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# DUTIES OF CENSUS ENUMERATORS AND ADVANCING ECONOMIC CENSUSES

GOVERNMENT

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## HEARING BEFORE THE COMMITTEE ON OFFICE AND CIVIL SERVICE HOUSE OF REPRESENTATIVES EIGHTY-SEVENTH CONGRESS SECOND SESSION

ON

### H.R. 11949 and H.R. 11999

BILLS TO REPEAL SECTION 25 OF TITLE 13, UNITED STATES  
CODE, RELATING TO THE DUTIES OF SUPERVISORS, ENU-  
MERATORS, AND OTHER EMPLOYEES OF THE BUREAU  
OF THE CENSUS, DEPARTMENT OF COMMERCE

### H.R. 11950 and H.R. 12000

BILLS TO AMEND SECTION 131 OF TITLE 13, UNITED STATES  
CODE, SO AS TO PROVIDE FOR TAKING OF THE ECONOMIC  
CENSUSES ONE YEAR EARLIER STARTING IN 1968

AUGUST 31, 1962

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



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Committee on Post Office and Civil Service



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# DUTIES OF CENSUS ENUMERATORS AND ADVANCING ECONOMIC CENSUSES

FRIDAY, AUGUST 31, 1962

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

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

Mr. HENDERSON. The subcommittee will come to order.

This subcommittee was appointed by the chairman of the House Post Office and Civil Service Committee for the purpose of considering the following bills: H.R. 11949 and H.R. 11999—introduced by Mr. Murray and Mr. Corbett, respectively—and H.R. 11950 and H.R. 12000—also introduced by Mr. Murray and Mr. Corbett, respectively.

The subcommittee is composed of Mr. Olsen, Mr. Ichord, Mrs. Norrell, Mr. Udall, Mr. Johansen, Mr. Cunningham, Mr. Roussetol, and Mr. Derwinski; I have been designated chairman.

These bills which were introduced at the request of the administration are designed to give the Bureau of the Census flexibility in planning for the next decennial census and to permit a more equitable workload on the computer facilities during the 10-year program cycle of the Bureau.

The Director of the Bureau of the Census, Hon. Richard M. Scammon, is here to explain more fully the need for these bills and to answer any questions which members of the subcommittee may have. It is my understanding that these bills are largely noncontroversial; the subcommittee staff has been unable to find anyone wishing to appear in opposition. However, there are some points which I believe should be fully explored before we act on these bills.

We will insert into the record at this point H.R. 11949, along with the language of section 25 of title 13 of the United States Code.

(The information referred to follows:)

[H.R. 11949, 87th Cong., 2d sess.]

A BILL To repeal section 25 of title 13, United States Code, relating to the duties of supervisors, enumerators, and other employees of the Bureau of the Census, Department of Commerce

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 25 of title 13, United States Code (relating to the duties of supervisors, enumerators, and other employees of the Bureau of the Census, Department of Commerce) is hereby repealed.*

*(b) The analysis of chapter 1 of such title is amended by striking out "25. Duties of supervisors, enumerators, and other employees."*

## TITLE 13, UNITED STATES CODE—CENSUS

## CHAPTER I—ADMINISTRATION

## SUBCHAPTER II—OFFICERS AND EMPLOYEES

## § 25. Duties of supervisors, enumerators, and other employees

(a) Each supervisor shall perform the duties imposed upon him by the Secretary in the enforcement of chapter 5 of this title in accordance with the Secretary's orders and instructions.

(b) Each enumerator or other employee detailed to serve as enumerator shall be charged with the collection in his subdivision of the facts and statistics called for on such schedules as the Secretary determines shall be used by him in connection with any census or survey provided for by chapter 5 of this title.

(c) Each enumerator shall visit personally each dwelling house in his subdivision, and each family therein, and each individual living out of a family in any place of abode, and by inquiry made of the head of each family, or of the member thereof deemed most competent and trustworthy, or of such individual living out of a family, shall obtain every item of information and all particulars required for any census or survey provided for in chapter 5 of this title. In case no person is found at the usual place of abode of such family, or individual living out of a family, competent to answer the inquiries, the census employee may obtain the required information as nearly as may be practicable from the families or persons living nearest to such place of abode who may be competent to answer such inquiries.

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Mr. HENDERSON. First, we will take up H.R. 11949—the bill to repeal section 25 of title 13, and at this point I will place in the record a letter of May 15, 1962, to the Speaker of the House of Representatives from the Acting Secretary of Commerce, Mr. Edward Gudeman, along with a statement of purpose and need prepared by the Department of Commerce.

(The information referred to follows:)

THE SECRETARY OF COMMERCE,  
Washington, D.C., May 15, 1962.

HON. JOHN W. MCCORMACK,  
Speaker of the House of Representatives,  
Washington, D.C.

DEAR MR. SPEAKER: There are enclosed four copies of a draft bill to repeal section 25 of title 13, United States Code, relating to duties of supervisors, enumerators, and other employees and four copies of a statement of purpose and need in support thereof.

We are advised by the Bureau of the Budget that, from the standpoint of the administration's program, there would be no objection to the submission of this proposed legislation to the Congress.

Sincerely yours,

EDWARD GUDEMAN,  
Acting Secretary of Commerce.

## STATEMENT OF PURPOSE AND NEED

The purpose of this legislation is to repeal section 25 of title 13, United States Code, which relates to the duties of supervisors, enumerators, and other employees of the Bureau of the Census. Section 25 is no longer necessary to carry out the census-taking functions of the Bureau of the Census as the duties of the enumerators and supervisors are established through regulations issued by the Bureau of the Census. Enumerators and supervisors are no longer used in the basic data-collection procedures of any censuses other than population, unemployment, housing, and agriculture; the development of improved techniques is changing the nature of their function in those censuses and may make possible some reduction in the numbers required.

The present requirement in subsection (c) of section 25 that an enumerator must personally visit each dwelling house in his subdivision and each family therein is no longer practical and greatly increases the cost of taking a census.

If the Bureau of the Census were permitted to take a census by sending the forms through the mail and having the filled-in reports returned by mail the cost of the census would be greatly reduced. At the same time, procedures involving the use of mail questionnaires and appropriate followup improve the quality of the data collected in the census.

We believe enactment of this legislation is necessary for the more efficient operation of the Bureau of the Census. Therefore, we urge early enactment of this legislation.

Mr. HENDERSON. Would you proceed, Mr. Scammon, as you see fit. Later, we will want to question you and perhaps ask for further clarification. Would you begin by introducing your colleagues to the members of the subcommittee?

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

Mr. SCAMMON. I have with me Dr. Ross Eckler, Deputy Director; Mr. Walter L. Kehres, Assistant Director for Administration; Mr. Edwin D. Goldfield, Chief, Statistical Reports Division; and Mr. Matthew E. Erickson, attorney-adviser.

We have these two pieces of legislation, Mr. Chairman. I shall at this juncture, in accordance with your wish, consider H.R. 11949 and H.R. 11999, dealing with the question of enumerators for the decennial population census.

There is a formal statement, a rather short one, which has been submitted for the record. If I may I would like to quickly summarize that for the benefit of members of the committee.

Mr. HENDERSON. Is this limited to the first bill?

Mr. SCAMMON. It is, simply to the matter of the repeal of the present restrictive legislation with respect to enumerators.

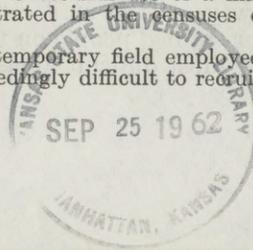
Mr. JOHANSEN. I ask the statement be included in the record in full. (The statement of Mr. Scammon follows:)

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

The purpose of bills H.R. 11949 and 11999 is to repeal section 25 of title 13, United States Code, the body of law pertaining to the Bureau of the Census. Section 25, which relates to the duties of enumerators, supervisors, and other employees of the Bureau of the Census, is an outmoded section that is no longer necessary, as the duties of the enumerators and supervisors are established through regulations issued by the Bureau of the Census. It is indeed an impediment to the development and utilization of modern techniques of census taking. In particular, section 25 includes a requirement that the enumerator must personally visit each dwelling place in taking the population census. This requirement dates back to the 19th century when door-to-door canvass was used for all censuses and alternative methods had not been considered and tested. As of today, changes in the living conditions of the population and developments in enumeration techniques make it appear that censuses can be taken more accurately and more economically without actual door-to-door canvass in every area.

Evaluation of the experience gained in the 1960 censuses of population and housing, and research currently in progress, indicate that significant improvements can be made in the procedures of the next decennial census that would make it possible to collect the data primarily by mail, with important reliance on the facilities of the Post Office Department, with followup by enumerators where necessary, and with intensive door-to-door canvassing in selected areas where mail procedures would not yield complete coverage. Successful use of a mail canvass with followup has been repeatedly demonstrated in the censuses of business, manufactures, and mineral industries.

Under the procedures used in 1960, some 200,000 temporary field employees would be required to take the 1970 census. It is exceedingly difficult to recruit,



train, and supervise such a large temporary field force; we estimate that the job might be more efficiently done with some 80,000 well-qualified temporary field employees if the requirement for the enumerator personally to visit every household is removed. The removal of the requirement would give the Bureau of the Census flexibility to use the most efficient methods which can be developed for the taking of the census.

Although the 1970 census is at some distance in the future, enactment of the legislation at this time is important because the Bureau of the Census is already engaged upon studies, including field tests, leading to the development of new procedures. These studies involve significant expenditures which would be more than repaid if the indicated improvements in techniques eventuate, but depend upon the assumption that the restriction imposed by section 25 can be removed. We would be reluctant to go beyond the research and development phase of this program without the removal of the restriction, and such further progress should not be delayed because the development of an address register to support a mail canvass and the development of the full set of procedures require a considerable period of time.

Mr. SCAMMON. This is, in brief, enabling legislation to permit the taking of the decennial census, at least in part, by mail.

In the past each census has been taken on a knock-on-every-door basis. An enumerator has been appointed. He has gone around door to door to do the best he can to find all of the 180 million Americans in 1960, and presumably would do the same in 1970, 1980, and so on.

We have found that by the development of the postal service, by the development of our own techniques for maintaining listings of addresses, a great deal of this kind of work can be done just as efficiently and rather less expensively if we can do it by mail.

We don't believe that this mail technique is effective in all parts of the country. There are some areas in the big cities, and some rural areas, in which this kind of enumeration would not be effective. In suburban areas, however, and in other parts of our country, our feeling has been that the taking of the decennial census by mail might be a way in which we could save money and enable us to use our resources to concentrate upon the more difficult areas of census counting.

The purpose of this legislation is to make permissive to the Bureau of the Census the use of this mail technique if it is determined to be the best way of working in 1970.

I hasten to add here, Mr. Chairman, that naturally in the 1970 census, as in any other census, the final determination of whether or not this technique can be used must be in the hands of the Congress through the appropriating authority and through the various hearings that presumably would be held by this subcommittee in terms of the planning phases of the 1970 census itself.

Mr. JOHANSEN. Off the record.

(Discussion held off the record.)

Mr. SCAMMON. I know there is a sense of uneasiness on the part of Members of Congress at the growth of bureaucratic decision on essentially legislative matters. Our view would be that we would want to go ahead, if this is agreeable to the committee and the Congress, to plan the census as best we can in terms of two primary goals:

First, the most efficient and effective counting of every American;  
Secondly, the counting of that American at the cheapest possible cost per head.

We feel as we have developed these census techniques in the past few years the mail census will be a way to enable us to concentrate our trained people on the most difficult parts of the census-taking job, the most difficult areas.

In areas which are well settled, well established, in which there is little movement of population, where the educational level is high, we may be able to use the mail technique efficiently.

We do not propose here to proceed immediately to that undertaking. The nature of this legislation would be to remove the present requirement that each decennial population census be taken on a door-to-door basis, to enable us to suggest to the Congress, in this committee and in the Appropriations Committee, the desirability of some other way of doing it in 1970.

The reason we come in at what may seem a very early stage in the game here in 1962 is that the planning for this kind of census depends upon the testing of the capacity and capability of this mailing technique.

I think it would be imprudent of us to go too far in testing a technique which it was not assured we might have the opportunity to use.

In other words, if Congress were not really prepared to let us use the mail technique, which we thought was desirable, I would not want to invest the taxpayers' money in the testing of a technique which would not already have the possibility of being actually used in the census itself.

The statement sets out some of the details involved, Mr. Chairman, in this proposal. The bill itself and the letter to which you referred are here, and we shall be happy to answer any questions members of the subcommittee might have on this.

Mr. HENDERSON. Thank you, Mr. Scammon. I know the Census Bureau had difficulty in 1960 in recruiting qualified personnel. It might be well at this point for the record if you would discuss this problem briefly.

Mr. SCAMMON. In 1960 we recruited about 180,000 temporary field employees at an average rate of \$1.60 an hour. This was not an easy task. It would not be an easy task even if the wage rate were higher. At that wage rate there were a number of areas in this country where the Bureau had to advertise, had to go to the employment service to secure people to do the job, though in some parts of the country there was no difficulty at all. People in such areas were happy to do this work at this rate and did a competent job.

The recruiting of this large a field force in what amounts to quick time is always a stupendous job, and it was in 1960.

I think our problem was particularly difficult in the congested areas of the larger cities where we had to go down the line and get, in some instances I am afraid, people not entirely qualified.

It doesn't mean they were entirely unqualified but they were not as well qualified as we would have liked.

By the use of a mail census in some parts of the country we would be able to concentrate our top people in these particular areas to assure maximum count straight down the line.

Mr. HENDERSON. On the whole would you say that the referral system used for recruiting supervisors and enumerators is satisfactory to the Bureau?

Mr. SCAMMON. The referral system in 1960, Mr. Chairman, was a Republican referral system. Our premise is that in 1970 it might be a Democratic one.

Mr. JOHANSEN. Let me say at that point that this is a dirty partisan trick if they are going to be Democrats in control in 1970. I don't

know of any bigger headache that I have had in my service in Congress than recruiting these workers.

If our friends on the other side of the aisle are going to get out of recruiting I think that is taking unfair advantage.

Seriously now, I commend this proposal to try to reduce the required number of manpower by doing it in a more efficient manner.

Mr. SCAMMON. My colleagues who were in the Census Bureau in 1960 tell me many members shared your view.

Quite frankly, Mr. Chairman, our feeling has been that the referral system works pretty well, because in the final analysis no person is put on the payroll as an enumerator unless that person can pass a qualifying test.

If someone is referred to us who cannot pass that test they simply are not hired. As long as we have that control in the Census Bureau over the qualifications of the people it works pretty well.

Actually as we go down the line from area, regional, district supervisors, and down to the enumerators, considerably less than half of the enumerators came to the Bureau in 1960 as representative of the referral source. Many were picked up through the employment services.

Most of them were completely nonpartisan and nonpolitical. There are many instances in the larger cities where I am sure you will find the great majority of the enumerators, if they had political affiliation at all, did not have the political affiliation of the White House at that time. I am sure this was true in many Southern States.

I think the referral source has given us an opportunity to identify quickly a source of personnel, people who know the area, can pass the test, and can be adjudged qualified. I would not take any particular exception to the referral system.

Mr. HENDERSON. By what amount do you estimate that this new legislation might decrease the number of people required for the next census?

Mr. SCAMMON. This has to be necessarily broad. Our thinking would be that the number of enumerators in 1960, that is the 180,000, would normally be expected to be increased to about 200,000 in 1970 by the growth of population if we were to use the old system. This might now be reduced to perhaps 80,000.

Those 80,000 would, in our view, be in each case more qualified in the sense we would have a greater opportunity to check out the individual and to assure their maximum qualification.

We would have then an opportunity by the use of a smaller number of enumerators to employ the enumerator for a longer period of time, to use that enumerator on more detailed and complex work, and in the easier areas to use the mail census operation.

The actual number of enumerators certainly would be reduced.

Mr. JOHANSEN. Would the employment of these fewer enumerators for a longer time offset any savings dollarwise from the reduction in the total number of enumerators?

Mr. SCAMMON. Our thought would not be that the employment of the 80,000 would not equal the same number of man-weeks that the other number would represent.

We hope they would not only count more but also more efficiently for less cost.

Mrs. NORRELL. That would also tend to increase your permanent staff, would it not?

Mr. SCAMMON. No, I wouldn't think so, Mrs. Norrell. The planning as I know it would not affect the permanent staff at Suitland, let us say, or the field offices. These 80,000 still would be temporary workers.

Mrs. NORRELL. If the census were made by mail then you would have a bigger influx of work into your office, would you not?

Mr. SCAMMON. A great deal of this would be handled by the computers, which is the great advantage of using the mail operation. In other words, you can operate with a temporary clerk to transfer the data from a mail questionnaire to a computer tape.

I believe the permanent personnel will not be affected in any measurable way by this.

Mr. HENDERSON. For the 80,000 enumerators that you estimate you would use if we enacted this legislation, you think you would use the same recruiting devices as you have in the past, specifically the referral system?

Mr. SCAMMON. I would think so. It has worked in providing us with a good source of people, if the people who are not qualified are not appointed.

This applies to both sides of the aisle—the referral source has been reasonable in not pushing upon us people not qualified, and very reasonable, again on both sides of the aisle, in suggesting if the referral source cannot provide people then they may be secured anywhere we can find them.

I would think on the basis of 1960 that if we could have taken the top 75,000 of the 180,000 we did have working, qualifications of that top 75,000 would have been measurably greater than the qualifications of the remainder.

Mr. HENDERSON. Do you think this legislation will speed up the duration of the enumeration period—shorten that period?

Mr. SCAMMON. Actually it is not the enumeration period that is the time factor so much as it is the processing of the data. Most of the actual enumeration, door-to-door and the rest, was accomplished within a matter of a few weeks or months at the most. However, I think it should speed it up. Instead of having to go to every door, and in many instances missing people, going back, telephoning them, and then going back when they decided to go to the movie instead of waiting for you as they said they would, they can respond by mail, put it in the mail, and finish it up. This means that a large proportion of the answers would come in shortly after April 1, the date of the census, and the accuracy would be greater. The amount of callback required in a given area, say an apartment house, probably would be much less by the use of a mail census than it would by individual contact.

Mr. HENDERSON. The statistics would be much better, then.

Mr. SCAMMON. Yes. The speedup of the replies and our ability to select only the most qualified personnel, and the ability to concentrate those qualified people in problem areas, as I say, particularly congested areas of the big cities, would enable us to assure a greater accuracy all the way through on these statistics.

Mr. HENDERSON. Members of the full committee have felt that greater use of the Post Office Department personnel should be made in the decennial census, especially the letter carriers who are perhaps the best informed people about where people live.

Do you think this proposed legislation would call for greater participation of the postal service in the census?

Mr. SCAMMON. Very much so. We would rely upon the postal service for the distribution and collection of the mail census segment of the survey.

We have had very close working relations with our friends in the postal service in special census operations we have been taking, for example, in Fort Smith, Ark., where we have done two now, where we have tried out some of these techniques.

We are maintaining now a close relationship with them and we hope to develop that even further. Dr. Eckler might want to expand on this.

Dr. ECKLER. The Post Office also would be used shortly before the census to update the lists of dwelling units. That would be an important job and it would be making a real contribution in assuring completeness, in assuring we had every address to send out these forms.

Mr. HENDERSON. You have an up-to-date mail address or mail address system, I assume. How would this work immediately prior to and during the enumeration?

Dr. ECKLER. The plan would be this: To start off with the list of addresses from the latest census, to update that as best we can from information regarding new dwelling units, such as permits which have been issued in many parts of the country giving us a very good lead to the new dwelling units. We would keep the list up to date through that source.

Then, in order to identify the dwelling units which are not covered by permits, and also to enable us to eliminate those which have been demolished, we would call on the Post Office people shortly before the census, perhaps 3 or 4 months before, to look over these lists. The work would be done by the carriers. They will look the list over for their own areas. Add those which need to be added, and delete those which are no longer there.

They would let us know all the changes so we would have a controlled list of the units according to the best current knowledge of the Post Office people.

Then these pieces would be mailed to this updated list of addresses, and we would follow up on the ones for which returns do not come in.

That, very briefly, is what we have in mind as the procedure for use.

Mr. HENDERSON. We know that the Census Bureau had difficulty in 1960 in enumeration, especially in large cities, in areas such as the Bronx of New York and the South Side of Chicago.

Mr. Scammon, what will this proposed legislation do to improve the census counts in those difficult areas which you encounter?

Mr. SCAMMON. I think the fact we will be able to get a better level of enumerator in the first place, we will be able to spend more time training them, we will be able to saturate these areas with trained and qualified people rather than having to rely upon a single enumerator to go around. These are the main advantages.

I also think we can improve the coverage and quality in these problem areas.

Mr. HENDERSON. As I see it, then, the enactment of this legislation would permit you to give more and special attention and special effort to the trouble areas which you know exist throughout the country?

Mr. SCAMMON. We certainly would hope so. Our feeling has been that if we have missed people, and we know we have, the evidence seems to be that the largest number were missed in these large cities. Indeed, several Members of Congress have indicated to me personally their feeling their district may have been undercounted, and I couldn't say it was not.

In these big urban areas, where there is a rapidly moving transient population, some particular segments of these cities are extremely difficult to enumerate. They are also extremely difficult to do anything else with—register voters, collect taxes, and so on.

We feel a concentration program, a saturation program in these areas can assure a maximum count.

Mr. HENDERSON. I think you already made the point that the major objective is improved quality with perhaps some savings in cost. This is a thing we are all interested in.

With regard to the postal carriers doing their work, updating the mailing list, would this be part of their regular work? Would they get special pay?

Mr. SCAMMON. I don't think we can say now we have worked this out in detail. Some of this would depend upon the amount of work involved. It also depends upon how we negotiate with the Post Office Department.

We would like to have it done for free but I expect it will be handled on a reimbursable basis as in the past. We will have to negotiate this out.

My own view is no matter how it is arranged, our objective will be to get these services, get the total service of the census for less money in 1970 in terms of the people counted and the accuracy of the count itself.

Mr. HENDERSON. There again the negotiation position would be improved with this legislation which gives you the authority to do a mail count, so to speak?

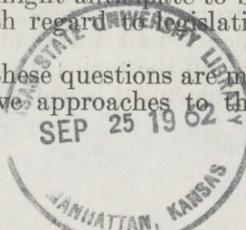
Mr. SCAMMON. Yes. Actually if we did not have this legislation, quite honestly I wouldn't want to spend a great deal of money in testing and research work because there is not much point in doing testing and research work which involves thousands of dollars unless there is some reason to believe it will produce an effective money-saving and/or quality-improving result.

Mr. HENDERSON. On this particular point it might be that this subcommittee, or the full committee, could be of assistance to you with regard to your relationship with the Post Office Department as you negotiate with them.

Mr. SCAMMON. We would appreciate your assistance, Mr. Chairman, though I would hasten to add so far as I can tell from my own contacts with the Post Office, and those of my colleagues, relationships are excellent. The postal people want to do everything they can to help us. They see in this an opportunity to make a savings to the taxpayer, and I think this is a fine example of cooperative effort between two parts of government.

Mr. HENDERSON. This illustrates what we might anticipate to be a continuing function of our subcommittee with regard to legislation, or at least investigation.

Mr. SCAMMON. I would hope so. Many of these questions are more than just money questions. They do involve approaches to these



problems, cooperative work between various agencies of the Government, in this instance two of which are under the jurisdiction of the larger committee.

We would hope to have the counsel and advice of this subcommittee, as well as the larger committee, in addition to our friends on the Appropriation Committee.

Mr. HENDERSON. If under the new system we were going to find we paid postal carriers, this payment would be to Government employees themselves rather than to special enumerators?

Mr. SCAMMON. I feel sure that the carriers would be paid for any extra work they do. That would be our present understanding, although again I would say all of this is subject to negotiation. Our hope is to improve the quality of the census and have it cost less money. There is a problem, of course, in the use of postal employees at their rate as opposed to enumerators at their rate. This is one of the things that would have to be adjudicated in terms of the competence of the individuals and the rate being paid.

Mr. HENDERSON. I understand you now have authority to use the Post Office Department personnel.

Mr. SCAMMON. This is true, Mr. Chairman. What we do not have authority to do is to take any part of the population census by mail.

Mr. HENDERSON. As I understand this particular bill, the essential action we are talking about this morning is to delete subsection (c) of section 25. Since subsections (a) and (b) are not necessary or pertinent to the present day census operation it is proposed by the bill to delete the entire section. Is that correct?

Mr. SCAMMON. That is correct.

Mr. HENDERSON. Questions by members of the subcommittee?

Mrs. NORRELL. Congress sometimes is criticized for not giving the departments a little more leeway in order to bring their operation up to better standards. It seems to me there is a good opportunity now to let your Department have some leeway as to the most economical and efficient way of proceeding with this program. I should be very much in favor of this legislation.

Mr. SCAMMON. Thank you, Mrs. Norrell.

Mr. JOHANSEN. Mr. Scammon, I shall try not to be repetitious of the very excellent questions the chairman has asked.

Would you state very briefly what it is basically which determines the effectiveness or noneffectiveness of the mail technique? In other words, what are the situations in which the other door-to-door techniques are necessary?

Mr. SCAMMON. Let us take a case in point. Let us take the metropolitan area of Detroit. There are some areas—Bloomfield Hills, for example—in which I think a mail census would operate 100 percent efficiently. This place has a high income level, a high educational level. People are used to receiving mail and they are used to sending mail. They are people who can fill out the questionnaire. They understand its purpose. They would mail it in and this would be fine.

There are also in the metropolitan area, however, transient areas, boardinghouse areas, areas of low educational attainment levels, in which a mail census might not reach the people. They might never pick up the mail. It might be that they are back on the third floor of a tenement house, ring two short and three long for Jones, two long

and three short for Smith, and so on, where mail is neither habitually received nor sent. In those areas we want to make an intensive knock-on-the-door count, check and doublecheck to be sure we get these people. They have as much right to be counted as anybody in Bloomfield Hills.

From our point of view as statisticians and censustakers our job is to count everybody in as much detail as the law desires at the cheapest possible cost.

The flexibility Mrs. Norrell mentioned with respect to the use of the mail census in our view, and again depending upon testing and reaffirming that view and depending upon the committees of the Congress and the Congress itself approving that view, would be that we probably could do a better job in 1970 than we did in 1960, or in previous censuses, by reason of introducing this newer and more modern technique for those areas in which it can be usefully employed.

Mr. HENDERSON. Using your illustration, the use of these new methods in the census would be in getting more exact figures on the more difficult areas because from your illustration they would be the problem areas in a city, not only the census problem but also a problem for the city administration.

Mr. SCAMMON. For many city administrations this is true. For many city administrations the problem area in terms of expenditures is the area of greatest transiency, lowest income, lowest educational attainment.

On the other hand, I think from the point of view of users generally, the primary need is for the most accurate statistics possible, whether these users be in city government, Federal Government, business users, academics, whoever they may be. I would like to feel that we had made a contribution in insuring that the 1970 census was the most accurate that it was possible for us to take within prudent limitations.

Mr. HENDERSON. Our committee was very much impressed with the problems of urban renewal and relocation of populations, and certainly to accomplish a better census in those tough areas, I think, would be a great help, limiting my remarks to just two problems of urban renewal and the relocation of people.

Mr. JOHANSEN. I do not want to go too much into the minutiae of the Post Office Department operation, but I was not exactly clear about the preliminary information that the carriers would obtain. Is that the streets and residences or the identity of at least one resident?

Mr. SCAMMON. It is on the addresses. Perhaps Dr. Eckler would add in detail on this.

Dr. ECKLER. Mr. Congressman, we would have, from our electronic equipment, a printout which would show every address, classified by very small areas. That list of printouts, perhaps in the form of individual file cards, would be turned over to the carrier to review to see whether this corresponds with the stops that he makes as he delivers his mail. If we failed to have a particular address, he would add that and let us know about it. If, on the other hand, we had an address for a house that had been burned down, demolished, consolidated, or otherwise changed, he would note that and let us know. So, we would get from him an updated, complete count, we hope, of all the points to which he delivers mail. We would not need to have any information about the names of the people.

Mr. JOHANSEN. That suggests a further question. Would the mailing by the Census Bureau to 23 Elm Street in Marshall, Mich., be to occupant?

Dr. ECKLER. Presumably it would be to occupant, and we would want to find a way of having that mail identified so it was not lost in the other mail that goes to occupant.

Mr. JOHANSEN. That is the problem that occurred to me.

Dr. ECKLER. That is something which should receive study.

Mr. JOHANSEN. What is the procedure in respect to the followup on nonresponse to this mail where you know, by the verification the letter carrier has given you, that there is a 23 Elm Street? Is there any control as to whether you know that you get a return?

Dr. ECKLER. Yes, indeed, Mr. Congressmen. That is the reason for the situation the Director mentioned. There would be a somewhat increased amount of office work in the part of some of these people who are recruited for 1970. There would be a control list, and we would check off the responses against that list. Then when we found that 23 Elm Street had not yet returned a form after a reasonable time, the enumerator, again a more carefully selected and better person on the average, we hope, would follow up to see whether that place was vacant or whether they were just paying no attention, or whatever else the reason might be. There would be that followup.

Furthermore, for those returns which came in but were not complete because some of these people may not interpret our request accurately in every respect or they may be careless, we may have to have some followup. The enumerators also would do that to insure completeness.

Mr. JOHANSEN. I understood from previous remarks, either by Mr. Scammon or the chairman, that you have adequate existing legislation to authorize this additional participation by the Post Office Department. Is that correct?

Mr. SCAMMON. That is correct, sir.

Mr. JOHANSEN. Does it strike the chairman that there is any value in incorporating, possibly not by testimony but by a written statement, some indication from the Post Office Department as to their concurrence in this plan?

Mr. HENDERSON. The legislative authority to permit this?

Mr. JOHANSEN. Yes, and the procedure. I am just asking whether that would be helpful.

Mr. HENDERSON. I think perhaps Mr. Scammon could advise us as to what his impression is of the attitude of the Post Office Department and specifically as concerns the question of Mr. Johansen.

Mr. SCAMMON. Our work with the Post Office has been, quite frankly, on an enthusiastic basis on both sides. They are anxious to help and we are anxious to have their help. I would add, of course, this is all still in the testing stage. The remarks we have made about such matters as checking to make sure we do not lose an envelope in the mail, the techniques for going back and doing a resurvey—all these things we want to test out in a great deal more detail than we have been able to.

The special censuses, the one in Fort Smith, Ark., to which I referred, for example, are one way to do this. These, of course, are censuses paid for by local communities, usually to establish their population number to get some increase in State aid. As we get into 1963 and 1964, these will increase, because as you get further and further

away from 1960, more cities are convinced that they have now gained enough people to get an extra X thousand of dollars on the gas tax arrangement. So we have more and more "patients" to work on with this particular device.

I would hesitate to ask our friends in the Post Office to endorse any specific arrangement, even of the kind we have been discussing here, in advance. I am sure they would be more than happy to endorse the general concept.

Mr. JOHANSEN. That is all I had in mind. The only thought I had in connection with that is that if our colleagues in the full committee or on the floor raised a question as to whether there had been any expression of attitude by the Department, it might be helpful to be able to answer affirmatively.

Mr. SCAMMON. We might have a letter from them.

Mr. HENDERSON. I shall ask the staff to make an inquiry of the Postmaster General on this point.

Dr. ECKLER. Mr. Chairman, might I add one point. In these special censuses of Skokie and Fort Smith which the Director mentioned, arrangements were made with the Post Office Department for doing just the kind of thing we are talking about, and I think the fact that they have gone along enthusiastically, helpfully, and cooperatively on this is a very good indication of their approach to this.

Mr. JOHANSEN. I had no doubts or misgivings in my own mind, but I wanted to respond to any that might arise in connection with this in order to help the legislation.

Mr. SCAMMON. I might add, off the record.

(Off the record.)

Mr. JOHANSEN. I have one final question, again one which has been touched on. I was reading the full section 25, and I assume from what has been said—and I would be glad to have counsel verify it—that there is nothing in (a) or (b) which would make the repeal of those subsections undesirable.

Mr. SCAMMON. Let me ask our counsel what the view would be here.

Mr. ERICKSON. I cannot see where the repeal of all three subsections of section 25 or the complete section would have such an effect.

Mr. JOHANSEN. It says the supervisor shall perform the duties imposed upon him by the Secretary in the enforcement of chapter 5 of this title. Frankly, I have not put my finger on chapter 5.

Mr. ERICKSON. Chapter 5 is the Census of Manufactures, Population, Housing, Government, and Industry.

Mr. JOHANSEN. This is a technical point. I wanted to make sure we did not repeal more than you wanted us to or intended us to.

Mrs. NORRELL. Just one question. Have you had enough of the test censuses yet to be able to determine the return of the mail which has been sent out?

Mr. SCAMMON. It has been very high, Mrs. Norrell. Again, I think Dr. Eckler might answer this in more detail.

Dr. ECKLER. Yes. The results have been extremely encouraging. As I remember, on the order of 80 percent respond.

Mrs. NORRELL. That is extremely high.

Dr. ECKLER. It has been very encouraging. As a matter of fact, under the conditions of the full census when you have the radio, press, and television of the whole country at work on this, with possibly some kind of very high level TV program the night before the census starts,

I think the chances of improving substantially would be very, very good.

Mrs. NORRELL. One more question. In sending out this mail to the person, do you have some form of return and the Census Bureau would defray the expense of that return from the person to the Bureau?

Mr. SCAMMON. Yes, that is right, Mrs. Norrell. A franked envelope is enclosed for the sending back of the material.

Mr. JOHANSEN. Mr. Chairman, that raises a question. The mailing cost, I assume, would be allocated, budgetwise, to Census.

Mr. SCAMMON. I am sure our friends in the Post Office would take care of that, yes. I think they are very alert on these matters.

Mr. JOHANSEN. Is there any indication of how expensive that would be? It would involve two mailings, I assume.

Mr. SCAMMON. It would involve a mailing out and a mailing back, yes, sir.

Mr. JOHANSEN. Unless there were a followup reminder to the occupant that they had not been heard from.

Mr. SCAMMON. Again, this is one of the things we would want to test out in more detail, but our view would be that on the mailing out and mailing back, if we can get a 90-percent response, it would be very good. I think it is reasonable since we had 80-percent response in a special census which a lot of people did not know was being taken. The cost of mailing as opposed to the time of an enumerator going out and knocking on the door would be a tremendous saving, because when one went back, the recall enumerator would still be doing only what he would have had to do for every one of the individual houses in his area before.

The actual measure of that saving I would not want to try to estimate.

Mr. HENDERSON. Thank you, Mr. Scammon.

Next we shall move to the bill, H.R. 11950, a bill to provide for the taking of economic censuses 1 year earlier. At this point I will place in the record the bill H.R. 11950, along with the language of section 131 of title 13 of the United States Code, and also a letter of May 17, 1962, to the Speaker of the House from the Acting Secretary of Commerce, along with the statement of purposes prepared by the Department of Commerce.

(The material referred to follows:)

[H.R. 11950, 87th Cong., 2d sess.]

A BILL To amend section 131 of title 13, United States Code, so as to provide for taking of the economic censuses one year earlier starting in 1968

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 131 of title 13, United States Code, is amended to read as follows:*

**“§ 131. Collection and publication; five-year periods.**

“The Secretary shall take, compile, and publish censuses of manufactures, of mineral industries, and of other businesses, including the distributive trades, service establishments, and transportation (exclusive of means of transportation for which statistics are required by law to be filed with, and are compiled and published by, a designated regulatory body), in the year 1964, then in the year 1968 and every fifth year thereafter, and each such census shall relate to the year immediately preceding the taking thereof.”

## TITLE 13, UNITED STATES CODE—CENSUS

## CHAPTER 5—CENSUSES

## SUBCHAPTER I—MANUFACTURES, MINERAL INDUSTRIES, AND OTHER BUSINESSES

## § 131. Collection and publication; five-year periods

The Secretary shall take, compile, and publish censuses of manufactures, of mineral industries, and of other businesses, including the distributive trades, service establishments, and transportation (exclusive of means of transportation for which statistics are required by law to be filed with, and are compiled and published by, a designated regulatory body), in the year 1954 and every fifth year thereafter, and each such census shall relate to the year immediately preceding the taking thereof: *Provided*, That the censuses of manufactures, of mineral industries, and of other businesses, including the distributive trades and service establishments, directed to be taken in the year 1954 relating to the year 1953 shall be taken instead in the year 1955 relating to year 1954.

THE SECRETARY OF COMMERCE,  
*Washington, D.C., May 17, 1962.*

HON. JOHN W. McCORMACK,  
*Speaker of the House of Representatives,*  
*Washington, D.C.*

DEAR MR. SPEAKER: There are enclosed four copies of a draft bill to amend section 131 of title 13, United States Code, so as to provide for earlier taking of the economic censuses and four copies of a statement of purpose and need in support thereof.

We are advised by the Bureau of the Budget that, from the standpoint of the administration's program, there would be no objection to the submission of this proposed legislation to the Congress.

Sincerely yours,

EDWARD GUDEMAN,  
*Acting Secretary of Commerce.*

## STATEMENT OF PURPOSE AND NEED

The purpose of the proposed amendment to section 131 of title 13, United States Code, is to provide for the taking 1 year earlier starting in 1968 of the censuses of manufactures, of mineral industries, and of other businesses, including the distributive trades, service establishments, and certain forms of transportation. Under present law the censuses would be taken in 1969.

The amendment is desirable because new developments in census procedures, particularly those involving the application of electronic computers, have changed the circumstances as to optimum timing of the various censuses. By changing the date of the economic censuses to a year earlier it will be possible to complete the work of those censuses in time to transfer electronic computers, key personnel, and space to the censuses of agriculture, population, and housing, and thereby promote greater economy and efficiency in the use of available resources.

The Department recommends early approval of this legislation by the Congress.

Mr. HENDERSON. What would you like to tell us about this bill, Mr. Scammon? If you have a prepared statement, we will insert it.

Dr. SCAMMON. Again, we have a short statement, which I will not read in detail, but which is available for inclusion in the record.

(Dr. Scammon's statement follows:)

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

The purpose of H.R. 11950 and H.R. 12000 is to amend section 131 of title 13, United States Code, to provide for the taking 1 year earlier, starting in 1968, of the quinquennial censuses of manufactures, mineral industries, and other businesses, including the distributive trades, service establishments, and certain forms of transportation. Under the present law, these censuses are taken in years ending in "4" and "9" with the data collected covering the preceding calendar year. Under the amendment, the censuses scheduled to be taken in 1964 covering 1963 would be unchanged, but the schedule thereafter would be advanced 1 year.

At one time all of the censuses were taken simultaneously in the year ending in "0." When the Bureau of the Census became a permanent agency, one of the chief resulting advantages was that it became possible to disperse some of the censuses, or groups of related censuses, through the decade so as to level the workload and permit better utilization of personnel, space, and equipment—and to permit some of the censuses to be taken more frequently than decennially, as deemed necessary. The schedule that was worked out was an efficient one in terms of the techniques and resources then available. However, improved procedures, especially those made possible by the application of electronic computers to census processing, have altered the optimum timing of the major periodic censuses. The change in timing of the economic censuses as provided by this legislation would apportion computer utilization requirements during a 10-year cycle more evenly than the present schedule, and would do more than any other single change to reduce the peaks in requirements that are now experienced. By changing the date of the economic censuses to a year earlier, it will be possible to complete the work of those censuses in time to transfer electronic computers, key personnel, and space to the censuses of agriculture, population, and housing, and thereby promote greater economy and efficiency in the use of available resources. If this change were approved the processing peak for the next major aggregation of censuses, covering the years 1967 to 1970 would be reduced by about 10,000 computer hours, or nearly the output of two Univac 1105 systems working around the clock all year.

Early enactment of this legislation is desirable because the Bureau of the Census must plan the buildup of its resources for major censuses well in advance and must develop well in advance its schedule of other undertakings so as to dovetail with the censuses. Adequate leadtime is especially needed in the case of the acquisition of large-scale electronic data-processing equipment, where typically a span of several years occurs in a well-ordered program of study, specification, construction, installation, and proving in.

Mr. SCAMMON. The basic purpose of the bills here considered is to move forward the taking of the so-called economic censuses, that is, the censuses of manufactures, mineral industries, businesses, and transportation, by 1 year. Normally they are taken in the years ending in "4" and "9"—1964, 1969. They deal with the previous years activity—1963 and 1964. In other words, a businessman is asked in 1964 to report on his business in 1963.

From the purposes and operational methods in the Census Bureau, our estimate is that we can save money or go into greater detail on the individual census material by being able to even out the load of our work, if we can move forward this economic census by 1 year.

As you can imagine, taking the censuses is a sort of peak and trough operation. For people, this means employment and then unemployment. For computers, a constant stream of data is needed if they are to have maximum economic utilization. If it stands idle, it is simply a loss. It is there and we have paid for it, and it does not make anything for us. Conversely, if we have too big a peak with the computer, we have to go outside Government and buy private time for the additional work that is required, and that private time is expensive and we do not like to do that. We do not like to pay for it because we think we can do it cheaper since we have equipment at hand.

Under these conditions, our feeling is that if we can get a better balance in our periodic census programs by moving the economic census, beginning in 1969, up 1 year, we can have less of a peak and trough on our computer utilization and in our personnel utilization. This will enable us to perform these operations at less overall cost, or give us an opportunity to go into greater depth for the individual materials that we want, or both.

Mr. HENDERSON. Thank you.

I think it would be helpful at this time if we inserted in the record a schedule of the major censuses, which has been supplied, to give a full picture of your problem.

(The document referred to follows:)

*Schedule of major censuses*

Census	Frequency	Data pertain to years ending in—									First taken	Present authority		
		0	1	2	3	4	5	6	7	8			9	
Population.....	Years 10	X											1790	Art. I, sec. 2, clause 3, Constitution; 13 U. S. C. 141.
Housing.....	10	X											1940	13 U. S. C. 141.
Agriculture.....	5					X						X	1840	13 U. S. C. 142.
Irrigation.....	10											X	1890	13 U. S. C. 142.
Drainage.....	10											X	1920	13 U. S. C. 142.
Manufacturers.....	5				X							X	1810	13 U. S. C. 131.
Mineral industries.....	5				X							X	1840	13 U. S. C. 131.
Business.....	5				X							X	1930	13 U. S. C. 131.
Transportation.....	5				X							X	( <sup>1</sup> )	13 U. S. C. 131.
Governments.....	5			X								X	1850	13 U. S. C. 161.

<sup>1</sup> The first national census of transportation will be held in 1963.

Mr. HENDERSON. I think it would be very helpful to the subcommittee, gentlemen, if you would briefly describe for us the EDP equipment the Census Bureau now has, and tell us something about your plans for later in the sixties.

Mr. SCAMMON. At the present time we have two Univac I computers. The first of these is the original computer which was designed and built, in part at least, by Census and Government personnel, and is out at Suitland now.

In addition, we have three of the larger 1105 computers which have been acquired in the last 5 years, and a 1401 system here in Washington. We also have time contract arrangements with additional 1105 computers at the University of North Carolina and at the Armour operation in Chicago.

We have requested funds for the modernization and replacement program with respect to the new 1107 computer, one of which we hope to put in place this year and the other next year. These will replace the older and, while still operational, much less effective systems.

Mr. HENDERSON. It might be helpful if you told the subcommittee about the EDP contract you have with outside agencies, the University of North Carolina and Armour.

Mr. SCAMMON. Dr. Eckler, who participated in the negotiations on those contracts with both institutions, could provide more details.

Dr. ECKLER. Mr. Chairman, we have had two contracts for time on the 1105, one with the University of North Carolina, one with the Armour Research Foundation in Chicago. These contracts provided for two shifts of time through the end of the census period or the end of 1962. During this period we have been able to negotiate for additional time. There has been a very fine cooperative relationship in which they have done everything possible to meet the full requirements, which in some cases were greater than we had estimated. That has worked out extremely well.

At the end of this year these contracts change, so we have ability to count on one shift of time from both the university and the Armour Research Foundation. It may be possible that we can extend that time in the future to more than one shift, but it also would depend upon their needs from their other users, other organizations for which they do contract work.

There are some other arrangements which we have made from time to time for additional time to meet our peaks, from other Government agencies, and so on, but these are the major contractual arrangements which have taken place in the last several years.

Mr. HENDERSON. What do you anticipate, for example, the University of North Carolina would do with the computer after your contract terminates?

Dr. ECKLER. They are closely associated with the Research Triangle, with growing industry operations down in that area, and the anticipation is that they would be able to do a number of service jobs for research organizations, and so forth; also, that they may increasingly want to put on some of their own accounting and recordkeeping work for the university system, which of course is growing. That is the kind of direction in which they would move. Their own engineering laboratories and research work in the university, plus their teaching and training of students in the use of this equipment, presumably would require increasing use of the equipment. It is anticipated those needs in the aggregate would use up the additional time.

Mr. HENDERSON. Is the Bureau still having difficulty recruiting and holding the EDP personnel of all kinds?

Mr. SCAMMON. This is a hard problem, Mr. Chairman, and I think it applies equally well to the Bureau and to other parts of the Government and private industry. This is a new area. It is an area in which personnel demands have expanded rapidly. I think we are doing rather better now than we did before. We have trained some of our own people. We have put on an extensive recruiting program. The pay scales in Government are better than they used to be and, hopefully, they will be better still in the future. I think we do not have the problem now that we had some years ago.

On the other hand, it would certainly be incorrect for me to say there is no problem, because there is, as there always is in the development of a scarce skill. I think, though, we have it better under control. In fact, I think we have it under manageable control now as compared to some years ago when it was really a major critical problem for the Bureau.

Mr. HENDERSON. Do you find any advantages in contracting with the University of North Carolina with regard to personnel than you would, say, with Armour Research Foundation?

Dr. ECKLER. I suppose there might be a larger group of technical people that you might be able to interest in the work, and some of them might be recruited more effectively through a large university than would be true of a research foundation, but in both cases the cooperation was extremely good, and I think the opportunities for recruiting people and expanding this kind of staff are especially good around a big university like the University of North Carolina.

Mr. HENDERSON. Have the special pay scales for scientists and technicians been helpful to you?

Mr. SCAMMON. Yes, they have been very helpful in carrying us over a difficult point in time when there was a real gap.

The higher in-hiring rates of pay authorized by the Civil Service Commission for our engineers and mathematical statisticians have been a real help in recruiting and retaining personnel. The so-called Public Law 313 positions will be helpful too when some of them become available to us.

Mr. HENDERSON. Have you discussed the proposed change in this legislation and its timing with what I may refer to as your clients? Do you know of any public opposition to this change?

Mr. SCAMMON. I know of no opposition, Mr. Chairman. When the legislation was put in, the Bureau of the Budget, as a matter of course, checked it with the other agencies of the Federal Government and found approval all down the line there. We have checked it informally with a number of our users, particularly in the business world, since this is an economic census and affects them most. They have all appreciated the desirability of this legislation in terms of smoothing out the peak and trough operations, both mechanical and personal, in the Census Bureau. I think, like most people, they would be happy to get any data a year earlier than they would otherwise have gotten it.

Mr. HENDERSON. As I understand it, the legislative request is solely for the purpose of obtaining the maximum efficiency in your EDP equipment and your personnel.

Mr. SCAMMON. Yes. I would add the personnel, though, because this is also an opportunity for us to make the maximum use of trained personnel. I would hope myself, for example, that by evening out this load we are in a position where we have a minimum of mechanical equipment and people on this peak-and-trough operation.

Mr. HENDERSON. Are there questions?

Mr. JOHANSEN. As I understand it, one of your major problems is the elimination of the extreme peaks of computer-hour requirements you are now experiencing.

Mr. SCAMMON. That is correct.

Mr. JOHANSEN. So this could be probably entitled a bill for the relief of overworked computers.

Mr. SCAMMON. And people, because people operate computers.

Mr. UDALL. And for other purposes.

I have no questions. I am ready to make a motion, when we are in executive session, to approve this legislation.

Mr. JOHANSEN. So am I. I am ready to second it.

Mr. HENDERSON. I have one other question. You mentioned that the economic censuses have not historically been held periodically. They do not have to be every 5 years and have not been in the past, have they?

Mr. SCAMMON. Originally the manufactures census, which dates back to 1810, was taken as a part of the regular census because the census itself was not a continuing operation but was simply established anew every 10 years. Then they were later moved to a biennial basis, and are now quinquennial. In the last 15 years, the intervals have been subject to a number of changes ranging from 4 to 7 years. The economic censuses do not have this mathematical 170-year-long history of being taken every 10 years.

Mr. HENDERSON. Mr. Scammon, I would comment that as a lawyer I know when you get the jury with you, it is time to quit. You have been most helpful on the problem we have before us, and I assure you that we will act very promptly.

Mr. SCAMMON. Thank you, Mr. Chairman.

Mr. HENDERSON. The subcommittee will now adjourn.

(Whereupon the subcommittee adjourned at 11:10 a.m., Friday, August 31, 1962.)

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