

WAYNE E. THOMPSON, *Director.*

INDIANA UNIVERSITY,  
Bloomington, Ind., December 7, 1961.

HON. JOHN LESINSKI,  
*Chairman, Subcommittee on Census and Governmental Statistics, House Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR MR. LESINSKI: I am writing you to add my voice to that of the host of other scholars who are urging that a mid-decade or quinquennial census of population and housing be taken in 1965, and to request that this statement be included in the hearings record.

I herewith suggest that it is self-evident, sir, that a space of 10 years between censuses may have been adequate in the horse-and-buggy days, but a nation which is growing and changing as rapidly as our own requires an inventory on a more frequent basis.

I should like to add, sir, a word of sincere praise for the magnificent job which the Bureau of the Census has done in taking and publishing the 1960 Census so well and promptly. It has been an outstanding effort, of which we may all be proud. And as a professional geographer, I would also like to call your attention particularly to the excellent maps which have been produced in conjunction with the 1960 census.

Sincerely yours,

JOHN FRASER HART,  
*Associate Professor.*

STATE UNIVERSITY OF IOWA,  
Iowa City, Iowa, December 11, 1961.

HON. JOHN LESINSKI,  
*Chairman of the Subcommittee on Census and Governmental Statistics, House Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR SIR: I would like to add my endorsement to proposals to authorize a mid-decade census for the United States for the year 1965. Research needs make it nearly imperative that these steps be taken if we are to keep abreast of current trends.

Sincerely yours,

HAROLD H. McCARTY,  
*Chairman, Department of Geography.*

TOWN OF LANCASTER,  
Lancaster, N.Y., January 29, 1962.

HON. JOHN L. LESINSKI,  
*Chairman, Subcommittee on Census and Government Statistics, House Office Building, Washington, D.C.*

DEAR MR. LESINSKI: Enclosed is a certified copy of a resolution adopted by the town board of the town of Lancaster, Erie County, N.Y., on December 4, 1961, requesting congressional action on a proposal for the taking of a mid-decade census by the U.S. Bureau of the Census.

We understand that a bill for such a census is pending in the House of Representatives, H.R. 1100, and that the Subcommittee on Census and Government Statistics of the House Post Office and Civil Service Committee, of which you are chairman, has held a number of hearings on the bill and has scheduled another hearing for Washington, D.C. sometime in February or March 1962.

The town board is planning to authorize our town attorney, Dominic J. Terranova, to represent the town at your next hearing on the said bill. Kindly advise us of the date and time of the hearing when scheduled.

On behalf of the people of Lancaster, the town board asks your personal support of this important bill.

Very truly yours,

LUCIEN A. FERBET, *Town Clerk.*

TOWN OF LANCASTER  
County of Erie  
STATE OF NEW YORK

EXTRACTS FROM MINUTES OF TOWN BOARD PROCEEDINGS

At a regular meeting of the town board of the town of Lancaster, Erie County, N.Y., held in the town hall, on the 4th day of December 1961, at 8 p.m., with the following members of the town board present:

Supervisor, Stanley J. Keysa; councilman, Edwin P. Bernfeld; councilman, Peter J. Bolender; councilman, Norman A. Rozler; councilman, Charles Zoerb.

Absent: None.

The following resolution was offered by Councilman Zoerb, who moved its adoption, seconded by Councilman Bernfeld, to wit:

"Whereas many of the fiscal aspects of town government are directly related to the decennial census conducted by the U.S. Bureau of the Census; and

"Whereas the town of Lancaster is a rapidly growing community; and

"Whereas, a census conducted every 5 years would more equitably reflect a true population count of the town of Lancaster and more equitably benefit the township in per capita State aid: Now, therefore, be it

"Resolved, That the town board of the town of Lancaster, hereby requests congressional action to implement the taking of a Federal census every 5 years; and further be it

"Resolved, That copies of this resolution be sent to Jacob K. Javits and Kenneth B. Keating, U.S. Senators, to John R. Pillion, Representative in Congress, to John H. Cook, State senator, and to Julius Volker, member of the State assembly."

The question of the adoption of the foregoing resolution was duly put to a vote on rollcall, which resulted as follows:

Councilman Bernfeld voted "yes," Councilman Bolender voted "yes," Supervisor Keysa voted "yes," Councilman Rozler voted "yes," Councilman Zoerb voted "yes."

The resolution was thereupon unanimously adopted.

STATE OF NEW YORK,  
County of Erie, Town of Lancaster, ss:

I, Lucian A. Ferbet, town clerk of the town of Lancaster, Erie County, N.Y., hereby certify, that the foregoing annexed extract from the minutes of a meeting of the town board of the town of Lancaster, duly called and held on December 4, 1961, has been compared by me with the original minutes as officially recorded in my office in the minute book of the town board of Lancaster and is a true, complete and correct copy thereof and of the whole of said original minutes so far as the same relate to the subject matters referred to in said extract.

I further certify that all members of said board had due notice of said meeting.

In witness whereof, I have hereunto set my hand and affixed the corporate seal of said town of Lancaster, this 29th day of January, 1962.

[SEAL]

LUCIAN A. FERBET,  
*Town Clerk.*

CITY OF RICHMOND, VA.,  
April 13, 1962.

Hon. DAVID N. HENDERSON,  
Acting Chairman, Subcommittee on Census and Government Statistics,  
Committee on Post Office and Civil Service,  
House Office Building, Washington, D.C.

DEAR MR. HENDERSON: I will be unable to testify before the Subcommittee on Census and Government Statistics of the House Post Office and Civil Service Committee in May, but would like to state that the proposed mid-decade census of population and housing to be held in 1965 would be beneficial to us.

We have instituted annexation proceedings against Henrico and Chesterfield Counties, a decision on which we should have before 1965, and if favorable to the city a head count would be very profitable.

As you no doubt know, the alcoholic board of control in our State allocates profits to the various localities, and any increase in the population of Richmond by virtue of annexation would affect these funds materially.

Sincerely,

CLAUDE W. WOODWARD, Mayor.

TOWN OF WEST SENECA, N.Y.,  
December 7, 1961.

Hon. KENNETH B. KEATING,  
U.S. Senate, Washington, D.C.

DEAR SENATOR KEATING: The town board of the town of West Seneca, by resolution adopted December 4, 1961, has asked me to contact you and advise that it desires that you do everything in your power to promote Federal legislation to authorize the Federal census to be taken each 5 years.

It is extremely important to municipalities of the State of New York to know the population trends, both to plan for the future and to assist in obtaining adequate State aid.

The following is the text of the resolution adapted:

Moved by Councilman Kirchberger, seconded by Councilman Stephan, that the town of West Seneca forward letters to Congressman John Pillion and Senator Kenneth Keating requesting that the Federal Legislature authorize a Federal census every 5 years, and that letters also be sent to Senator John Cooke and Assemblyman Julius Volker requesting that the State legislature memorialize Congress to act favorably on the 5-year census, copies of communications to be forwarded to County Executive Edward Rath.

Very truly yours,

MARTIN E. FUNSETH, Town Clerk.

STATEMENT OF WILLIAM H. STEWART, ECONOMIC GEOGRAPHER FOR WEST VIRGINIA DEPARTMENT OF COMMERCE, IN BEHALF OF GOVERNOR W. W. BARRON, STATE OF WEST VIRGINIA

I would like to express my appreciation for the opportunity to indicate my views before this committee.

During the last decade the population of the State of West Virginia decreased by 145,131 people or 7.2 percent from the 2,005,552 residents enumerated in the 1950 U.S. Census. In rate of population growth, West Virginia was ranked at the bottom of the list. Government officials and others were aware that the State was losing population, however, there was no indication that the loss would be so great. This exodus of population together with the patterns of movement from rural areas to urban areas, from urban to suburban, and the overall national population movement to the south and southwest, would, in our opinion, justify the mid-decade census. The population growth anticipated for the coming decades, together with the great internal migration as described above, are factors which serve to increase the complexity of planning for both public services and private expansion.

From an economic development standpoint, specifically, manufacturing or industrial development, a mid-decade census would be utilized to formulate intelligent plans or revise existing plans for all West Virginia's programs aimed at social and economic development for the State's 50 counties of substantial and persistent unemployment. Population statistics provide part of the foundation for creating plans and proposals for the redevelopment of these economically depressed areas. Before these development programs can be formulated, an understanding and knowledge of the population, income, population change, age, sex, employment, etc., is required.

Because our country becomes more complex each year, with an acceleration in social change, it becomes more important for those planning public and private development projects to be equipped with as much information that can possibly be compiled to assist in making correct decisions.

#### SCOPE OF MID-DECADE CENSUS

1. Geographical detail required: Data for census tracts, city blocks, magisterial districts or other minor civil divisions.

2. Statistical detail required: Redevelopment programs require, in addition to age, sex, color and family relationship, data on employment, migration and income are needed.

3. Adequacy of simple housing count: The various local and State planning divisions and urban renewal administrations would find it valuable to have detailed information concerning the characteristics of housing units, tenure, occupancy, etc., especially in view of present urban renewal projects and the impact upon the local economy and land use resulting from the penetration of interstate highways through urban areas and other centers of population density.

4. Recommended level for census: A replication of the 1960 census of population and housing.

5. Expansion of the 1960 census: Because of the redevelopment activity focused on the local community or small area, an expansion of the 1960 census would not supply the desired level of accuracy for planning and development purposes.

6. Committee recommendation to 87th Congress: The West Virginia Department of Commerce does endorse the proposal to have mid-decade census of population and housing in the statistical and geographic detail described above.

It is respectfully recommended that the Subcommittee on Census and Government Statistics recommend to the Congress of the United States, the proposal to have a mid-decade census of population and housing.

In addition, we submit that new kinds of tabulations and maps are needed that have in the past been developed only by geographers, planning engineers, etc.

It is hereby submitted as an example, a type of graphic compilation of population statistics which are useful in economic planning, i.e., highways, reservoirs, utilities, marketing, etc. This attached population distribution map, based on 1960 census, illustrates density patterns occurring in small geographic areas. Such compilation could be prepared for each State and compiled into a mosaic to illustrate the population distribution patterns of the entire Nation, the latter being done at the present time.

A uniform map and density scale would necessarily have to be developed with a scaled circle representing urban population and a single dot assigned an appropriate value to represent rural population. Insofar as possible, each dot or circle should be placed in the center of gravity of distribution for the regional population it represents. The accompanying diagram illustrates this technique.

In addition, we concur with Dr. William Warntz, research associate and economic geographer, American Geographical Society, who appeared before the committee on November 29, 1961, and described a proposal for the Bureau of Census to publish a detailed "Map of Population Potential in the United States," as part of the tabulation and cartographic program for the 1960 census and for each census thereafter.

