

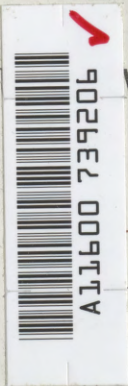
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MID-DECADE CENSUS

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HEARINGS
BEFORE THE
S COMMITTEE ON CENSUS AND STATISTICS
OF THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
USE OF REPRESENTATIVES
EIGHTY-NINTH CONGRESS

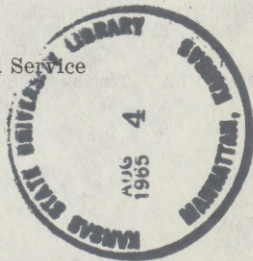


FIRST SESSION
ON
H.R. 6183 and Related Bills

BILLS TO AMEND TITLE 13, UNITED STATES CODE, TO
PROVIDE FOR A MID-DECADE CENSUS OF POPULATION,
UNEMPLOYMENT, AND HOUSING IN YEARS 1966 AND 1975
AND EVERY 10 YEARS THEREAFTER

MAY 4, 5, AND 12, 1965

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



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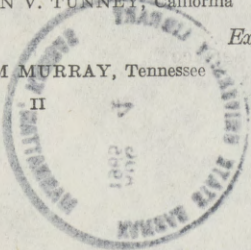
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MID-DECADE CENSUS

TUESDAY, MAY 4, 1965

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND 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, Cannon House Office Building, Hon. Arnold Olsen of Montana (acting chairman of the subcommittee) presiding.

Mr. OLSEN. The subcommittee will come to order.

We are proceeding here on behalf of our chairman, the Honorable Harley O. Staggers, of West Virginia, who is necessarily absent, and we extend a cordial welcome to each of you. For my part, perhaps I should explain that while I am now chairman of another subcommittee, I intend to continue a deep interest in this one as its ranking majority member.

Our purpose this morning is to take testimony on H.R. 6183, a bill introduced by Mr. Staggers.

(The bill H.R. 6183 follows:)

[H.R. 6183, 89th Cong., 1st sess.]

A BILL To amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every ten years thereafter

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 141 of title 13, United States Code, is amended by adding at the end thereof the following new subsection:

"(c) Without regard to subsections (a) and (b) of this section, the Secretary, in the years 1966 and 1975 and every ten years thereafter, shall take a mid-decade census of population, unemployment, and housing. Information in each such census shall be taken as of the first day of April, which shall be known as the census date. Such information shall not be used for apportionment of Representatives."

TITLE 13, UNITED STATES CODE

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.

Mr. OLSEN. Identical bills have been introduced by Mr. Corbett, of Pennsylvania (H.R. 2187); Mr. Udall, of Arizona (H.R. 2857); Mr. Thompson of New Jersey (H.R. 4423); Mr. Perkins, of Kentucky (H.R. 6093); Mr. Tunney, of California (H.R. 7719); and by me (H.R. 1966).

The members of the subcommittee and others among our colleagues have felt for a long time that an inventory at 10-year intervals of the

most important resource of this great country—its people—is altogether too infrequent. For this reason, bills proposing a census of population every 5 years were introduced in the 87th and 88th Congresses.

During the 87th Congress, we held hearings in Chicago, Los Angeles, New York City, and Washington, D.C., and found strong support for the legislation by Governors, mayors, city planners, health officials, housing officials, and by highly qualified experts in such fields as population, education, housing, marketing, and similar areas.

Since that time, the need for a mid-decade census, in our opinion, has become even more crucial. We simply cannot visualize how we can get the President where he wants to be with the Great Society, nor how the legislation we are passing can best work, if the program is to be based on obsolete statistics.

Take this situation, for example. We spent long days and hours into the night, and even battling each other up and down the aisles, to develop a suitable formula for H.R. 2362, the education bill. And what happens? The only statistics available upon which to base the formula—family income data, that is—go back to 1959. Not a very happy prospect, is it?

Take also H.R. 11377, the antipoverty bill. The same situation prevails. The formula calls for allocations to the States based on "the number of related children under 18 years of age living in families with incomes of less than \$1,000." Again, we use 1959 family income data because, as Congressman Thompson points out: "There are no more recent data available. It's as simple as that."

As if these problems were not serious enough, we still have the crying need for up-to-date statistics in connection with civil rights, voting legislation, congressional redistricting, a \$13 billion program of Federal grants-in-aid, and many others.

I mentioned some of the difficulty we had in developing effective formulas, and evidently we face something of the same type of situation in regard to our bill this morning. The Bureau of the Budget has recommended against its enactment, and that is their prerogative. On the other hand, and in the final analysis, it is the Congress who has the responsibility for legislation in these important matters and who makes the appropriations.

I might point out, also, that it is the Congress who is accountable to the people for the success of these programs and the cost too.

The Director of the Bureau of the Budget does not have to stand for reelection as my colleagues and I do. In fact, he is right now preparing to leave government, and as regards the Federal statistical program he made this prediction, and I quote from the Bureau of the Budget report on this legislation:

Certainly by the middle of the next decade this program should be fully developed.

Well, our opinion of the situation is we cannot wait until the next decade. When I return to my district in Montana and report to my constituents, I want to be able to tell them that I am fully supporting the President's program and that it is moving along satisfactorily. The best way for me to do this is to have some realistic measurement of progress and results. I would look pretty silly to my constituents, wouldn't I, if I were to tell them we will have to wait until the middle

of the next decade to report on how these programs are going and how fairly the benefits are being distributed?

If nothing more, these hearings will serve as a seminar to educate some of our ivory tower officials here in the Federal Government to the urgent needs of our State and local communities for information on population, unemployment, and housing. But don't get me wrong; we do not intend to stop here. We have every reason to believe testimony will indicate that this bill should be reported out of committee, and we will do just that.

For these reasons, as far as Federal Government witnesses are concerned, we cannot follow the customary hearing procedure. We have, however, asked Federal Government witnesses to come in for questions, and we appreciate their cooperation in doing this.

Tomorrow, with State, city, and private witnesses, we shall have the regular statements of their views, with questions to follow.

Now, before calling the first witness, and without objection, I should like to place the following letters in the record:

March 18, 1965, letter from Harley O. Staggers, chairman, Subcommittee on Census and Statistics, to Hon. Anthony J. Celebrezze, Secretary, Department of Health, Education, and Welfare, inviting an HEW representative to appear at these hearings for purposes of giving oral testimony. Similar letters were sent to key Federal agencies concerned with these matters and to selected State and local government officials.

April 16, 1965, letter and attachments to Hon. Tom Murray, chairman, Committee on Post Office and Civil Service, from Phillip S. Hughes, Assistant Director for Legislative Reference, Bureau of the Budget, recommending against enactment of mid-decade census legislation.

April 16, 1965, letter to Mr. Staggers from Mr. Phillip S. Hughes, Assistant Director for Legislative Reference, Bureau of the Budget, offering to have a representative appear, but suggesting that the Bureau of the Budget rest on previous testimony.

April 27, 1965, letter from Mr. Staggers to Mr. Hughes inviting officials of the Bureau of the Budget to appear in order to respond to questions. Similar letters were sent to other key Federal agencies.

Without objection, I should also like to place in the record the following additional reports on the legislation:

March 12, 1965, letter to Mr. Murray from Hon. Robert C. Weaver, Administrator, Housing and Home Finance Agency.

April 29, 1965, letter to Mr. Staggers from Hon. Orville L. Freeman, Secretary of Agriculture.

April 29, 1965, letter to Mr. Murray from Assistant Secretary Wilbur J. Cohen, Department of Health, Education, and Welfare.

April 30, 1965, letter to Mr. Staggers from Hon. Sargent Shriver, Director, Office of Economic Opportunity.

(The documents above referred to follow:)

HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., March 18, 1965.

HON. ANTHONY J. CELEBREZZE,
Secretary, Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: The Subcommittee on Census and Statistics of the House Post Office and Civil Service Committee will hold hearings on proposed

mid-decade census legislation on May 4 and 5, 1965, at 10 a.m. in room 215, Cannon Office Building.

The six identical bills now before the subcommittee—H.R. 1966, H.R. 2187, H.R. 2857, H.R. 4423, H.R. 6093, and H.R. 6183—are described as follows: "To amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every ten years thereafter."

The purpose of this letter is to request a statement of your views on or before April 15, 1965, on the above-captioned bills, as requested in Chairman Murray's letter of January 28, 1965. Moreover, we will appreciate your arranging for Department of Health, Education, and Welfare representatives to present oral testimony at the hearing on Tuesday, May 4, next. Arrangements for your agency presentation may be made directly with the subcommittee staff director, Mr. Thomas F. Corcoran (code 180, extension 3718).

In preparing your statement, you may wish to refer to the mid-decade census hearings held by this subcommittee in New York, Chicago, Los Angeles, and Washington during the 87th Congress. Copies of the published hearings are available from the subcommittee staff.

Your cooperation with the subcommittee in furthering this legislative program will be greatly appreciated.

Sincerely yours,

HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 16, 1965.

Hon. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service, House of Representatives,
Cannon House Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: You have requested reports on H.R. 1966, H.R. 2187, H.R. 2857, H.R. 4423, H.R. 6093, and H.R. 6183, all identical bills "to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every 10 years thereafter."

The Bureau of the Budget, in 1962, testified and in 1963 and 1964 submitted reports on proposed legislation similar to that contained in the current bills. After careful reexamination of the position of the administration, we again reaffirm our recommendation against enactment of the proposed legislation.

It is still our opinion that there are alternatives which will yield more useful information and which represent a more efficient expenditure of public funds than would a mid-decade census. The reasons for this are summarized briefly below:

1. One of the principal justifications alleged for a mid-decade census is the rapidity of change. To the extent that substantial changes take place within decades we believe methodology can be developed—and as pointed out later, is being developed—for measuring them in a more efficient and timely manner than can be achieved through complete census enumeration.

2. Effort should be expended only in those areas where it is significant for policy determination to measure changes more frequently than once a decade. It is wasteful to collect and process a mass of data for all areas when the information is vital only for some of them.

3. With decennial censuses as benchmarks, the most efficient procedure for achieving both local and national purposes is the development of specially directed sample surveys. These can and should be conducted when and where they are needed.

4. These special surveys can provide for the collection of certain kinds of data which are critical for some uses but which require interviews in depth and detail and, therefore, are not feasible for assembly in a mass census.

Some States have established bureaus to make official estimates of population, as distinct from censuses, for the specific purpose of distributing State funds to localities. When the voting rights bill is enacted, the Bureau of the Census will be required to prepare estimates of population for many counties and other political subdivisions of States. In some areas in which the possible error to which such estimates are subject is critical, it may be necessary to conduct surveys to provide a more accurate basis for these estimates. However, we believe that the

development and use of estimates is greatly to be preferred over the taking of more frequent censuses.

In his testimony before the Subcommittee on Census and Government Statistics in May of 1962, Mr. Raymond T. Bowman outlined a program of current surveys and estimates as an alternative to a mid-decade census. Since that time a number of important steps have been taken to implement such a program of current statistics.

The work of the Bureau of the Census in making intercensal population estimates for States and local areas has been strengthened. So far, the Census Bureau has published population estimates for 33 standard metropolitan statistical areas, and the 1966 budget for the Bureau carries funds for making an additional 30 estimates. Funds have also been provided permitting Census to give technical advice to other local areas which may wish to prepare their own estimate. Estimates of State populations, prepared annually, by the Bureau of the Census, have been improved, and a new program of preparing projections of State populations has been instituted.

Furthermore, funds have been made available to the Bureau of the Census to investigate the possibility of using information available from current administrative records as an aid in estimating the population and average income for every county in the United States. Certainly by the middle of the next decade this program should be fully developed.

Work has been going forward on other parts of the alternative program to a mid-decade census. This includes increasing the number of areas for which current monthly estimates of employment are prepared by the Labor Department, initiating research into ways of improving current estimates of unemployment in labor market areas, and testing methods for improving the measurement of the labor force and unemployment.

Other aspects of the alternative program, particularly the expansion of local statistics on housing, remain to be implemented as resources are made available.

In summary, for the reasons stated above, we believe further development of the alternative program of current statistics is a more efficient and useful means of providing answers needed for program planning and administration by Federal, State, and local officials than a mid-decade census. Accordingly, we recommend against enactment of these bills.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

APRIL 3, 1964.

Hon. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service, House of Representatives,
Cannon House Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: You have requested a report on H.R. 10052, a bill to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in 1965 and every 10 years thereafter.

On October 4, 1963, we submitted a report to you on H.R. 4544 and similar bills covering the same subject. We have reviewed the position we took at that time and find no reason to change; namely, that we also recommend against enactment of H.R. 10052. For your convenience we are attaching a copy of our report of October 4, 1963.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Attachment.

OCTOBER 4, 1963.

Hon. TOM MURRAY,
*Chairman, Committee on Post Office and Civil Service, House of Representatives,
Cannon House Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: You have requested reports on H.R. 4817, 4677, 4544 and 5993. The first three of these bills are identical and would provide for a census of population, unemployment, and housing in the year 1965 and every 10 years thereafter. H.R. 5993 has the same authorization with the proviso that "such census shall not be taken in any State unless such State agrees to pay to

the United States 50 percent of the cost of such census." Because of the relationship of the above bills to one another this report covers all four.

Last year, May 1, 1962, the Bureau of the Budget, represented by Mr. Raymond T. Bowman, Assistant Director for Statistical Standards, testified before the Subcommittee on Census and Government Statistics of the Committee on Post Office and Civil Service (pp. 547-565, Mid-Decade Census, pt. 4, Washington, D.C.). This testimony concerned proposed legislation (H.R. 1100) identical with that contained in H.R. 4817, 4677 and 4544.

We have made a thorough review of the position we took last year and have come to the same conclusion; namely, that, taking into account the substantial arguments both for and against the mid-decade census we recommend against enactment of H.R. 4817, 4577, or 4544. In our opinion there are alternatives which have greater utility and represent a more efficient expenditure of public funds.

To summarize the reasons for our recommendations against a mid-decade census:

1. If one of the principal justifications for a mid-decade census is the rapidity of change, there are many shifts that occur after a census enumeration and before the complete census results are available. If changes are as rapid as many people believe, methodology must be developed for measuring them in a more efficient and timely manner than can be achieved through complete census enumeration.

2. Effort should be expanded only in those areas where it is significant for policy determinations to measure changes more frequently than once a decade. 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.

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

4. 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 time, mass census enumerations are likely to produce less reliable results for certain critical items than can be obtained under more controlled conditions.

In our testimony last year we outlined, in general, the kind of current statistical program we felt would yield greater value both nationally and locally over a decade than could be derived from a mid-decade census. Budgets of agencies for fiscal 1964 reflect a substantial start on this program.

We also recommend against enactment of H.R. 5993 although this bill would overcome one of the objections we have made to a general mid-decade census. The fact that the census would be taken only in States which agree to pay half the cost would tend to restrict coverage to those States in which a need for the data is locally believed to exist. However, the other reservations we have already expressed with respect to census-type operations at the mid-decade still remain.

In addition, we would like to call attention to the fact that it is probable that some States would not participate in the census. This would mean that national data would not be available and in some cases not even broad regional information. We believe, therefore, that H.R. 5993 must be regarded principally as a Federal grant-in-aid program for censuses in those States that are willing to share the cost.

The Census Bureau is now authorized to take censuses on a completely reimbursable basis. Between 1950 and 1960 the Census Bureau conducted 1,521 special population censuses in localities situated in 30 States. Of these 1,521 censuses, 1,254 were conducted in 5 States (California, Illinois, Indiana, New York, and Pennsylvania). Only 7 other States had as many as 10 special censuses taken in them. In no case was there complete coverage of a State.

These special censuses consisted primarily of a count of the population, with few of its characteristics, and never covered unemployment and housing. Their use was principally directed toward obtaining population counts for the purpose of securing State funds distributed to localities on a per capita basis and for obtaining certain advantages based on population size.

Some States, notably the State of Washington, have established bureaus to make official estimates of population, as distinct from censuses, for the specific purpose of distributing State funds to localities. We believe this development of estimates to replace censuses, except in special circumstances, is a desirable one and support was given in our testimony last year.

Furthermore, the fiscal 1964 budget for the Census Bureau provides for a start on estimates of population of localities and a program of technical assistance to localities desiring to develop procedures for making their own estimates.

So far as estimates of State population are concerned, the Census Bureau annually publishes such figures. The estimates for April 1, 1960, made before the census of 1960, were generally extremely close to the actual results. This last estimate in the decade, the farthest removed from the 1950 base, was the most difficult during the decade and could reasonably be expected to have the greatest differences from complete counts by States. The Census estimates of State populations have been good and should improve still further if funds for this purpose, budgeted for fiscal 1964, are appropriated.

In summary, for the reasons stated above, the Bureau of the Budget recommends against enactment of H.R. 4817, H.R. 4677, H.R. 4544 and H.R. 5993.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 16, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Government Statistics,
Post Office and Civil Service Committee,
House of Representatives,
Rayburn Building, Washington, D.C.*

DEAR MR. STAGGERS: This is in response to your letter of March 18, 1965. We have submitted to Chairman Murray our report on the various bills to provide for a mid-decade census of population, unemployment, and housing. This report recommends against enactment of the proposed legislation.

You have also asked for Bureau of the Budget representatives to present oral testimony at a hearing on the proposed legislation on May 4, 1965. In 1962, the Bureau testified and in 1963 and 1964 submitted reports on proposed legislation similar to that contained in the current bills. If you feel that another presentation of the administration's position would be helpful to the committee, we will be glad to comply with your request. However, since our testimony would consist essentially of the presentation made in 1962 before your committee (pp. 547-565, Mid-Decade Census, Part 4, Washington, D.C.) we wonder whether it might not be preferable from the committee's viewpoint as well as our own, to rest on that testimony, our reports on similar 88th Congress legislation, and our report just submitted on the 89th Congress bills. We enclose copies of the latter report. For your convenience, copies of the previous reports are also enclosed.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Enclosures.

HOUSE OF REPRESENTATIVES, U.S.,
SUBCOMMITTEE ON CENSUS AND STATISTICS OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C., April 27, 1965.

MR. PHILLIP S. HUGHES,
*Assistant Director for Legislative Reference,
Bureau of the Budget, Washington, D.C.*

DEAR MR. HUGHES: This will acknowledge receipt of your letter of April 16, 1965, which concerns the legislation now pending before this subcommittee providing for a mid-decade census of population, unemployment, and housing. The decision of the Bureau of the Budget to stand on its 1962 testimony and 1963 and 1964 reports, all in opposition to the proposed legislation, is acceptable to the subcommittee.

It will be appreciated, however, if officials of the Bureau of the Budget will be present at the hearings on both May 4 and 5, next, in order to respond to questions which may be raised by the members of the subcommittee. I believe it will be especially informative to BOB representatives to hear the testimony of State and local government officials concerning their urgent and critical needs for small

area data on population, unemployment, and housing. Their testimony is expected to show that their specific data needs, many of which have originated in the President's program for the Great Society, cannot be met satisfactorily by any of the alternatives put forth in your letter of April 16, 1965.

Sincerely yours,

HARLEY O. STAGGERS, *Chairman.*

HOUSING AND HOME FINANCE AGENCY,
OFFICE OF THE ADMINISTRATOR,
Washington, D.C., March 12, 1965.

Subject: H.R. 1966, 89th Congress (Representative Olsen); H.R. 2187, 89th Congress (Representative Corbett); H.R. 2857, 89th Congress (Representative Udall); H.R. 4423, 89th Congress (Representative Thompson).

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

DEAR MR. CHAIRMAN: This is in further reply to your request for our views on the above-captioned bills to provide that a census of population, unemployment, and housing shall be taken every fifth year, instead of decennially.

The Housing Agency favors legislation aimed at providing current statistical information on housing, population, and related items. However, we would defer to the judgment of the Director of the Bureau of the Budget as to the most effective and economical method of obtaining that information.

Current information on housing characteristics and the correlation of these characteristics with population is of prime concern to this Agency in the administration of its programs. In conjunction with urban renewal and housing programs, there is a need for detailed data on the condition, value, and rents of the housing inventory in specified local areas and subareas. Data are needed for census tracts and blocks to measure blight and the spread of blight, and to determine whether renewal should be undertaken. To plan for meeting the relocation housing needs of families to be displaced by urban renewal and other public improvement programs, it is necessary to ascertain the characteristics of families occupying units in areas scheduled for demolition. Detailed information is required as to the condition, size, rent, or value of occupied and vacant housing units in individual housing markets and submarkets, if adequate market analyses are to be made preparatory to insurance of mortgage loans or commitment of direct loans under various housing programs.

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.*

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 29, 1965.

Hon. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, House of Representatives

DEAR MR. STAGGERS: In response to your request of April 15, 1965, I should like to submit for inclusion in the record the views of the Department of Agriculture on identical bills H.R. 1966, H.R. 2187, H.R. 2857, H.R. 4423, H.R. 6093, H.R. 6183, to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every 10 years thereafter.

In 1962, the Department presented a statement to your subcommittee concerning legislation similar to that now being considered. We welcome this opportunity to update the views expressed at that time.

In recent years the Congress has passed many constructive bills designed to promote economic development, better housing, improved education, manpower training, insure civil rights, and to eliminate poverty. Each of the programs resulting from these acts requires a flow of reasonably current demographic, employment, and housing statistics in order to be administered intelligently, efficiently, and equitably. The Federal Government's means to combat social and economic problems have advanced in the last 4 years beyond the capacity

of our present statistical system to supply necessary information to program administrators. Cited below are a few important examples of the Department's needs for more current data which would enable it to do a more effective job:

(1) The Area Redevelopment Act of 1961, and legislation which has been introduced to succeed it, calls for an annual review of the eligibility of rural areas to receive loans, grants, and other benefits. Eligibility is determined on the basis of the numbers and percentages of low-income families, and on the extent to which there exists substantial and persistent unemployment or underemployment. Thus, it is necessary to examine available data annually in many rural regions and areas to determine relevant changes in income and employment levels.

(2) The Manpower Development and Training Act of 1962 has specific provisions for unemployed and underemployed workers in low-income farm families. As a part of the rural area development effort, basic figures on the occupational and educational characteristics of the rural population, available more currently than from the decennial census, are important to the furtherance of the objectives of this act.

(3) The Farmers Home Administration, under the Housing Act of 1949 as amended in 1961, is authorized to make loans for both farm and nonfarm rural housing. In projecting program needs, reasonably current information is needed on the number of rural dwelling units by farm and nonfarm status and the condition of these units. Up-to-date information on housing facilities would also be useful to FHA in its loan program for community water systems.

(4) Provisions of the Economic Opportunity Act present difficulties, on the basis of available statistics, in measuring relative income levels for definition of poverty and for program eligibility.

(5) The Appalachian Regional Development Act of 1965 directs the Appalachian Regional Commission to give consideration to the important economic and social factors related to economic development. Since the region is still predominantly rural, and a significant number of counties have 75 or more percent of their population classified as rural farm and rural nonfarm, the U.S. Department of Agriculture (USDA) is expected to make important contributions in rural area program development. Current basic economic, demographic, and resource use data are needed to insure that programs reflect current economic and resource situations. The USDA has been furnishing economic data analyses based principally on the 1960 Census of Population. Many counties in the region have experienced major changes in population and economic activity in the last five years, and up-to-date information would assist the Appalachian Regional Commission and other regional development groups. (Public Works and Economic Development Act of 1965 (S. 1648) now being considered) in planning realistic economic development programs designed to create needed employment and increased incomes.

(6) The Economic Research Service has a continuing need for reasonably current demographic and related data in preparing responses to requests from Congress concerning pending legislation.

Current data relating to characteristics of farm operator households will soon be available from the 1964 Census of Agriculture and will be of considerable assistance in meeting our data needs. We have also made good use of national sample survey data from the Current Population Survey of the Bureau of the Census. This survey does have a serious limitation, however, for the needs of the Department of Agriculture. Although the sample provides a farm-nonfarm classification, it does not distinguish rural population from urban population. Thus, the Department lacks current information on the total rural population at the very time that its program focus is turning increasingly to general rural economic development problems, rather than solely the agricultural problems of the farm population.

Because of the needs outlined above, the Department of Agriculture believes that decennial censuses of population and housing are less adequate than formerly for the efficient conduct of public affairs. Although a census taken in 1966 would be useful for the immediate needs of the Department, many of our requirements call for annual updating of data.

Furthermore, we are not in a position to judge whether a 1966 census could be conducted adequately on such short notice of whether the time required to process and publish it thereafter would interfere with preparation for the economic censuses of 1967 or the decennial census of 1970. These are questions that are best answered by the Bureau of the Census.

Nor are we certain, in view of the cost of a complete national enumeration, that such an expensive proposal should be added at this late date to the Federal budget for the 1966 fiscal year. Since the mid-decade point of the 1960's has now passed, it may be more advisable at this time to provide for a national sample survey supplement by local surveys when and where needed and at a later date to consider legislation that would require population and housing censuses on a quinquennial basis after 1970.

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 program.

Sincerely yours,

ORVILLE J. FREEMAN.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, April 29, 1965.

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 requests for reports on H.R. 6093, H.R. 6183, H.R. 4423, H.R. 1966, H.R. 2187, and H.R. 2857. These bills, which are identical, are to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every 10 years thereafter. The bills conclude with the sentence "Such information shall not be used for apportionment of Representatives."

The Department of Health, Education, and Welfare, in its administration of numerous programs in the area of public health, education, and welfare has important needs for population data such as those on age, sex, ethnic characteristics, educational attainment, income, etc. Those 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.

In addition to longstanding requirements of this Department, State governments, and community organizations for up-to-date demographic statistics, there have been recent major increases in the needs for better data on incomes of families and individuals and on related social problems. Examples of such subjects are: numbers of children in poor families in counties, cities, and school districts, concentrations of poor families within those areas, sizes and age composition of households within income categories, and comparisons of such data with statistics on health, education, and welfare at the community level. Major new and pending Federal-State-local programs need such information but now must draw on the 1960 census of population for comprehensive standardized information. Examples of such programs are provided by the maternal and infant care projects designed to reach poor families, the Economic Opportunity Act, and the Elementary and Secondary Education Act of 1965. That act has provisions for measuring the relative magnitude of the problem that counties and local school districts face in providing resources for educating children from low-income families.

Specifically, data are needed to show the number of children in low-income families living in each county or school district and problem areas within such units of government. The Commissioner of Education must determine the number of such children as a basic factor in the allocation of Federal financial assistance for local educational agencies. Such determination is to be on the basis of the most recent satisfactory data available from the Department of Commerce. Obviously, the more nearly current such data are the more useful they are in carrying out the objectives of the act. Surely data collected only once a decade cannot be as effective a basis as would more timely information for the distribution of Federal funds to meet local needs. It is true that the Commissioner of Education is authorized to request the Secretary of Commerce to make special estimates (including census) for counties and school districts. However, such estimates are not as adequate for the comparisons among communities or for analyses of trends within communities and among population groups as those based on a periodic nationwide census.

It is our understanding that a quinquennial census would cost between \$50 and \$100 million—depending on the type and detail of information obtained. We would anticipate that cost estimates of this magnitude will receive careful scrutiny by your committee (as well as by 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. Because of these aspects, we defer to the Bureau of the Budget on whether this legislation should be enacted at this time.

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 program.

Sincerely,

WILBUR J. COHEN, *Assistant Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF ECONOMIC OPPORTUNITY,
Washington, D.C., April 30, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I am responding to your request for a statement of views of the Office of Economic Opportunity regarding a mid-decade census (H.R. 1966, 2187, 2857, 4423, 6093, and 6183).

By spring of 1966, substantial changes will have occurred since 1960, in the Nation's population, employment, housing, income, and prices. There is also a strong probability that these changes will have occurred quite unevenly for various areas, occupations, and income classes. To the extent that a "mid-decade census" would identify these changes and their effects on poverty with a precision not accorded by current interim surveys, it could provide a useful benchmark.

However, we wish to stress that a census would not meet the needs of the Office of Economic Opportunity in directing the war against poverty. To accomplish the unprecedented task of removing poverty from our midst, we will need to know, not every 5 years, but monthly or quarterly whether our efforts are successful—group by group, county by county, community by community. This requirement to measure progress at frequent intervals and at the lowest levels transcends the need for a single point survey in time, which a "census" implies.

In our judgment the statistical support required by the national commitment to wage a war against poverty will require an integrated program of frequent community level measurements of progress together with well-spaced comprehensive census benchmarks. The most effective means of achieving these objectives may well be a program of specially designed sample surveys of varying size, coverage, and frequency.

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.

Sincerely,

SARGENT SHRIVER, *Director.*

MR. OLSEN. We can now start with our witnesses. The first witness is from the Bureau of the Census, and he has with him a colleague. Would you, Dr. Eckler, introduce your colleague?

STATEMENT OF DR. A. ROSS ECKLER, ACTING DIRECTOR, BUREAU OF THE CENSUS, ACCOMPANIED BY DR. CONRAD F. TAEUBER, ASSISTANT DIRECTOR

DR. ECKLER. Mr. Chairman, I would like to introduce Dr. Conrad Taeuber, who is our Assistant Director for demographic fields.

With your permission, I will read a brief statement which has been cleared within the Department of Commerce and the Bureau of the Budget.

We are glad to appear again before this subcommittee, which has become familiar with a great deal of our work as a result of its consideration of various legislation pertaining to census operations and its review from time to time of important phases of our work.

My colleagues and I are here today as technicians at the service of the subcommittee to answer questions regarding a number of problems

that may be raised in connection with its consideration of H.R. 6183 and related bills.

By virtue of our responsibility as a major source of information on the size and distribution of the population as well as its characteristics, we are aware of some of the requests for information on population other than that available from the 1960 census. It is a daily experience for our technical experts to have inquiries from business and governmental organizations relating to recent population developments.

We are prepared to submit cost estimates of various alternative proposals and to comment on the feasibility of different methods and approaches. The administration position regarding the relative desirability of the proposed legislation has already been provided to your subcommittee.

We are, of course, frequently in touch with the representatives of the Federal agencies and are generally aware of many of their present and prospective uses of information on population matters. Recent discussions of this subject with representatives of the Office of Education, the Office of Economic Opportunity, the Civil Rights Commission, the Housing and Home Finance Agency, the Department of Defense, and others, have involved extensive consideration of various phases of newly enacted programs of these agencies and, in some cases, have led to the preparation of informal or detailed estimates regarding the cost of a number of alternative methods of meeting their needs.

It is possible some of the plans and needs of these agencies may be brought to the attention of this subcommittee in the course of the present hearings.

Hearings of the type underway today and tomorrow are particularly of interest to us because of information they provide on the interests and needs of agencies outside of Washington. With respect to one type of such need, that connected with the allocation of State revenues of various types, we are, of course, already quite well informed because of our program of special censuses.

As this subcommittee knows, where communities, because of growth or annexation, require up-to-date population figures, we provide the service of taking special population censuses. Since the 1960 census was taken, we have conducted about 550 special censuses involving some 12 million people. This is done at the request and expense of the local communities. There are indications that this number will grow rapidly as we near the end of the decade and get further and further away from the 1960 census.

In addition to the special censuses of particular localities, we have had inquiries from a number of States regarding the availability of up-to-date information on the population for use in redistricting, as well as the reapportionment of the State legislatures.

In May 1962, when the committee held hearings on H.R. 1100, a proposal for an expanded program of sample surveys and estimates was presented by the Bureau of the Budget. Under this expanded program the appropriations to the Bureau have been increased by \$365,000 and will be increased by another \$196,000 if requests now before the Congress are granted in full.

Under the program now in operation, population estimates are being prepared on an annual basis for 38 metropolitan areas, and if

funds are provided it is planned to have these estimates available for approximately 70 metropolitan areas during fiscal 1966.

There has also been some expansion in the available statistics on employment and unemployment. Work is going forward to test possible sources of data to provide indicators of change in the numbers of persons and amount of personal and family income by counties.

Mr. OLSEN. Let me interrupt you there for a minute.

Dr. ECKLER. Yes, sir.

Mr. OLSEN. Now, as to the education bill, the key to the distribution of the moneys is on the income of families—or the number of families with an income of less than \$2,000.

Dr. ECKLER. Number of families with income of less than \$2,000 and the number of children of school age in those families.

Mr. OLSEN. All right. Then the bulk of the moneys, of course, will go to the places where they have the greater number of families and children in those brackets.

Dr. ECKLER. That is the purpose of the bill—to channel the bulk of it.

Mr. OLSEN. Well, now, where do you find those communities, or have you advised the HEW where those communities are?

Dr. ECKLER. We are going to make a special tabulation of the 1960 census returns to give this information for each county, and that will be applying to the year 1959. This will be a special job done for them and will be the basis that they will use initially for the allocation of these funds.

Mr. OLSEN. I have in mind one State that on that basis will experience receipt of 35 percent of its education moneys from the Federal Treasury, and that is 1959 figures. Is that right?

Dr. ECKLER. Yes; that would be all that would be available.

I might note that they have asked us to estimate the cost of a survey which will give information for counties on current income distribution. But I believe that estimate has not yet been prepared. I am told it will be a substantial cost.

Mr. OLSEN. Has there been a substantial change in income since 1959 in this country?

Dr. ECKLER. Well, there has been a steady rise in the average income. I think it would be expected that in these lower income groups there might be some significant shifts since 1959. We do not have a basis for saying that with confidence because we do not have figures on it, but it would be our expectation that the change would be quite great, at the low end of the distribution.

The average is quite stable and moves up a small percentage each year. But at the lower end of the distribution, as well as at the upper end, you can expect considerable variations over a 6-year period. It is now 6 years since 1959.

Mr. OLSEN. I can only think of the subject of our review of Federal salaries, and the Bureau of Labor Statistics has been in here year after year and testified to an increase of at least 3.5 percent per annum.

Dr. ECKLER. Yes.

Mr. OLSEN. And this is for each year over a period of about 5 or 6 years, to say nothing of what it was or is from 1959 to date.

Dr. ECKLER. If these percentages of increase were uniform from area to area, you would have still the same distribution by States. But it would be my expectation that there would be significant

variations from the uniform pattern, that some States would show a greater increase, that others would show a smaller increase, and the proportion of children in these low income families might shift quite a good deal, more than the overall average.

Mr. OLSEN. Well, the point is we do not know?

Dr. ECKLER. We do not know.

Mr. OLSEN. We are distributing education money on the basis of 1959 figures?

Dr. ECKLER. We will be.

Mr. OLSEN. Go ahead with your statement.

Dr. ECKLER. Yes, sir.

Although the Bureau has a flexible organization with a technical staff, field organization, and modern computing equipment to carry out a wide variety of statistical programs, it would no longer be able to conduct a census as of April 1, 1966. The earliest nationwide undertaking, whether a census or a large-scale sample survey, that would now be feasible, would be in the fall of 1966, and this would be possible only if necessary authorization and funds become available at the beginning of fiscal 1966.

I shall now undertake to answer questions that may be helpful to the subcommittee in its consideration of the needs for current population statistics.

Thank you very much.

Mr. OLSEN. For the record, at this time, without objection, I would place in the record a list of the special censuses taken since April 1, 1960, by State, and that pertains, of course, to your testimony.

Dr. ECKLER. Yes. We will be glad to furnish that.

Mr. OLSEN. It is already here, and we will just put it in the record. (The special censuses referred to follow:)

Special censuses taken since Apr. 1, 1960, by State

Place	Census date	Population
Alabama:		
Aggregate population.....		200,806
Athens, city.....	Feb. 26, 1964	13,652
Citronelle, town.....	May 6, 1963	2,247
Daleville, town.....	Aug. 11, 1964	2,510
Fultondale, town.....	May 15, 1962	2,820
Madison, county.....	Sept. 22, 1964	173,285
Pisgah, town.....	Apr. 3, 1963	455
Pleasant Grove, town.....	June 2, 1964	3,977
Reform, town.....	Sept. 8, 1964	1,860
Arizona:		
Aggregate population.....		3,691
Gila Bend, town.....	Sept. 6, 1962	2,132
Youngtown, town.....	Feb. 23, 1961	1,559
Arkansas:		
Aggregate population.....		721,809
Arkadelphia, city.....	Sept. 17, 1963	9,014
Ashdown, city.....	Dec. 9, 1963	3,102
Bald Knob, city.....	July 25, 1961	2,096
Barling, town.....	July 30, 1962	1,518
Batesville, city.....	Apr. 21, 1964	7,129
Beebe, city.....	Dec. 2, 1963	2,137
Benton, city.....	May 13, 1964	11,445
Bentonville, city.....	Mar. 11, 1963	4,015
Berryville, city.....	Feb. 10, 1965	2,087
Blytheville, city.....	Sept. 9, 1962	25,883
Caldwell, town.....	Oct. 26, 1964	256
Campbell Station, town.....	Apr. 19, 1962	181
Center Hill, town.....	Dec. 3, 1964	784
Do.....	June 5, 1962	434
Charleston, town.....	Jan. 30, 1964	1,353
Clinton, city.....	Feb. 11, 1965	966

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
Arkansas—Continued		
Aggregate population—Continued		
Conway, city.....	Oct. 31, 1961	12, 500
Corning, city.....	Nov. 27, 1962	2, 565
Cotter, city.....	July 22, 1964	801
Crossett, city.....	Dec. 8, 1964	5, 548
Des Arc, city.....	Feb. 21, 1964	1, 767
Earle, city.....	Sept. 26, 1963	2, 896
Elkins, town.....	Feb. 25, 1965	332
Eureka Springs, city.....	May 15, 1963	1, 681
Fayetteville, city.....	Oct. 2, 1962	22, 887
Flippin, city.....	Mar. 23, 1965	518
Forrest, city.....	Aug. 26, 1964	12, 032
Fort Smith, city.....	June 1, 1964	64, 196
Do.....	June 3, 1962	63, 309
Do.....	Aug. 3, 1961	56, 524
Glenwood, town.....	Dec. 1, 1964	1, 145
Gravette, city.....	Oct. 28, 1964	990
Harrisburg, city.....	Dec. 13, 1962	1, 907
Harrison, city.....	July 28, 1964	7, 015
Hot Springs, city.....	Aug. 14, 1962	29, 212
Humnoke, town.....	June 19, 1963	382
Huntsville, city.....	Mar. 22, 1965	1, 176
Jacksonport, town.....	Apr. 20, 1962	271
Jacksonville, city.....	Aug. 7, 1963	16, 715
Jasper, city.....	Mar. 23, 1965	300
Johnson, city.....	Aug. 2, 1961	221
Jonesboro, city.....	Dec. 13, 1963	23, 888
Judsonia, city.....	Feb. 27, 1963	1, 470
Knoxville, city.....	Feb. 8, 1965	186
Lake Village, city.....	Jan. 14, 1964	3, 297
Lavaca, city.....	Feb. 25, 1963	502
Little Rock, city.....	June 8, 1964	128, 929
Lonoke, city.....	Mar. 4, 1964	2, 856
Lynn, city.....	Dec. 4, 1963	263
Magazine, town.....	Apr. 30, 1964	588
Marianna, city.....	Feb. 27, 1964	5, 653
Marvel, city.....	May 21, 1964	1, 916
Mitchelville, city.....	June 5, 1964	527
Monticello, city.....	Jan. 6, 1964	5, 031
Moro, town.....	Dec. 7, 1962	340
Mountain Home, city.....	Aug. 12, 1963	2, 738
Mount Ada, city.....	Dec. 19, 1961	805
Mount Pleasant, town.....	Mar. 7, 1964	175
Nashville, city.....	July 20, 1964	4, 109
North Little Rock, city.....	June 3, 1963	60, 979
O'Kean, town.....	May 25, 1964	213
Osceola, city.....	Dec. 10, 1962	7, 055
Paragould, city.....	Aug. 20, 1964	10, 053
Perla, city.....	Mar. 29, 1961	279
Perrytown, town.....	June 4, 1964	71
Pocahontas, city.....	Jan. 23, 1964	4, 391
Prattville, town.....	June 15, 1963	336
Reader, town.....	June 4, 1964	229
Reed, town.....	Mar. 26, 1962	357
Rogers, city.....	Oct. 29, 1962	7, 600
Russellville, city.....	Apr. 29, 1964	10, 252
Searcy, city.....	Feb. 5, 1963	8, 215
Sherwood, city.....	Nov. 30, 1964	1, 846
Siloam Springs, city.....	May 13, 1963	4, 774
Smithville, town.....	July 27, 1962	75
Springdale, city.....	July 2, 1962	11, 895
Truman, city.....	Dec. 17, 1963	5, 013
Vandervoort, town.....	Aug. 24, 1964	144
Waldron, city.....	Sept. 26, 1962	1, 758
Weldon, town.....	June 4, 1962	150
West Memphis, city.....	Apr. 28, 1964	22, 304
White Hall, town.....	Dec. 5, 1964	1, 257
California:		
Aggregate population.....		874, 962
Arvin.....	Mar. 28, 1961	5, 440
Atwater, city.....	Oct. 13, 1963	11, 105
Beaumont, city.....	Oct. 2, 1961	4, 432
Bishop, city.....	Mar. 23, 1965	2, 958
Brawley, city.....	Feb. 20, 1962	13, 752
Calexico, city.....	Jan. 6, 1964	9, 158
Chino, city.....	Feb. 16, 1965	14, 246
Clovis, city.....	June 5, 1961	7, 704
Cypress, city.....	Sept. 17, 1963	9, 337
Das Palos, city.....	Nov. 5, 1962	2, 373
El Centro, city.....	Jan. 20, 1965	19, 414
Do.....	Jan. 24, 1961	18, 340

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
California—Continued		
Aggregate population—Continued		
Firebaugh, city	Aug. 27, 1962	2, 627
Fountain Valley, city	Apr. 20, 1964	6, 473
Hawaiian Gardens, city	May 25, 1964	3, 366
Hemet, city	Nov. 4, 1964	7, 943
Holtville, city	Feb. 5, 1965	3, 686
Huntington Beach, city	Nov. 9, 1964	64, 228
Do	Oct. 24, 1963	50, 290
Imperial, city	Oct. 3, 1962	34, 143
Kerman, city	Jan. 7, 1963	3, 007
La Habra, city	June 1, 1964	2, 545
Los Alamitos, city	May 20, 1964	35, 253
Los Banos, city	Jan. 22, 1964	8, 197
Do	Aug. 10, 1964	9, 943
Manhattan Beach, city	Aug. 9, 1961	6, 090
Mendota, city	Aug. 8, 1962	34, 513
Morgan Hill, city	Aug. 8, 1961	3, 086
Mount Shasta, city	Sept. 9, 1963	4, 068
Newman, city	Sept. 17, 1962	3, 272
Oxnard, city	Sept. 14, 1964	2, 558
Patterson, city	Nov. 11, 1964	58, 269
Sacramento, city	Oct. 31, 1960	2, 429
North Sacramento, city	Nov. 9, 1964	237, 712
East Folsom annex	do	16, 346
San Clemente, city	do	3, 764
Sand City	Aug. 4, 1964	13, 167
San Dimas, city	Apr. 19, 1961	520
Sanger, city	Jan. 13, 1965	11, 520
Shafter, city	Sept. 7, 1961	8, 533
Victorville, city	May 18, 1964	5, 312
West Covina, city	Jan. 16, 1964	9, 655
Westminster, city	May 6, 1964	60, 329
Florida: Tallahassee, city and adjacent area	Oct. 2, 1963	44, 559
Georgia:	Nov. 4, 1964	73, 615
Aggregate population		80, 635
Athens, city	Apr. 17, 1963	39, 576
Do	Oct. 29, 1963	41, 059
Idaho:		
Aggregate population		12, 677
American Falls, city	May 12, 1964	2, 602
Mountain Home, city	Feb. 2, 1962	10, 075
Illinois:		
Aggregate population		1, 852, 962
Addison, village	Jan. 23, 1962	9, 046
Do	Oct. 22, 1963	13, 273
Algonquin, village	Feb. 8, 1963	2, 692
Alsip, village	Sept. 15, 1964	6, 636
Andalusia, village	Apr. 28, 1964	769
Arlington Heights, village	Jan. 19, 1964	40, 622
Do	June 6, 1962	33, 424
Barrington Hill, village	Aug. 12, 1963	2, 301
Bartlett, village	Mar. 25, 1964	2, 291
Bensenville, village	Jan. 21, 1963	11, 057
Berkeley, village	Apr. 3, 1964	6, 326
Broadview, village	Aug. 8, 1963	9, 638
Brighton, village	Jan. 27, 1965	1, 520
Buffalo Grove, village	Aug. 5, 1963	3, 429
Calumet, city	July 9, 1964	27, 420
Calumet Park, village	Mar. 17, 1965	10, 037
Carbondale, city	Nov. 19, 1964	18, 531
Carol Stream, village	Nov. 9, 1962	2, 514
Cary, village	Feb. 14, 1963	3, 204
Chester, city	Nov. 19, 1964	5, 800
Chicago Ridge, village	Sept. 20, 1963	6, 786
Colona, village	Feb. 21, 1963	906
Country Club Hills, city	Oct. 13, 1961	4, 771
Countryside, city	Aug. 25, 1964	2, 626
Crestwood, village	Jan. 29, 1963	3, 918
Crete, village	Apr. 16, 1964	3, 788
Deerfield, village	July 8, 1963	14, 318
De Kalb, city	Oct. 28, 1963	23, 103
Des Plaines, city	Feb. 9, 1965	50, 789
Dolton, village	Mar. 2, 1965	22, 557
Douglas County	Dec. 1, 1964	19, 281
Downs, village	Oct. 3, 1962	654
Downers Grove, village	Oct. 8, 1964	22, 612
East Chicago Heights, village	July 10, 1962	4, 295
East Dubuque, city	Sept. 21, 1964	2, 312
Elk Grove, village	Nov. 14, 1961	10, 324
Do	Apr. 28, 1964	13, 155

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
Illinois—Continued		
Aggregate population—Continued		
Elmhurst, city	Feb. 26, 1963	40,329
Evergreen Park, village	Dec. 5, 1962	25,284
Frankfort, township	Mar. 23, 1965	8,103
Glendale Heights, village	June 12, 1964	5,244
Do	Sept. 12, 1962	2,020
Glen Ellyn, village	Sept. 23, 1964	18,620
Glenview, village	June 4, 1963	22,364
Hampton, village	Sept. 28, 1964	992
Hanover Park, village	May 6, 1963	3,713
Harvey, city	Feb. 10, 1965	33,240
Harwood Heights, village	May 22, 1963	6,955
Hazel Crest, village	Oct. 27, 1964	8,907
Do	Mar. 1, 1961	7,280
Do	Apr. 26, 1962	7,968
Hickory Hills, village	Mar. 4, 1965	6,946
Hill Crest, village	Nov. 26, 1963	534
Hillside, village	May 21, 1964	9,404
Homewood, village	June 20, 1963	15,164
Itasca, village	Mar. 12, 1964	3,930
La Grange, village	Feb. 11, 1963	16,326
La Grange Park, village	Oct. 14, 1963	15,430
Lake Bluff, village	Feb. 12, 1964	4,345
Lemont, village	May 25, 1964	4,034
Lansing, village	Dec. 4, 1964	20,926
Do	Aug. 29, 1962	19,366
Libertyville, village	Jan. 5, 1965	9,241
Lincolnshire, village	June 3, 1963	999
Lindenhurst, village	May 16, 1963	1,773
Lisle, village	Nov. 10, 1964	5,037
Lockport, city	Sept. 29, 1964	8,785
Lombard, village	July 12, 1962	25,296
Loves Park, city	Nov. 16, 1964	10,880
Lyons, village	Apr. 28, 1964	10,891
Manteno, village	May 18, 1964	2,448
Markham, village	June 2, 1964	14,595
Midlothian, village	Sept. 19, 1962	8,749
Milan, village	May 28, 1964	3,941
Morton, village	Feb. 26, 1964	6,929
Morton Grove, village	Sept. 9, 1963	25,154
Mount Prospect, village	Jan. 3, 1963	22,945
Do	June 24, 1964	27,349
Mundelein, village	Dec. 5, 1963	14,368
Naperville, city	Sept. 30, 1963	16,091
Niles, village	Oct. 28, 1964	29,497
Do	July 18, 1962	25,073
Normal, town	Nov. 14, 1963	17,525
North Aurora, town	July 15, 1963	3,448
Northbrook, village	Aug. 28, 1964	15,204
Northlake, city	June 6, 1964	14,115
North Riverside, village	Nov. 26, 1962	8,401
Oak Brook, village	July 30, 1963	1,644
Oak Forest, village	June 21, 1962	5,850
Do	June 16, 1964	7,955
Oak Lawn, village	Mar. 14, 1962	31,476
Do	June 3, 1964	43,676
O'Fallon, city	Mar. 27, 1962	4,705
Olympia Fields, village	Sept. 13, 1963	2,124
Orland Park, village	July 20, 1964	4,509
Palatine, village	Oct. 18, 1962	15,189
Park City, city	Sept. 24, 1964	2,131
Park Ridge, village	Oct. 8, 1964	39,065
Do	Feb. 21, 1962	35,430
Pekin, city	July 21, 1964	29,624
Plano, city	Feb. 19, 1964	4,059
Riverdale, village	Jan. 20, 1964	13,761
Rochelle, city	Feb. 3, 1964	7,554
Rochester, village	Feb. 3, 1965	1,265
Rockford, city	Jan. 9, 1964	132,139
Rolling Meadows, city	Dec. 9, 1963	13,177
Romeoville, village	Apr. 22, 1963	6,358
Roselle, village	July 8, 1963	4,827
Rosemont, village	Aug. 12, 1964	2,283
Round Lake Park, village	July 28, 1964	2,921
Sauk, village	Aug. 1, 1961	5,774
Schaumburg, village	July 2, 1962	3,296
Schiller Park, village	Jan. 10, 1964	8,610
Shawneetown, city	July 18, 1961	1,399
Shorwood, village	Dec. 9, 1963	994
Skokie, village	June 1, 1962	65,281
Do	June 16, 1964	67,865

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
Illinois—Continued		
Aggregate population—Continued		
Sleepy Hollow, village.....	July 22, 1963	778
South Holland, village.....	Feb. 7, 1962	12,603
Do.....	Apr. 29, 1964	14,587
Stone Park, village.....	Nov. 8, 1963	4,242
Streamwood, village.....	Apr. 5, 1962	6,751
Thornton, village.....	Apr. 29, 1963	3,667
Tinley Park, village.....	Aug. 21, 1963	7,810
Vernon Hills, village.....	Apr. 21, 1964	681
Villa Park, village.....	June 26, 1962	23,294
Wauconda, village.....	May 8, 1963	4,775
Western Springs, village.....	July 25, 1963	12,408
Wheaton, city.....	May 13, 1963	26,263
Wheeling, village.....	Sept. 15, 1964	11,756
Do.....	Aug. 16, 1962	9,627
Wilmette, village.....	Mar. 4, 1965	31,685
Winfield, village.....	June 28, 1963	2,452
Wood Dale, village.....	Mar. 20, 1963	4,424
Woodridge, village.....	Feb. 4, 1963	2,306
Worth, village.....	May 7, 1962	9,097
Do.....	July 8, 1964	10,313
Zion, city.....	Aug. 1, 1964	14,106
Indiana:		
Aggregate population.....		235,420
Aurora, city.....	Apr. 16, 1962	4,756
Beech Grove, city.....	May 12, 1964	12,632
Brookville, town.....	Dec. 2, 1963	2,003
Connelton, city.....	Oct. 19, 1964	2,467
Clark County.....	May 14, 1964	66,453
Columbus, city.....	Apr. 4, 1963	24,782
Floyd County.....	May 14, 1964	53,008
Griffith, town.....	Sept. 1, 1964	12,810
Highland, town.....	June 6, 1963	20,354
Jasper, city.....	Jan. 30, 1963	7,910
Munster, city.....	Aug. 18, 1964	12,581
Portage, town.....	Oct. 31, 1962	13,659
Warren Park, town.....	Oct. 26, 1964	1,405
Iowa: Coralville, city.....	Jan. 13, 1965	3,390
Kentucky: Jefferson County.....	May 14, 1964	649,445
Louisiana: Lafayette, city.....	Apr. 24, 1963	50,312
Minnesota: 1		
Aggregate population.....		713,998
Anoka, city.....	Apr. 1, 1965	12,000
Blaine, village.....	do.....	14,430
Bloomington, village.....	do.....	60,000
Brooklyn Center, village.....	do.....	30,000
Brooklyn Park, village.....	do.....	15,500
Burnsville, township.....	do.....	10,000
Chanhausen, village.....	do.....	545
Circle Pines, village.....	do.....	4,000
Columbia Heights, city.....	do.....	20,500
Coon Rapids, village.....	do.....	16,500
Cottage Grove, township.....	do.....	8,900
Crystal, village.....	do.....	28,000
Detroit Lakes, city.....	Feb. 1, 1965	5,978
Eagan, township.....	Feb. 16, 1965	6,737
East Bethel, village.....	Apr. 1, 1965	1,900
East Grand Forks, city.....	Feb. 2, 1965	7,898
Eden Prairie, village.....	Apr. 1, 1965	8,000
Edina, village.....	do.....	35,500
Forest Lake, village.....	do.....	2,600
Fridley, city.....	do.....	25,000
Golden Valley, village.....	do.....	18,500
Hastings, city.....	do.....	10,500
Hilltop, village.....	do.....	1,000
Hopkins, city.....	do.....	12,700
Landfall, village.....	do.....	900
Lauderdale, village.....	do.....	2,400
Lexington, village.....	do.....	1,800
Maplewood, village.....	do.....	20,000
Medina, village.....	do.....	1,850
Medota Heights, village.....	do.....	5,800
Minnetonka, village.....	do.....	28,000
Moorhead, city.....	Jan. 26, 1965	26,964
New Brighton, village.....	Apr. 1, 1965	6,000
New Hope, village.....	do.....	8,500
North Oaks, village.....	Aug. 6, 1962	1,089
North Oaks, village.....	Apr. 1, 1965	1,500
North St. Paul, village.....	do.....	10,500
Plymouth, village.....	do.....	12,000
Richfield, village.....	do.....	46,000

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
Minnesota—Continued		
Aggregate population—Continued		
Rochester, city	Mar. 5, 1965	47,800
Roseville, village	Apr. 1, 1965	26,500
Sauk Rapids, village	Feb. 13, 1965	4,570
Savage, village	Apr. 1, 1965	1,700
Shoreview, village	do	8,837
St. Anthony, village	do	7,500
Stewartville, village	Feb. 15, 1965	2,100
St. Louis Park, village	Apr. 1, 1965	4,000
St. Louis Park, city	do	48,000
West St. Paul, city	do	15,000
White Bear Lake, city	do	18,000
Mississippi:		
Aggregate population		7,123
Hazelhurst, city	Dec. 31, 1963	4,206
Magee, town	Oct. 8, 1963	2,917
Montana: Forsyth city	May 8, 1962	1,879
New York: ²		
Aggregate population		5,619,270
Alden, town	Mar. 18, 1965	9,500
Alexander, village	May 1, 1964	414
Alfred, village	Apr. 15, 1965	3,000
Amhurst, town	do	67,850
Ashland, town	Apr. 1, 1965	1,511
Ardsey, village	do	4,416
Babylon, town	do	177,395
Bethlehem, town	Mar. 15, 1965	20,000
Big Flats, town	Apr. 1, 1965	4,658
Blooming Grove, town	Mar. 15, 1965	5,300
Boston, town	Apr. 1, 1965	7,000
Briarcliff Manor, village	do	6,535
Brighton, town	Apr. 1, 1963	29,331
Brookhaven, town	Apr. 1, 1964	147,509
Brunswick, town	Mar. 18, 1965	9,900
Camillus	Apr. 1, 1964	22,287
Canandaigua, city	Apr. 15, 1965	10,000
Candor, town	do	3,800
Catlin, town	Apr. 1, 1964	2,072
Cazenovia, town	Apr. 15, 1965	5,500
Cheektowaga, town	Apr. 1, 1964	93,986
Chenango, town	Apr. 1, 1965	11,274
Chester, town	Mar. 15, 1965	4,100
Chili, town	Apr. 1, 1963	12,519
Cicero, town	May 1, 1964	20,040
Clarence, town	Apr. 1, 1964	15,731
Clay, town	May 1, 1964	22,981
Clifton Park, town	Apr. 1, 1964	6,068
Clinton, town	Mar. 18, 1965	1,900
Coeymans, town	do	6,620
Colden, town	Apr. 15, 1965	2,999
Colonie, town	Apr. 1, 1964	59,742
Concord, town	Apr. 15, 1965	7,100
Conklin, town	Apr. 1, 1965	5,149
Cornwall, town	Mar. 15, 1965	10,000
Cortland, city	Apr. 15, 1965	21,000
Cortlandville, town	do	6,500
Deerfield, town	Apr. 1, 1964	4,055
Delhi, town	Apr. 15, 1965	3,700
Dryden, town	do	8,100
Eaton, town	do	3,700
East Fishkill, town	Mar. 18, 1965	5,500
Eden, town	Apr. 15, 1965	7,700
Elbridge, town	do	5,200
Elima, town	do	9,500
Elma, town	Mar. 17, 1965	8,600
Esopus, town	Mar. 15, 1965	7,300
Evans, town	Mar. 18, 1965	15,000
Fenton, town	Apr. 1, 1964	6,334
Fishkill, town	Mar. 18, 1965	7,800
Floyd, town	May 1, 1964	3,171
Gardiner, town	Mar. 15, 1965	1,900
Gates, town	Apr. 1, 1963	15,133
Glen Cove, city	Apr. 15, 1965	26,000
Goshen, town	Mar. 15, 1965	7,500
Grand Island, town	Mar. 22, 1965	10,500
Greece, town	Apr. 1, 1963	55,994
Greenville, town	Mar. 15, 1965	1,100
Guilderland, town	do	19,200
Hamptonburgh, town	do	2,050
Hempstead, town	Apr. 15, 1965	830,000
Henrietta, town	Apr. 1, 1963	16,342

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
New York—Continued		
Aggregate population—Continued		
Holcomb, village	Apr. 15, 1965	600
Holland, town	do	2,550
Horseheads, town	do	20,000
Huntington, town	Apr. 1, 1963	150,650
Hurley, town	Mar. 15, 1965	6,000
Hyde Park, town	Apr. 1, 1964	14,700
Islip, town	do	222,460
Ithaca, town	do	11,072
Knox, town	Mar. 17, 1965	1,600
LaGrange, town	Apr. 1, 1964	8,366
Lancaster, town	Mar. 17, 1965	28,000
Lansing, town	Apr. 15, 1965	5,600
Lenox, town	do	7,500
Little Falls, town	Apr. 1, 1964	1,276
Lockport, town	Mar. 22, 1965	7,000
Long Beach, city	May 4, 1964	28,490
Lysander, town	Apr. 15, 1965	11,300
Maine, town	Apr. 1, 1964	4,999
Manlius, town	May 1, 1964	22,143
Marcy, town	Apr. 15, 1965	4,900
Monroe County	Apr. 1, 1964	625,128
Monroe, town	Mar. 15, 1965	6,650
Montgomery, town	do	12,800
Newburgh, town	do	17,000
New Hartford, town	Apr. 1, 1964	20,012
New Paltz, town	Mar. 15, 1965	7,000
New Scotland, town	Mar. 17, 1965	6,500
Newstead, town	Apr. 15, 1965	6,500
New Windsor, town	Apr. 30, 1964	16,060
Niskayuna, town	Mar. 16, 1965	15,200
North Greenbush, town	Apr. 15, 1965	9,000
North Hempstead, town	Mar. 15, 1965	245,000
Norwich, town	Apr. 15, 1965	2,800
Ogden, town	Apr. 1, 1963	8,805
Old Westbury, village	Apr. 29, 1964	2,375
Onondaga, town	Apr. 15, 1965	5,000
Orchard Park, town	Mar. 17, 1965	16,500
Owego, town	Apr. 1, 1964	17,756
Oyster Bay, town	Apr. 15, 1965	350,000
Parma, town	Apr. 1, 1963	7,823
Penfield, town	Apr. 15, 1965	16,150
Perinton, town	Apr. 1, 1963	19,126
Peru, town	Apr. 1, 1964	4,305
Pittsford, town	Apr. 1, 1963	17,453
Plattsburgh, city	Apr. 1, 1964	21,090
Pleasant Valley, town	Mar. 18, 1965	4,700
Pomfret, town	Apr. 15, 1965	12,600
Pompey, town	do	3,700
Port Washington North	Apr. 1, 1962	1,186
Potsdam, village	Apr. 15, 1965	10,200
Poughkeepsie, town	Mar. 22, 1965	36,000
Preble, town	Apr. 15, 1965	1,200
Putnam County	do	48,500
Queensbury, town	do	13,000
Riga, town	Apr. 1, 1963	3,036
Riverhead, town	Apr. 15, 1965	20,000
Rockland County	Apr. 1, 1963	162,029
Rosendale, town	Mar. 15, 1965	4,650
Roslyn Harbor, village	Apr. 29, 1964	1,101
Rye, city	Apr. 1, 1964	14,891
Sands Point, village	do	2,283
Saratoga Springs, city	Apr. 15, 1965	17,000
Saugerties, town	Mar. 15, 1965	15,500
Schodack, town	do	10,000
Schuyler, town	Apr. 1, 1964	2,400
Smithtown, town	do	78,944
Southport, town	Apr. 15, 1965	11,600
Stanford, town	Apr. 1, 1965	2,275
Sullivan, town	Apr. 15, 1965	12,300
Tonowanda, city	Apr. 1, 1965	22,192
Tuxedo, town	Mar. 15, 1965	2,550
Union, town	Apr. 1, 1965	65,119
Van Buren, town	Apr. 15, 1965	9,700
Vestal, town	Apr. 1, 1965	21,108
Veteran, town	Apr. 15, 1965	3,000
Victor, town	do	4,100
Voorheesville, village	Apr. 29, 1964	1,384
Wales, town	Apr. 15, 1965	2,100
Walkill, town	Mar. 15, 1965	9,150
Wappinger, town	Mar. 18, 1965	12,000

See footnotes at end of table, p. 21.

Special censuses taken since Apr. 1, 1960, by State—Continued

Place	Census date	Population
New York—Continued		
Aggregate population—Continued		
Warwick, town.....	Mar. 15, 1965	13,800
West Bloomfield, town.....	Apr. 15, 1965	1,700
Westchester County.....	do.....	894,000
Westmoreland, town.....	Apr. 1, 1964	4,754
West Seneca, town.....	do.....	39,653
Whitestown, town.....	Apr. 15, 1965	22,000
Woodbury, town.....	Mar. 15, 1965	3,300
Woodstock, town.....	do.....	4,999
Yorktown, town.....	Apr. 1, 1964	21,261
North Carolina:		
Aggregate population.....		52,352
Creedmoor, town.....	Dec. 8, 1964	1,330
Fayetteville, city.....	Sept. 15, 1964	51,022
North Dakota:		
Aggregate population.....		173,931
Bismarek, city.....	Dec. 3, 1963	30,584
Bowbells, city.....	Feb. 12, 1964	810
Drayton, city.....	Nov. 17, 1964	1,278
Fargo, city.....	Jan. 8, 1965	49,572
Garrison, city.....	Sept. 18, 1963	2,367
Grand Forks, city.....	Oct. 19, 1964	38,230
Kenmare, city.....	Oct. 25, 1962	2,463
Lakota, city.....	Aug. 26, 1964	1,658
Minot, city.....	Aug. 28, 1962	33,477
Mohall, city.....	Apr. 25, 1963	1,204
Parshall, city.....	Nov. 13, 1963	1,915
Southwest Fargo, city.....	Sept. 1, 1964	3,920
Wahpeton, city.....	Feb. 12, 1964	6,453
Ohio:		
Aggregate population.....		17,743
Heath, village.....	Mar. 1, 1965	6,066
Sharonville, village.....	Jan. 8, 1962	6,457
Vernillion, village.....	July 31, 1961	5,220
Pennsylvania:		
Aggregate population.....		326,497
East Hempfield, township.....	Aug. 4, 1964	9,680
Elizabeth, township.....	June 3, 1964	14,384
Falls, township.....	Sept. 9, 1964	31,152
Folcroft, borough.....	Aug. 28, 1964	9,008
Franklin, township.....	July 21, 1964	10,365
Hempfield, township.....	Nov. 13, 1964	33,036
Lehman, township.....	Oct. 11, 1964	535
Lower Allen, township.....	July 7, 1964	12,881
Lower Makefield, township.....	May 12, 1964	10,635
Lower Parton, township.....	Oct. 30, 1962	20,739
Lower Providence, township.....	Oct. 2, 1962	10,895
Manheim, township.....	Nov. 20, 1964	17,199
Manor, township.....	May 21, 1963	7,726
Northampton, township.....	Sept. 23, 1963	8,462
Springfield, township.....	Nov. 30, 1964	27,772
State College.....	Oct. 12, 1964	27,584
Swatara, township.....	Aug. 6, 1963	15,586
Tredyffrin, township.....	Aug. 11, 1964	19,863
Warminster, township.....	Aug. 5, 1964	24,116
Warrington, township.....	Sept. 21, 1964	4,907
York, township.....	Nov. 2, 1964	9,977
South Carolina:		
Aggregate population.....		2,536
Coward, town.....	July 9, 1963	552
Goose Creek, town.....	June 6, 1962	830
Surfside Beach, town.....	Jan. 5, 1965	881
Windy Hill Beach, town.....	Mar. 3, 1965	273
Tennessee:		
Aggregate population.....		47,808
Manchester, city.....	Feb. 5, 1965	4,455
Oak Ridge, city.....	July 11, 1964	29,696
Tullahoma, city.....	Feb. 3, 1965	13,657
Wisconsin:		
Aggregate population.....		213,972
Beloit, city.....	Oct. 8, 1962	35,199
Glendale, city.....	Mar. 20, 1961	10,432
Madison, city.....	Oct. 5, 1964	157,844
Muskego, town.....	Nov. 30, 1964	10,497
Aggregate total for 23 States.....		11,936,833

NOTE.—In some cases, revised figures (preliminary) based on field counts, have been released locally.

1 Population figures for Minnesota census dates of Apr. 1, 1965, are estimates.

2 Population figures for New York census dates as of Apr. 1, 1965, and later are estimates.

Mr. OLSEN. Do you have some idea whether or not you could take a special census in 1966 by mail?

Dr. ECKLER. Mr. Chairman, we have been doing some experimental work, testing, in Louisville and in Cleveland, procedures which we would hope to use, if they are satisfactory, in 1970. It would not be possible in the brief time that would be available for this 1966 census to use these new procedures. We believe that if legislation were provided and funds we would need to take the census by approximately the methods used in 1960.

Mr. OLSEN. That, then, would be by having enumerators?

Dr. ECKLER. Having enumerators. That would not preclude, of course, some of the new features that we did use in 1960, and we hope to improve those, which involved leaving, for a sample of the population, schedules to be filled out and mailed in.

But the taking of the census in the main on a mail basis would not be possible in our opinion for 1966 or even 1967.

Mr. OLSEN. You do take censuses by mail now, do you not?

Dr. ECKLER. We are testing such an operation in Cleveland. We take other censuses by mail, yes, sir. The census of manufactures the census of retail trade, wholesale trade, service trades are on a mail basis.

We get lists of establishments from the administrative records of the Treasury, and on the basis of that mailing list we can collect the information directly by mail and follow up those who do not respond.

But we do not have the same capability in the population field, because there does not now exist a comprehensive listing of the population for this purpose. And that is what this experimental work is aimed to take care of.

Mr. OLSEN. You are hiring lists from private companies?

Dr. ECKLER. Yes, that is one of the systems we have tried. In Cleveland we acquired a list from one of the companies and had that brought up to date by the use of the post office and have used that, as a basis for the canvass.

In the case of the earlier test, we took the 1960 census records and brought those up to date by means of new construction, and other information.

The final choice as to the method to be used in 1970 is still to be made.

Mr. OLSEN. I want to pursue this question of doing it through a supplier of mailing lists and the question of what sort of a contract you would have or do have with the mailing list suppliers.

Dr. ECKLER. Yes; Mr. Chairman, the contract for that would need to be written with full regard to the rights of the owner, the developer of that list, and to the property represented by this substantial compilation.

It would be a contract entered into which would provide assurance as to the safeguarding of this—the guarantee that it would not be available to competitors causing damage to this company.

We believe that it is possible to work out contractual arrangements which respect the interests of the provider of the list and also satisfy the interests of the Government in developing this tool.

Mr. OLSEN. Well, now, with your present practice what is the contract? Is it a fixed fee or a cost-plus contract, or is it a bid contract?

Dr. ECKLER. I think essentially it would be a fixed fee contract for the use of this for the city.

Mr. OLSEN. How much do you pay for a list? Do you pay by the thousand names or what?

Dr. TAEUBER. The cost was computed essentially that way, but then we also had the company perform certain services.

The list to begin with is on computer tape. In addition to supplying the list, we had the company use its own electronic equipment to introduce the corrections and changes that we had secured from the post office. And, in addition, we have the problem that each of these addresses has to be allocated to the census tract in the case of Cleveland—that is, to the small statistical areas for which the data are to be provided. And we had them do that.

Mr. OLSEN. Now, the original list you get from the supplier is private property. Then whose property is the corrected list?

Dr. TAEUBER. The corrections that we got from the post office were handled as strictly our property under a confidential arrangement which did not make that portion of the list available to the company that supplied the original list.

Mr. OLSEN. They cannot use it afterward?

Dr. TAEUBER. They cannot use it afterward.

Mr. OLSEN. Is that part of your contract?

Dr. TAEUBER. That is part of the agreement.

Mr. OLSEN. How much do you pay per thousand names to a supplier?

Dr. TAEUBER. I am not sure I can break out the cost because of the additional services that entered into the contract. It ran around 1 cent per name.

Mr. OLSEN. Then there were these additional services that were also paid for?

Dr. TAEUBER. Additional services were also paid for.

Mr. OLSEN. What were the nature of them?

Dr. TAEUBER. We had to add to the tapes the corrections which we got from the post office, and addressing the pieces of mail, which was done there. They also inserted the geographic codes which we needed for our purposes.

Mr. OLSEN. Do you negotiate that price?

Dr. TAEUBER. This was negotiated. It was understood on both sides that this was an experiment on our part to see if this kind of an approach would be feasible, and an experiment on their part to see whether they really wanted to enter into this kind of arrangement if we should decide we wanted to go farther.

Mr. OLSEN. What did they do? Submit cost figures to you?

Dr. TAEUBER. They submitted estimated cost figures to us. We had had discussions with a number of companies in advance, but this was not let out on a bid in this particular instance.

Mr. OLSEN. So you negotiated with a specific company?

Dr. TAEUBER. Yes, sir.

Mr. OLSEN. And what was the basis of your determination that you would pick a specific company?

Dr. TAEUBER. The determination was made on the basis of the information we were able to get in advance that this particular company had a more complete and accurate list of occupant addresses on magnetic tape than other companies contacted.

Mr. OLSEN. What is the name of this company? Is that confidential?

Dr. TAEUBER. That, sir, I would prefer to supply on a confidential basis.

Mr. OLSEN. I see. How well did the Cleveland experiment work—that is, with respect to your anticipating using it or not using it in other urban areas?

Dr. TAEUBER. We are still in the evaluation stage. We have not completed all of the enumeration work in Cleveland. We are at the point of doing an evaluation to check on the completeness of the list, the extent to which addresses may have been missed, the extent to which there may have been more than one housing unit at a particular address.

We just do not have the results yet. We are encouraged by the response from the public. But the question of completeness of coverage, the question particularly of the coverage of households in structures where you have two households without the nice orderly arrangement of apartments that you would find in an apartment house, is a kind of problem we are still working on to see whether we have a way of dealing with these things.

Mr. OLSEN. Do you have any idea at this time how much you save by having a census by mail as compared with a census by enumerators?

Dr. TAEUBER. I think this is something we will have to get after we have been able to do this cleanup work and can see how much of this cleanup work is actually needed.

Mr. OLSEN. So, in talking about a 1966 census, we have to talk about the old method and not the new method?

Dr. TAEUBER. Right.

Mr. OLSEN. There was a prediction some time ago that use could be made of substitute mail carriers and regular mail carriers in the taking of a census. Do you know anything more about that now with respect to a 1966 census?

Dr. ECKLER. Mr. Chairman, I had a recent conversation regarding this possibility with Mr. Belen, Deputy Postmaster General, who is well known, of course, to this committee. I might say that in general we are anxious to take advantage of any source of help for the census that we can find, and the mail carriers have a very great appeal because they are in the localities. They have passed tests for the kind of work they do. They know the geographic area, and so forth.

Mr. Belen has indicated a willingness, as he always has, to cooperate in every way possible. But the fact is at the present time they are seeking to recruit additional people, additional substitutes. The substitutes are working a very substantial amount of time. And there is not available very much in the way of human resources that might be tapped for this purpose apparently.

Now, if that situation changes—

Mr. OLSEN. Now, that kind of compounds your problem, then, does it not? Because you are going to have trouble getting enumerators?

Dr. ECKLER. It means that the task of getting enumerators is probably in some areas going to be tighter than it was. I think it is going to be a problem in future censuses in some areas.

But I think that we believe that it will be possible for the several weeks involved to get women to come in on these jobs. But I do not think that we can count on any great lift from the substitute carriers and people with the mail service, much as we would like to look forward to that.

Mr. OLSEN. Have you any definite prediction on how many you could use? Now, I have in mind that if the job of substitute carrier was more attractive—that is, if it was the kind of employment that would guarantee a good annual income, or an annual income reasonably close to that of a regular carrier—that the recruitment would be much easier, and, therefore, your program would be assisted greatly.

Dr. ECKLER. Yes; if the carriers have the ability to work a fairly substantial amount of time for a period of several weeks. But if it is just a matter of their working 2 or 3 hours a day, their ability to fit into our program is pretty limited, because it means that either you prolong the enumeration unduly or else you would have such a large number of enumerator assignments that your control and mapping and other problems would be magnified.

What we want is people who are going to be able to apply themselves 6 or 8 hours a day, hopefully longer than that and get the job cleaned up in 2 or 3 weeks.

Mr. OLSEN. So that you would want them 6 or 8 hours a day for not more than 3 weeks?

Dr. ECKLER. In some cases it would run more than that, but most of them would be in that period. That is about it.

Mr. OLSEN. So that you are not looking for somebody wanting part-time employment. You are looking for somebody who wants full-time employment for 3 weeks?

Dr. ECKLER. That is about it. A person who likes a job of this sort and takes it as a means of getting a little added spending money and because of its contributions to the national needs.

Now, in the case of our current statistical program, we have some 800 or 1,000 people who are interested in about a week's work each month or maybe a week and a half. That is a different kind of situation. A lot of them would not want to work 3 or 4 weeks continuously.

Mr. OLSEN. Well, you are going to have to try and recruit the housewives who are not presently employed?

Dr. ECKLER. Right.

Mr. OLSEN. Could you give us cost estimates for the various census levels, various types of censuses?

Dr. ECKLER. Yes.

One type which I think would perhaps seem to me to be maybe most responsive to the needs as we see them at this time if there were to be approval of this kind of legislation would be—

Mr. OLSEN. Off the record.

(Remarks off the record.)

Mr. UDALL (acting chairman). Had you concluded?

Dr. ECKLER. I was going to give, in response to the chairman's question, some cost estimates.

Mr. UDALL. Go ahead.

Dr. ECKLER. One proposal which perhaps would be well suited to some of the needs that we know of would be a hundred percent on a very limited series of questions and a 25-percent sample on a somewhat smaller list of questions than were included in the 1960 census.

Mr. POOL. Are you talking about 100 percent of coverage?

Dr. ECKLER. A hundred percent coverage; yes, sir, Mr. Pool. And that would get information on age, sex color, marital status, family composition, but not go beyond that.

And then the sample information, the 25-percent sample, would include items of income, because that is essential in a number of programs, and employment status, but we would try to avoid the more costly items which involve hand coding. And this, of course, would need to be worked out very carefully in line with the need of the agencies.

Presumably, in view of the civil rights and voting rights legislation, a question on recent voting experience and registration would have to be put in and would seem to provide information that is needed as part of that legislation.

Mr. POOL. Why is that now?

Dr. ECKLER. Because it would be in line with the requirement of the title 8 of the Civil Rights Act of 1964 which provides for the collection of information on votes cast in 1964, and on registration in 1964 in areas specified by the Civil Rights Commission.

There is a request of \$7.5 million which was before the Congress. Now it has been deferred until fiscal 1966 pending the determination or completion of new legislation on the Voting Rights Act of 1965.

This same legislation, the title 8, has a provision that in future censuses, referring specifically to the 1970 census, information on voting and registration would be included as a part of the census.

So that presumably would apply to a census if any were approved for 1966.

So I think the estimate would be based on the assumption that would be covered.

Mr. POOL. How does that tie into the voting rights bill that is up before Congress now?

Dr. ECKLER. It does not tie directly to that but would provide information very useful for that, because the voting rights bill which is now before the Congress calls upon the Census Director to furnish a determination of the States and subdivisions in which the percentage of the population of voting age who voted in 1964 was less than 50 percent.

Now, there are going to be a number of areas in which the projection of population by methods similar to those we have used for States would yield figures that are not decisive, and therefore, would not clearly indicate whether it was above or below 50 percent.

There are other places where surveys may be required in order to reach a determination regarding some features of the Voting Rights Act of 1965.

Mr. POOL. Do I understand you to say the voting rights bill before Congress today is dealing with a subject that they have no definite information on? Is that correct?

Dr. ECKLER. There is no 1964 information on the relationship for individual counties, the relationship between those voting and the persons of voting age. We would have to provide those as a part of the legislation.

Mr. UDALL. Dr. Eckler, we now have this technical study (Series P-23 #14) which is one of your publications attempting to provide some of this information, and, in truth, what you have are 1960 figures on people and 1964 figures on voting.

Dr. ECKLER. That is right, sir.

Mr. UDALL. And these dates do not necessarily coincide. Also, you can have very large family groups in which a wife and husband and six small children cast two votes, and they appear as two voters, whereas a retired couple with no dependents would also appear as two voters, as far as having weight on your statistics here.

Dr. ECKLER. That is right.

Mr. UDALL. This is the measure of your problem as far as complying with this voting bill if enacted?

Dr. ECKLER. That is right. As a part of the task under this bill we would be providing estimates of the 1964 population for the individual counties of the six major States and some other States also.

Mr. POOL. As of right now, then, the information we have that you can furnish is based on the States and not counties. Is that correct?

Dr. ECKLER. For 1964; yes, sir.

Mr. POOL. I just wanted to get that in the record. Thank you.

Mr. UDALL. Dr. Eckler, one of the factors I have been most concerned about—and if you covered this before I came in and it is in the record I will not repeat it—but I am very much impressed, from what I know and from attending the previous hearings of this subcommittee in past years, with the need for this mid-decade census.

I have discovered with disappointment that the Bureau of the Budget again opposes such a census and thinks the job can be done through sampling in a better manner, and at less cost.

In the third paragraph of your statement you indicate that you are prepared to submit cost estimates of various alternatives, various levels of census.

Dr. ECKLER. Yes.

Mr. UDALL. Assuming that one of the bills before us is passed and enacted.

Have you already furnished those for the record?

Dr. ECKLER. I have not furnished those. I could do so very briefly if you wish.

Mr. UDALL. I think this is very important and is a major factor the subcommittee would want to consider in determining what action it takes. If you could give us that now, I would appreciate it.

Dr. ECKLER. Yes. I was starting to say that one proposal which might be an intermediate proposal would be a complete coverage of a basic five or six items and then a sample of some smaller number of items than in 1960. We estimate the cost of that would be in the neighborhood of \$100 million. The exact level, of course, would fluctuate a little according to the kinds of pressures for including more items or the possibilities of excluding some of the list. But the cost is in that general neighborhood.

Mr. UDALL. All right. Now, would this provide, for example, the kind of information you would need to comply with the voting rights proposals that are before the Congress? This intermediate kind of proposal?

Dr. ECKLER. Yes; I think that would take care of those. Yes, sir.

Mr. POOL. Of course, you have not seen the completed bill yet. You do not know what they are going to finally pass.

Dr. ECKLER. That is right, Congressman Pool. And there are possibilities of new requirements coming in there. But of the ones that have received attention in the papers, I think this would cover it.

Mr. UDALL. Counsel can refresh my memory. I came here off an airplane and I have not studied the bills as I would like to this morning. What level of information is provided for in these bills?

Mr. CORCORAN (subcommittee counsel). There is no specific level.

Mr. UDALL. They just provide for a census?

Mr. CORCORAN. That is right—a level to be determined by Congress.

Mr. UDALL. By Congress?

Mr. CORCORAN. Yes, sir.

Mr. UDALL. To start with the most expensive, that would be a repeat of the full decennial census. What would that cost?

Dr. ECKLER. All right. A full-scale repeat carrying out what we did in 1960 we estimate at about \$110 million.

Mr. UDALL. This modest intermediate plan you are talking about is \$100 million?

Dr. ECKLER. Yes. It is not so much less because you do have to leave a form for 25 percent of the families. Although it does not reduce the coding and the processing costs in the office. The saving is not as great as one might guess.

Mr. UDALL. Let's take a less ambitious alternative.

Dr. ECKLER. We can go down to what we refer to sometimes as a "barebones" census, the same as a special census which we do for the States and localities, which gets for 100 percent name, age, sex, color, marital status, and that is it, in the neighborhood of \$60 million.

Mr. POOL. Can I interrupt right there?

Mr. UDALL. Yes, indeed.

Mr. POOL. Are you going, anywhere in any of these plans, to ask what race they are?

Dr. ECKLER. Yes, we would expect to ask that in all of these. The information on race or color has been a part of censuses for many years and is believed to be one of the important classifications of the population for analysis of the extent to which changes are taking place, problems are being solved, and so on.

So, unless we are instructed to the contrary, we would assume that question would be included.

Mr. UDALL. Well, the Bureau of Census has never encountered any resistance to this since its inception, have you, as contrasted with other Government programs and applications where there has been a great movement in recent years to prevent the Government from inquiring as to the individual's race when he applies for a job, something of this sort?

Dr. ECKLER. I would say practically none. It is not completely absent, but it has been very, very rare.

Mr. POOL. I am not familiar with this. In your previous censuses have you asked them anything about their origin?

Dr. ECKLER. Place of birth?

Mr. POOL. No, actually I am talking about whether they are Italians, Greeks, and so on.

Dr. ECKLER. Those who are born abroad we would get because of the question on place of birth. We also get the place of birth of parents for a 25-percent sample. So it would show persons one of whose parents was born abroad.

Mr. UDALL. Only back one generation. But if my grandparents were from Italy, Greece, or Great Britain, this would not show up?

Dr. ECKLER. You would no longer get that information.

Mr. POOL. How about Indians?

Dr. ECKLER. We would identify those as Indians.

Mr. POOL. That is a race?

Dr. ECKLER. That is a race.

Mr. UDALL. What are the racial classifications in the decennial census?

Dr. ECKLER. White, Negro, Indian, Chinese, Japanese, Filipino.

Dr. TAEUBER. In Alaska we recognize Eskimos, Indians, and Aleuts. In Hawaii we have Hawaiians and part-Hawaiians in addition to Japanese, Chinese, Filipinos.

Mr. UDALL. There are numerous people of Mexican-American background in my State and Congressman Pool's State, for example. They are simply identified as white?

Dr. TAEUBER. They are identified as white unless they are obviously Indian, but in that case we use still another device. We set up a special tabulation of all persons with Spanish surnames, and we provide statistics for the white persons with Spanish surnames, and those can be identified.

Mr. POOL. That is the question I wanted to ask. Thank you, Mr. Chairman.

Dr. TAEUBER. We show whether they were born in this country or Mexico.

Mr. POOL. We can get that information right now from your 1960 census? Is that correct?

Dr. TAEUBER. Yes, sir.

Mr. UDALL. The gentleman from Alabama, our friend, Mr. Buchanan, has joined us here. We are having a rather freewheeling session with no great amount of formality. And I assure the gentleman if he has any questions, just pitch in here and get into the discussion.

Mr. BUCHANAN. I apologize for my tardiness, Mr. Chairman. I was in another subcommittee meeting.

Do you have statistics below the county level at this time, say in the 1960 census?

Dr. ECKLER. Yes, indeed.

Mr. BUCHANAN. Do they go below the county level?

Dr. ECKLER. A great many statistics are for subdivisions of counties, small incorporated places, unincorporated places. There is a great deal of geographic detail. And we welcome an opportunity to answer a question in detail that you may want to submit to us on that. But there is a vast amount of detail.

Mr. BUCHANAN. I see. Now, on this determination on the voting rights bill, determination of whether a given percentage of the people of a town say of 10,000 in Alabama were registered to vote, a sufficient number, would you have this information at this time say for a town of 10,000?

Dr. ECKLER. We would have information on the numbers of persons of voting age in the town, and, if there were available from official records of the State the number who voted or the number who were registered, then a ratio could be prepared. We would have the denominator of the fraction I think for almost anything that would be requested for 1960.

Mr. UDALL. Will the gentleman yield on this point?

Mr. BUCHANAN. Yes.

Mr. UDALL. I think it is important to note he asked for details for subdivisions below county and below State. Is it not true that the only figures you have for census tracts—and these are block by block or several blocks running along a definite geographic line, something that is set up as a census tract—the only information you have by these definite geographical subdivisions would be in your decennial census?

Dr. ECKLER. Yes.

Mr. UDALL. You would have to go back to 1960 to give him any information as to numbers of people within small units below the county?

Dr. ECKLER. That is correct; yes, sir.

Mr. BUCHANAN. This would not necessarily, however, follow precinct lines? I live in the 59th precinct of Jefferson County. This does not necessarily follow the same lines as your census tract. Of course, this is really a moot question because there are no Negro citizens in the 59th precinct of Jefferson County.

But let's take precinct 21 in Jefferson County, my county. Could I count on being able to obtain this information accurately if the precinct lines within the county or if the town lines perhaps—I assume the town would ordinarily be within. But let's say within a metropolitan area if the precinct lines did not coincide with your census tracts.

Dr. ECKLER. If they do not coincide with the census tracts, ordinarily a special job would be necessary in order to observe the boundaries of your precinct. There are certain of our enumeration districts—that is the smallest area for which we have information—that would fall completely within your precincts, but some would be partly in and partly outside. A field check could identify the part which is in and the part which is out. That could be done as a special service.

Mr. BUCHANAN. Now, about how large would the average tract be?

Dr. ECKLER. It would be 3,000, 4,000, 5,000, or 6,000 people. If it is in the city, we also have block totals for a city of 50,000 and over. So any city has that information. The blocks would ordinarily be capable of being aggregated to constitute precincts.

Mr. UDALL. I have had experience with the Bureau of Census. I might say to the gentleman in that problem that Congressmen are not particularly interested in—congressional redistricting—and they can give you a pretty accurate block-by-block count and you can run a precinct almost everywhere you want, up the street and down the other, and with their field materials they can tell you pretty accurately as of 1960, but not today as of 1965.

Mr. BUCHANAN. This is without any additional census activity?

Mr. UDALL. Precisely.

Mr. BUCHANAN. Census taking activity?

Mr. UDALL. Precisely.

Dr. ECKLER. On some of this, if the boundaries are different, we might have to put people in the field to see where the precinct boundary falls relative to our enumeration district. That might—.

Mr. UDALL. It might be helpful, Dr. Eckler—we have it in prior hearing I am sure, but many people do not understand, and I did not until I got involved in this—to know precisely what is a census tract or enumeration district. How do you set them up? What are they? What are your standards?

Dr. ECKLER. Well, an enumeration district is, very simply, the unit of assignment for a particular enumerator. We want to have an amount of work which is enough for an enumerator assignment maybe lasting 2 or 3 weeks. So we will set up a small geographic area that will have, we hope, 1,000 to 1,500 people.

Mr. UDALL. In a sparsely settled area like part of my district, this may be 40 miles or 30 miles.

Dr. ECKLER. It might be 40 one way and 30 the other.

Mr. UDALL. A large metropolitan area enumeration district might be two or three blocks wide?

Dr. ECKLER. I guess it could be even one apartment house in a very large city. So you get a wide range.

Now, these are administrative units set up for the purpose of our field canvass.

The census tracts have been established locally as being small subdivisions of a city that are useful for a variety of city planning purposes. They try to set them up so they are somewhat homogeneous, so there is one which would have maybe a population of a certain type, which might be a foreign nationality group or it might be a high income group or various other classes.

There is an attempt to get somewhat similar segments which I think are probably based very often on economic status, economic level. And these may have three, four, or five enumeration districts in them. I think they average 3,000 to 6,000 people. Sometimes they run larger, sometimes a little smaller.

Mr. UDALL. Let me stop you there. Is there any distinction between the term "census tract," which I often use, and the term "enumeration district" which you have used this morning?

Dr. ECKLER. Well, the enumeration district is smaller. That is the smallest. And that is the assignment for our field people. We do not publish those figures, those for enumeration districts. We do make them available for purposes of study by city planning groups. We will provide maps and totals, but they are not published in our regular volumes.

The census tracts are published in our regular volumes. They are an important part of the program of breaking down the big cities into small components.

Mr. UDALL. You could give the gentleman from Alabama, for example, a little map which you have showing the census tracts within his congressional district, and as of 1960 he can simply read off the boundary lines and the number of people within each one of these? Is this correct?

Dr. ECKLER. Yes. If there were tracts set up—I am sorry, I should remember your district.

Mr. BUCHANAN. Sixth District of Alabama, Jefferson County, Birmingham.

Dr. ECKLER. Yes indeed. No problem.

Mr. UDALL. You could not give him—readily available without some study—the enumeration districts?

Dr. ECKLER. That is right. But, if you like, we can send him a tract report for Birmingham.

R. UDALL. It would make him very happy if you would do that.

Dr. ECKLER. Yes. Also the announcement of the special service on enumeration district counts.

Mr. UDALL. Let me interrupt once more and I will let the gentleman from Alabama continue. What percentage of the country is now covered by census tracts?

Dr. TAEUBER. Practically speaking, sir, every city that had 50,000 or more before 1960 and, in a good many cases, the county in which they are located has also been tracted.

Mr. UDALL. What percent of the population is covered then, would you say, roughly?

Dr. TAEUBER. Roughly two-thirds.

Mr. BUCHANAN. What about the other people in the country who are not covered by this, the other one-third?

Dr. TAEUBER. The statistics are available for townships or other minor civil divisions, generally, townships, beats, or militia districts. They go by various names in various parts of the country.

Mr. BUCHANAN. What I am trying to get at is what amount of census-taking activities would be required to determine whether a State that still has a good bit of rural population, like the State of Alabama, is in compliance with the voting rights bill, for example?

Dr. TAEUBER. The 1960 population figures on age and color are, of course, available for these minor civil divisions as well as the counties, for the incorporated places—every incorporated place recognized separately. But we do not now have the figures on registration and voting for 1960, nor do we have similar population figures for 1964.

Mr. BUCHANAN. In the bill as it now stands, the test does not have anything to do with race as I understand it. I mean it is percentage of population, as I understand it. And therefore you have to know what the population is in these rural areas to know whether or not they are complying.

This is why I was asking about information below the county level. In a typical south Alabama county that had small townships and open country within the county, what would you probably have by way of census information?

Dr. TAEUBER. We have census information for every incorporated place separately. We have, in addition, if there are any unincorporated places of 1,000 or more people, identified them, put boundaries around them. But we also have figures for every township.

Mr. BUCHANAN. Thank you, sir.

Mr. UDALL. The gentleman from Texas had a further inquiry.

Mr. POOL. In regard to the redistricting, the legislatures around the country are attacking this problem, on redistricting Members of Congress. Will information be available where a large city is divided into two districts and maybe it is one district now?

Mr. UDALL. This is purely hypothetical?

Mr. POOL. This is all hypothetical, yes.

Mr. UDALL. It has nothing to do with Dallas or the county?

Mr. POOL. Would this information be available to a Member of Congress as to different things he wants to know about it with regard to the new district that is carved out?

Dr. TAEUBER. We would be able to supply population counts by city blocks.

Mr. POOL. By city blocks?

Dr. TAEUBER. We would be able to supply information about the characteristics of the population for the census tract and also for the smaller units Dr. Eckler mentioned, the enumeration districts.

Mr. POOL. Now, on the rural areas in that county, I did not understand exactly. What would you do on that? How would you supply the information?

Dr. TAEUBER. For the rural areas in the county we have figures for every incorporated place. In addition we have figures for every township. And I should have added this response to the Congressman's question: We are also able to go back to the enumeration district which might be smaller than the township.

Mr. POOL. It might overlap the lines, too?

Dr. TAEUBER. No, the enumeration district recognizes the township lines.

Mr. POOL. I am talking about the new congressional district. It could overlap the other district?

Dr. TAEUBER. It could overlap. And at that point it would be a matter of looking at the map and the distribution of the population and coming up with an estimate.

Mr. POOL. So you could pretty much figure out about what that was?

Dr. TAEUBER. That has been done in a good many cases.

Mr. UDALL. Let me nail this down again. The information would be as of 1960?

Dr. TAEUBER. Yes, sir.

Mr. UDALL. I know the gentleman from Texas has only academic interest, but you might earn "brownie" points if, at my suggestion, you would send him the tract information you now have on that county.

Mr. POOL. Let's wait until after the legislature gets through. They have not done anything yet.

Mr. UDALL. Time is running out, and we have some other witnesses.

I want to turn to one more line of inquiry. Then perhaps we can hear from some of the other witnesses. I think it is important to nail down here, if Congress undertakes something of this kind, what use there would be for it in connection with Federal programs.

I note here in the publication of the Health, Education, and Welfare Department called "Social Security Bulletin," dated June 1964, volume 27, No. 6, that in fiscal year 1963 there were some \$8.3 billion in Federal grants to the State and local governments in a number of different programs including public assistance, employment security, health services, other welfare services of different kinds, education, highway construction, and so forth.

Now, it is true, is it not, that many of these grants are based upon population and population characteristics of the States and their subdivisions?

Dr. ECKLER. That is correct, sir.

Mr. UDALL. Would this be true? In aid to education, for example, we have to have as accurate as possible information to make these grants?

Dr. ECKLER. Well, I am not sure about that specific bill. The new law does have this proviso we talked about before relating to the numbers of children in low-income families. We provide estimates of population for them.

Mr. UDALL. All right. We will hear from Health, Education, and Welfare on this undoubtedly. But this would be true with many of the programs in the so-called poverty bill? Is this not true? You have to know income characteristics and have a great deal of population information?

Dr. ECKLER. Yes. We have had some discussions with members of the group, and they emphasize very strongly the need for far more statistics than they now have available.

Mr. UDALL. Unless you are doing specific sampling in a particular area or unless you have had a State-made census or something of this kind, these people are trying to administer these programs based on 1960 information? Is that right?

Dr. ECKLER. That is all we would have; yes, sir.

Mr. UDALL. The same would be true with a lot of your housing legislation. Would this not be true?

Dr. ECKLER. I have had some conversations with the Housing and Home Finance people. I understand the new housing legislation does have need for statistical information not now available on any comprehensive basis—rent-income relationships, transportation matters, housing inventory changes, and so on.

Mr. UDALL. We are covering a number of subjects here. We have talked about congressional and State redistricting, the very great need there. We have talked about civil rights legislation that exists and that is pending. On highway planning, highway funds, some portions of those programs are based on population.

Dr. ECKLER. I believe that is correct; yes, sir.

Mr. UDALL. In connection with this last topic, when we started the hearings the chairman placed in the record a letter from the Housing and Home Finance Agency dated March 12, 1965 directed to the chairman of the committee on these bills, and he says in part, that is, Mr. Weaver, the Administrator:

Current information on housing characteristics and the correlation of these characteristics with population is of prime concern to this Agency in the administration of its programs. In conjunction with urban renewal and housing programs, there is a need for detailed data on the condition, value, and rents of the housing inventory in specified local areas and subareas. Data are needed for census tracts and blocks to measure blight and the spread of blight, and to determine whether renewal should be undertaken.

And so forth.

This emphasizes the point that we were making previously.

Mr. POOL. Mr. Chairman.

Mr. UDALL. Yes, Mr. Pool.

Mr. POOL. I would like to ask this general question, and maybe you will have to supply us the answer later. But what is the percentage of change or people moving around over the 10-year period and then an estimated 5-year period, or say 6 years on this bill here? I think it would be helpful to the committee.

Dr. ECKLER. I think I would like to call on Dr. Taeuber, our expert on population movements, to answer that. Perhaps he would like to supply something for the record, too.

Mr. POOL. If you want to, you can prepare that and give it to the committee.

Mr. UDALL. This is a very vital point. The Congressman from Texas has put his finger on a very vital point. Because if people are moving to the extent I think he is going to testify they are, and if you base actions on the 1960 census, you are really operating in the dark to a considerable extent.

Mr. POOL. That is the point. If you want to supply that to the committee and do not want to make a statement now, that will be all right.

Dr. TAEUBER. Let me give you just two figures. About 20 percent

of the people in the United States change their addresses at least once during the year.

Mr. POOL. Once during the year?

Dr. TAEUBER. About 20 percent move.

Mr. UDALL. So in 5 years you have had 100-percent turnover? Everybody on the average has moved in 5 years. And this is the point. We are now removed from the last decennial census, and yet we are administering programs based on something which theoretically can be completely changed a hundred percent.

Dr. TAEUBER. There are a good many repeaters, of course.

Mr. UDALL. I understand that. Some people live the same place 50 years, and others move twice or three times in 1 year. But this is the average.

Dr. TAEUBER. We have more detailed figures we would be glad to supply.

(The information requested follows:)

Population movements between 1955 and 1960, for the United States

	Total	Percent
Population 5 years old and over.....	159,003,807	100.0
Same house.....	79,331,022	49.9
Different house in the United States.....	75,185,793	47.3
Same county.....	47,461,137	29.8
Different county.....	27,724,656	17.4
Same State.....	13,583,173	8.5
Different State.....	14,141,483	8.9
Abroad.....	2,002,822	1.3
Place of prior residence not reported ¹	2,484,170	1.6

¹ In 1960, comprises persons who moved but for whom place of residence in 1955 was not reported.

Mr. UDALL. Is it not true that the people in the lower economic brackets tend to move more frequently than the settled, stable, upper income groups? Or is this a proper generality?

Dr. TAEUBER. There certainly are areas in any city of relatively low economic status where the mobility is very, very high.

Mr. UDALL. Are there any further questions? I was thinking in connection with what you just said—we took testimony in Los Angeles 2 or 3 years ago, this same subcommittee, and we had a school superintendent who testified that in one elementary school district—and maybe there are several of them—the average turnover in that district was 100 percent, a year, which meant that in May when you wound up your school year, on the average at least, you had an entirely different student body—100 percent turnover there.

I have this quote here:

The 1959-60 study of the Los Angeles elementary school transfers showed that of 318,556 pupils in school, 153,583, or 48 percent, moved into or out of the district or moved from school to school within the district during the school year.

This is the whole Los Angeles system. And within that system they had some areas where it was more than 100 percent.

The Chair would like to ask unanimous consent that a table appearing on page 17 of the Health, Education, and Welfare publication I referred to earlier, showing the amounts of and extent of Federal grants-in-aid for different programs from the period 1929-30 to 1962-63, unless there is objection, be printed in the record.

(The table referred to follows:)

MID-DECADE CENSUS

TABLE 1.—*Federal grants to State and local governments, amount and percent of total grants by purpose, fiscal years 1929-30 through 1962-63*

Fiscal year	Public assistance 1		Employment security administration 2		Health services 3		Other welfare services 4		Education 5		Highway construction 6		All other 7	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1929-30	\$100,499	---	---	---	\$10	(\$)	\$1,296	1.3	\$17,647	17.6	\$153,881	75.5	\$5,666	5.6
1930-31	180,282	---	---	---	---	---	1,406	.8	19,274	10.7	153,637	85.2	5,965	3.3
1931-32	213,879	---	---	---	---	---	1,672	.8	19,907	9.3	186,280	87.1	6,020	2.2
1932-33	190,052	---	---	---	---	---	1,710	.9	19,058	10.0	163,398	86.0	5,885	3.1
1933-34	1,802,703	---	---	---	---	---	1,382	.1	18,302	1.0	221,715	12.5	1,560,914	86.6
1934-35	2,196,577	---	---	---	---	---	1,516	.1	21,076	1.0	274,668	12.5	1,897,833	86.4
1935-36	1,014,656	---	---	---	---	---	34,117	3.4	31,937	3.1	224,073	22.1	1,088,649	67.9
1936-37	818,434	17.6	11,484	1.4	12,758	1.6	24,489	3.0	32,044	3.9	394,717	41.6	253,007	30.9
1937-38	700,392	27.3	15,329	1.9	15,329	1.9	30,655	5.0	41,877	5.3	247,024	31.3	184,494	23.3
1938-39	1,030,576	24.6	62,858	6.1	14,754	1.4	71,493	6.9	43,233	4.2	191,572	18.4	390,768	38.8
1939-40	967,073	27.1	131,285	92.4	21,873	2.3	67,581	7.0	43,663	4.5	164,517	17.0	278,456	28.8
1940-41	915,357	329,845	36.0	65,632	7.2	25,869	2.8	105,978	11.6	171,042	18.7	120,737	13.8	
1941-42	926,221	374,568	40.4	74,034	8.0	29,057	3.1	64,947	7.0	144,361	15.6	157,911	17.1	
1942-43	991,212	395,623	39.9	30,800	4.0	30,306	3.1	64,947	7.0	144,361	15.6	157,911	17.1	
1943-44	982,700	404,942	41.7	35,229	3.6	69,222	8.1	64,947	7.0	144,361	15.6	157,911	17.1	
1944-45	949,085	409,985	43.2	35,730	3.7	79,555	8.6	73,978	8.1	144,361	15.6	157,911	17.1	
1945-46	843,721	439,132	52.0	35,730	3.7	79,555	8.6	73,978	8.1	144,361	15.6	157,911	17.1	
1946-47	1,548,800	613,831	39.6	90,252	6.4	171,169	8.6	73,978	8.1	144,361	15.6	157,911	17.1	
1947-48	1,573,394	718,369	45.6	157,744	10.0	55,309	3.5	171,888	10.9	113,255	7.2	113,255	7.2	
1948-49	2,835,044	927,897	50.6	161,138	8.8	66,047	3.6	129,125	7.0	68,988	3.8	68,988	3.8	
1949-50	2,208,019	1,123,418	50.9	214,826	9.7	123,831	5.6	133,553	8.3	69,861	3.2	428,780	19.4	
1950-51	2,250,127	1,185,764	52.7	175,642	7.8	174,342	7.7	171,707	7.6	80,265	3.6	400,050	17.8	
1951-52	2,326,988	1,177,688	50.6	183,157	7.9	187,361	8.1	147,143	6.3	143,503	6.2	420,135	18.1	
1952-53	2,756,829	1,329,933	48.2	197,537	7.2	172,810	6.3	200,522	7.3	246,691	8.9	517,311	18.8	
1953-54	2,956,155	1,437,516	48.6	200,136	6.8	140,233	4.7	308,312	10.4	235,231	8.0	538,496	18.2	
1954-55	3,083,925	1,426,599	46.3	188,898	6.1	119,194	3.9	308,254	11.9	277,839	9.0	596,699	19.3	
1955-56	3,438,225	1,455,275	42.3	260,347	7.6	133,106	3.9	488,281	14.2	252,086	7.3	739,997	21.5	
1956-57	3,983,005	1,556,422	39.6	319,511	8.1	163,249	4.0	526,288	13.4	283,562	6.4	954,733	24.3	
1957-58	4,791,833	1,794,894	37.1	324,135	6.8	192,610	4.0	489,275	10.2	283,693	5.9	1,518,520	31.7	
1958-59	6,313,504	1,966,394	31.1	297,261	4.7	247,747	3.9	597,330	9.5	350,979	5.6	2,041,652	32.2	
1959-60	6,836,590	2,058,896	30.1	317,156	4.6	254,746	3.7	575,872	8.4	417,878	6.1	2,941,652	43.0	
1960-61	7,701,987	2,166,986	31.3	358,552	5.2	283,871	4.1	627,544	10.4	486,348	6.3	2,622,840	37.9	
1961-62	8,319,530	2,432,141	31.6	448,725	5.8	305,399	4.0	898,370	11.7	465,183	6.0	2,782,840	36.1	
1962-63	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1963-64	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1964-65	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1965-66	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1966-67	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1967-68	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1968-69	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1969-70	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1970-71	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1971-72	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1972-73	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1973-74	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1974-75	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1975-76	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1976-77	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1977-78	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1978-79	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1979-80	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1980-81	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1981-82	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1982-83	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1983-84	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1984-85	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1985-86	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1986-87	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1987-88	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1988-89	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1989-90	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1990-91	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1991-92	---	---	---	---	---	---	---	---	---	---	---	---	---	---
1992-93	---	---	---	---	---	---	---	---	---	---	---	---	---	---

services, 1955-57 to date; defense education activities, 1958-59 to date; and training for education of mentally retarded, 1959-60 to date.

⁶ Cooperative construction of rural post roads, 1929-30 to 1939-40; Federal-aid highways, including regular and emergency, prewar and postwar, and trust fund activities, restoration of roads and bridges, flood relief, secondary and feeder roads, and grade-crossing elimination, 1930-31 to date; National Industrial Recovery Act highway activities, 1933-34 to 1943-44, 1946-47 to 1948-49, and 1950-51; Emergency Relief Appropriation Acts activities, 1935-36 to 1943-44 and 1946-47 to 1951-52; access roads, flight strips, strategic highway network, and surveys and plans, 1941-42 to 1950-57 and 1958-59; public land highwayways, 1942-43 to date; payment of claims, 1945-46 to 1951-52; war and emergency damage in Hawaii, 1947-48 to 1955-56; reimbursement of District of Columbia highway fund, 1954-55 and 1957-58; and forest highways, 1957-58 to date.

⁷ Agricultural experiment stations, forestry cooperation including watershed protection and flood prevention, 1929-30 to date; Civil Works Administration, 1933-34; Federal Emergency Relief Administration, 1933-34 to 1937-38; Federal Emergency Administration of Public Works, 1933-34 to 1939-40; Reclamation Service (emergency), 1935-36; wildlife restoration, 1938-39 to date; Public Works Administration and liquidation of program, 1941-42 to 1949-50; war public works, 1941-42 to 1943-44; supply and distribution of farm labor, 1942-43 to 1948-49; community facilities, 1944-45 to 1955-56; public works advance planning, 1946-47 to 1948-49; cooperative projects in marketing, 1948-49 to date; Federal airport program, 1947-48 to date; disaster, drought, and other emergency relief, 1952-53 to 1954-55; urban planning, urban renewal, 1955-56 to date; National Science Foundation facilities and installations, 1957-58; small business management research, 1958-59 to date; White House Conference on Aging, 1959-60 and 1960-61; and area redevelopment assistance and accelerated public works, 1962-63.

⁸ Less than 0.05 percent.

Source: Annual Reports of the Secretary of the Treasury, and the Combined Statement of Receipts, Expenditures and Balances of the U.S. Government. Grants for the school lunch program from 1939-40 to 1942-43 and for the removal of surplus agricultural commodities from 1935-36 to 1946-47, as reported by the Department of Agriculture; tax collections distributed under title IX of Social Security Act, 1955-56, from unpublished Treasury report; grants for management research in 1958-59, as reported by Small Business Administration.

¹ Old-age assistance, aid to dependent children, and aid to the blind, 1935-36 to date; aid to the permanently and totally disabled, 1950-51 to date; and beginning 1960-61 medical assistance for the aged; all under the Social Security Act as amended.

² Unemployment insurance administration under the Social Security Act, 1935-36 to date; unemployment insurance administration, 1933-34 to 1942-43 and 1946-47 to date; administration of veterans' unemployment and self-employment allowances, 1947-48 to 1952-53; and (not primarily for administration) distribution to State accounts in unemployment insurance trust fund of certain tax collections, 1955-56 to 1957-58. Beginning 1960-61, unemployment security administration is paid from the unemployment trust fund.

³ Promotion of welfare and hygiene of maternity and infancy, 1929-30; maternal and child health services, services for crippled children, and general public health services, under the Social Security Act, 1935-36 to date; venereal disease control (communicable disease activities, 1960-61), 1940-41 to date; emergency maternity and infant care, 1942-43 to 1948-49 and 1950-51; construction of community facilities, 1944-45 and 1953-54 to 1955-56; tuberculosis control, 1944-45 to date; mental health activities, cancer control, and hospital survey and construction, 1947-48 to date; heart disease control, 1949-50 to date; construction of cancer research facilities, 1949-50 to 1953-54; construction of heart disease research facilities, 1949-50 to 1952-53; industrial waste studies, 1949-50 to 1952-53; emergency polio-vaccination and liquidation of program, 1955-56 to 1960-61; water pollution control (sanitary engineering, environmental health activities), waste-treatment works construction, and health research construction, 1956-57 to date; chronic diseases and health of the aged, 1961-62 to date; and radiological health, 1962-63.

⁴ Vocational rehabilitation, and State and territorial homes for disabled soldiers and sailors, 1929-30 to date; child welfare services, 1935-36 to date; removal of surplus agricultural commodities under sec. 32 of act of Aug. 24, 1935, 1935-36 to date; school lunch, and Federal annual contributions to public housing authorities, 1939-40 to date; community war-service day care, 1942-43; veterans' re-use housing, 1946-47 to 1950-51; commodities furnished by the Commodity Credit Corporation, 1949-50 to date; school milk, 1954-55 to date; and food-stamp distribution, 1961-62 to date.

⁵ Colleges for agriculture and mechanic arts, vocational education, education of the blind, agricultural extension work, State marine schools, 1929-30 to date; Office of Education emergency grants, 1935-36 to 1940-41; training of defense (war production) workers, 1940-41 to 1945-46; maintenance and operation of schools, 1946-47 to date; veterans' educational facilities, 1947-48 to 1949-50; survey and construction of schools, 1950-51 to date; State and local preparation for White House Conference on Education, 1954-55; library

Mr. UDALL. Counsel advises me that a preliminary estimate for the current fiscal year shows that \$8 billion figure that I used for the fiscal year 1963 is over \$13 billion now. So I think it emphasizes even further the importance of having up-to-date statistics in administering these various programs of Federal grants-in-aid and seeing they get where the people actually are now instead of where they were in 1960.

Mr. POOL. I want to ask one other question, generally speaking.

Mr. UDALL. Yes.

Mr. POOL. Do you have any questions that you ask on the census that are not used?

Dr. ECKLER. The results are not published?

Mr. POOL. Over a period of time do you eliminate them or keep on carrying them?

Dr. ECKLER. No, sir; there is a change gradually. The selection of questions over the years is involved in very substantial changes. For example, there used to be a lot of information on the foreign born, which has become a much less important part of the census.

There used to be a lot of questions about defectives, all kinds of information on idiots, and so on, which have been dropped out over the years.

So the evolution of census questions is one that is quite dramatic over the years. New ones come in; old ones go out.

Mr. UDALL. Unless there are further questions, we will conclude with the gentlemen from the Bureau of Census. We thank you very much for your participation and for your help. I would ask that you do give us a brief statement summarizing population trends since 1960 based on the very valuable inquiry of the gentleman from Texas.

(The following statement on population trends since 1960 was submitted by the Bureau of the Census:)

In the 5 years following the 1960 census, the population of the United States grew by approximately 14 million persons, to reach a total of about 194 million on April 1, 1965.

This growth was very unevenly distributed among the States. West Virginia continued to lose population, as it had done during the 1950's. The highest rate of growth was that reported by Nevada—43 percent between April 1960 and July 1964. Arizona gained 21 percent in those 4 years. During that same period, 11 States gained by 10 percent or more; 21 grew by 5 percent or less. California continued to lead all other States in the amount of growth, having added some 2.4 million persons between 1960 and 1964.

Within the States, too, the rate of change was very unevenly distributed. The farm population generally has continued to decline. The latest estimate, for April 1964, shows a decline of 2.7 million since 1960 in the farm population. Undoubtedly there have been further declines since April 1964, when nearly 13 million persons were included in the farm population.

As in the 1950's, the bulk of the Nation's growth in population occurred in the metropolitan areas. It is estimated that they accounted for 78 percent of the total increase in population, almost as great as their share in the 1950's. The suburbs grew much more rapidly than the central cities, and accounted for three-fourths of the growth within the metropolitan area.

Figures for individual cities are available only in those cases in which a special census was taken at the expenses of the local community. One city in this group, Huntington Beach, Calif., in 1962 had a population 4.5 times as great as in 1960. In contrast, Rochester, N.Y., had a small population loss between 1960 and 1964.

There have been many other changes in the population of the United States. The babies born in the early postwar years are nearing maturity. Reflecting the first wave of those births, 3.7 million young people are reaching their 18th birthday in 1964-65, in contrast to 2.7 in the preceding year. In each of the next years the number reaching that milestone in life will continue at the higher level and will

actually increase, as the larger number of babies born in the 1950's reach that milestone in life. The geographic distribution of these increasing numbers of young people has important effects on their communities, for they will be looking for employment or for higher education. Moreover, these young people will soon be establishing their own families, with results that will be felt in the demand for housing and household equipment, and many other aspects of the economy.

At the same time, the number of older persons continues to increase. Since it is the young people who contribute most of the migrants, while older people are more likely to stay where they are, it seems likely that many communities, and even some States, now have a higher proportion of persons over 65 than they had as recently as 1960.

Mr. UDALL. The gentleman from Alabama.

Mr. BUCHANAN. I apologize, Mr. Chairman, but I want to pin down one thing I have not pinned down yet. The key to the present voting rights bill before the Congress is as of November of 1964 unless it has changed, and I hope it has, but it had not the last I heard.

Now, am I given to understand you could supply the Congress with accurate information as to the composition of voting districts in Alabama as of November 1964 or could not without further census-taking activity?

Dr. ECKLER. Congressman Buchanan, what we could furnish and have attempted to indicate in hearings before the House and Senate committees on this would be county figures. We have not—

Mr. BUCHANAN. As of November 1964?

Dr. ECKLER. As of November 1964.

Mr. BUCHANAN. But not below county? This was the intent of my original question, gentlemen. I wanted to make that clear.

Dr. ECKLER. We will make county estimates. We have indicated an ability under this bill to provide information on these ratios for counties. We would not expect to publish a series of county estimates but would make determinations of counties which are below the percentage.

Mr. BUCHANAN. But not below the county level?

Dr. ECKLER. Not below the county level.

Mr. BUCHANAN. This was the intent of my original question. I wanted to make that clear.

Mr. POOL. But these are estimates unless you have a special census?

Dr. ECKLER. These would be estimates based on changes that have taken place, births, deaths, and so on.

Mr. UDALL. We thank you, gentlemen, for your very helpful presentation here this morning. It is always a pleasure to have you with us.

Our next witness this morning is Dr. Raymond T. Bowman, Assistant Director for Statistical Standards, Bureau of the Budget.

Dr. Bowman, will you come forward?

STATEMENT OF DR. RAYMOND T. BOWMAN, ASSISTANT DIRECTOR FOR STATISTICAL STANDARDS, BUREAU OF THE BUDGET, ACCOMPANIED BY LAWRENCE N. BLOOMBERG, MARGARET E. MARTIN, PAUL F. KRUEGER, AND JUDITH SPELLMAN

Dr. BOWMAN. Thank you, Mr. Udall.

Mr. UDALL. You have furnished the committee with a statement consisting of 16 pages which is before each member. Because of the time factor here, I would suggest, and I do not want to force the

witness to anything less than the full presentation he would like to make, that it would be convenient for the committee, I am sure, if we could simply have this statement appear in the record in full at this point and then perhaps you would prefer to summarize it.

But I am making the suggestion and not directing that that be done.

Dr. BOWMAN. Thank you, Mr. Udall. I would like to just make a few comments on my statement.

Mr. UDALL. All right. Without objection, your prepared statement will be inserted in the record at this point.

(The prepared statement of Dr. Bowman follows:)

Mr. Chairman and members of the committee, I am pleased to appear before you to present on behalf of the Bureau of the Budget the position of the administration with respect to the six identical bills—H.R. 1966, 2187, 2857, 4423, 6093, and 6183—being considered by the committee. These bills provide for taking a census of population, unemployment and housing on April 1, 1966, and 1975, and every 10 years thereafter. In effect, any of these bills, if enacted, would constitute permanent legislation and authorizing a census every 5 instead of every 10 years, except in the case of 1966 when only 4 years would elapse before the 1970 census.

Almost 3 years ago to the day, May 1, 1962, I appeared before this committee to present our views on substantially the same proposal. At that time we said:

"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."

Since 1962, similar bills were introduced in 1963 and 1964 although no hearings were held on them. Our reports in both of these years recommended against enactment.

We have carefully reexamined our previous position and wish to state, speaking for the administration, that we do not change our recommendation against legislation providing for mid-decade censuses of population, unemployment, and housing.

It may be helpful to the committee if we provide a brief summary of our earlier testimony.

OBJECTIVES OF MID-DECADE CENSUSES

A review of the 1962 hearings held by the committee developed these principal arguments in favor of mid-decade censuses: (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 was brought out in the hearings 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 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.

CONTENT OF MID-DECADE CENSUSES

In 1962, the committee requested witnesses to comment on their needs for mid-decade data in terms of four possible levels of censuses. These ranged from a complete head count of the population, providing characteristics only with respect to age, sex and race, at an estimated cost of \$55 to \$60 million to a census that would essentially replicate that of 1960 at a cost of between \$100 and \$110 million. This would probably be closer to \$120 million at today's prices.

It is our considered judgment, based on the 1962 hearings and developments since, that if mid-decade censuses are justifiable they must, in order to serve

adequately the stated needs, essentially duplicate the content of the decennial censuses.

A census that provided information only on the number of persons by age, sex and race would meet only a relatively small part of the needs expressed by most of the witnesses in 1962. Probably the key omissions in such a census would be data on family composition and income. There are, however, other data which were described as being of significant use at the mid-decade: educational attainment, labor force and unemployment status, housing characteristics and conditions. For maximum benefit, many of these characteristics need to be related to each other—cross classified—for example, income by size of family, age and education of the head, and number of children.

As we shall indicate later, a need for current population counts is the one most easily met by techniques other than taking a nationwide census. However, had we concluded that extensive cross classifications are needed at the mid-decade simultaneously for all local areas, we would be the first to recognize that the most feasible and efficient method would be a nationwide census with the decennial census content.

REASONS FOR RECOMMENDING AGAINST ENACTMENT OF MID-DECADE CENSUS LEGISLATION

Before citing our reasons for opposing the mid-decade census bills I want to be quite clear that we recognize the need for periodic censuses and support a comprehensive census every 10 years. Even with all of the imperfections inherent in any census-type operation, a large amount of comparable detailed data for small geographic areas as well as States, regions, and national aggregates is clearly desirable every 10 years.

The history of the content of decennial censuses reflects the increasing complexity of our society and the importance of such a census in providing information to meet both public and private requirements. It is necessary to have uniform data periodically for all areas in order to make interarea comparisons and for the purpose of providing benchmarks for intercensal estimates.

Measures to improve decennial censuses have our strong support—measures such as: advances in the techniques of collection; increased speed of processing and publication; the provision of a greater body of analytical tabulations; and the attainment of a high level of quality of census information.

Over the years many improvements have been made in the decennial censuses and such improvements will undoubtedly continue. However, for meeting data requirements between censuses there have also been significant advances in the statistical techniques of sampling and estimation. We should, then, to the extent they serve our purposes, make the most efficient use of all the new technical developments.

Following is a summary of the reasons why we believe that there are alternatives to mid-decade censuses which represent a more efficient expenditure of public funds and energy.

1. A principal justification given for mid-decade censuses is rapidity of change, with the need for updated population and employment figures often cited. We agree that more methodology must be developed for more efficient and prompt measurement than can be achieved through complete census enumerations. A quinquennial census would not adequately meet these needs. As we shall point out later, there have already been important developments, and more are in prospect, looking toward much more frequent measures of some items of information.

2. All areas do not require uniform current data with the same urgency. Many of them change but slowly over a decade. 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.

3. With decennial censuses as benchmarks, the most efficient procedure for achieving both local and national purposes is the development of specially directed sample surveys. These can and should be conducted when and where they are needed.

4. Special surveys can provide for the collection of certain kinds of data that are critical for some uses but which require interviews in such depth and detail that they are not feasible for assembly in a mass census.

We are aware, certainly, that there has been new legislation since 1962 which requires information for allocating funds and for establishing eligibility. Two examples are the Economic Opportunity Act of 1964 and the Elementary and Secondary Education Act of 1965.

Section 122 of the Economic Opportunity Act, for example, provides a formula for distribution of funds for the work-study programs to the States. Three different criteria are involved. The first requires data on full-time enrollment in institutions of higher learning in the States. These data are best obtained from the institutions rather than through a census. The second involves information on the distribution of high school graduates among the States and the third, the relative number of related children under 18 in families with incomes of less than \$3,000. Data for the second and third criteria are available from the 1960 census. These census measures give a valid basis for the allocation of funds and because distributions by States of such characteristics ordinarily change slowly it is doubtful that funds so allocated would be significantly different or more valid if based on a census taken in 1966.

Section 205 of the Economic Opportunity Act, dealing with community action programs, lists a number of criteria that must be considered in extending assistance. Only a few of these are available from data such as those taken in the 1960 Census. Other information required must be obtained from other sources, for example: number and proportion of people receiving welfare assistance, school dropout rates, military service rejection rates, the incidence of disease, disability, and infant mortality and, the incidence of crime and juvenile delinquency.

In the Elementary and Secondary Education Act of 1965, section 203 provides that "* * * the Commissioner shall determine the number of children aged 5 to 17, inclusive, of families having an annual income of less than the low-income factor * * *"—established currently at \$2,000—"on the basis of the most recent satisfactory data available from the Department of Commerce."

This section then goes on to provide: "When requested by the Commissioner, the Secretary of Commerce shall make a special estimate of the number of children of such ages who are from families having an annual income less than the low-income factor * * *. The Secretary of Commerce shall give consideration to any request of the chief executive of a State for the collection of additional census information."

We believe that the foregoing was a wise provision by the Congress. We note that fund allocation relies first upon the most recent satisfactory data; second, upon estimates prepared by the Department of Commerce; and finally, should these alternatives not prove satisfactory, provision is made for the collection of additional census information.

While new programs do often call for new and expanded statistical data we do not think that developments since 1962 create a pressing need for data such as those that would be obtained in general censuses at 5-year intervals.

POPULATION ESTIMATES

Since one of the primary demands for mid-decade censuses is to provide population data I should like to emphasize developments in this area. It has been pointed out that current population counts are needed for many purposes: for distribution of State funds to localities and of Federal funds to States; for calculation of vital rates for localities; for many local planning purposes; and for redistricting of State legislatures. All of the bills before the committee provide that mid-decade census data may not be used for reappointment of Representatives in the Congress.

In 1962, a major portion of the program we presented as an alternative to mid-decade censuses dealt with the problem of local population estimates. I should like to report to you the progress that has been made.

The Bureau of the Census has been considerably strengthened in making annual estimates of State populations. While these estimates had been good they are now much improved. Estimates for 1960 made in accordance with estimating techniques used during 1950's deviated on the average only 2 percent from the 1960 census counts for the 48 States, excluding Alaska, Hawaii, and the District of Columbia.

Appropriations since 1962 have permitted extensive work on improvement of estimating procedures. The Bureau has now developed a technique that, if it had been applied to the same basic data, would have yielded these results: an average deviation of 1½ instead of 2 percent; 24 instead of 16 States within 1 percent accuracy; 36 instead of 28 States within 2 percent; and, 43 rather than 39 within 3 percent; only 1 State was beyond the 5 percent accuracy level by the newer method—New Mexico had an error of 6.7 percent. Work will continue on refining these annual population estimates for States.

We proposed in 1962 that it was necessary to have population projections for States. These have many uses, not the least of which involve future estimates

of manpower. The Census Bureau has now published population projections for States to the year 1985 and is working on methods of revising and improving these projections.

Progress has also been made since 1962 in estimating population for smaller geographic areas. The Bureau of the Census is now publishing annual estimates for 38 standard metropolitan statistical areas and the 1966 budget request, if granted, will provide for an additional 30 areas. In addition, funds have been provided the Census Bureau to initiate a program of technical assistance to other local areas that wish to prepare their own population estimates.

In this connection we should like to call your attention to developments in the States with respect to annual population estimates for State and local uses. Notably, the States of Washington and California have established bureaus for making official estimates of the populations of localities for the purpose of distributing State funds and for other uses.

The California law provides that when a locality is not satisfied with the official estimate it may, under certain circumstances, request that a census be conducted. We believe that State bureaus for population estimating are significant and important developments. They should be encouraged and assisted in every way possible.

To underline the significance and use of more frequent population estimates we should like to cite still another development. The Census Bureau has received funds to develop techniques for using statistical data from income tax returns for the preparation of estimates of county and other local area populations. This work has not advanced sufficiently to report substantive results but it appears promising. It should be noted at the same time that the income tax data are also being examined to determine whether they can be successfully utilized in making county estimates of personal income. Should this program prove successful, population estimates and income distributions would be available annually for most counties in the United States.

PROGRESS ON OTHER PARTS OF ALTERNATIVE PROGRAM

Work has also been going forward on other parts of the program presented in 1962 as a desirable alternative to mid-decade censuses. One of the most difficult characteristics to enumerate in a population census is the question of unemployment. By the time the census results can be published, the situation in a particular locality may have changed significantly. In this case then, current estimates are of particular importance. The program we recommended in 1962 included provision for improving current estimates of labor force and unemployment already being made for some areas and for extending such current estimates to additional standard metropolitan statistical areas. Such estimates are prepared in cooperative programs operated by the Department of Labor and the States.

The largest part of the local estimate of the total labor force is the figure on the number of employed. The program for obtaining current monthly figures on employment is being gradually increased to include all standard metropolitan statistical areas. Twenty areas are being added this fiscal year and 33 more are planned for fiscal 1966, leaving only 25, out of a total of 217, to be added in later years.

Current estimates of unemployment for areas depend in part on reports of insured unemployment from State records. For the remaining unemployed, estimates are made from a variety of sources. The Gordon committee, which evaluated our statistics on unemployment and employment, recommended a program of research to determine the best ways of strengthening these local estimates. Such a program is now underway and will be expanded in 1966.

Although recommendations have been made in budget proposals since 1962 we must report that little progress has been made on the housing aspects of the alternative program we presented. These remain to be implemented as resources are made available.

TIMING OF THE FIRST PROPOSED MID-DECADE CENSUS

Bills before the committee provide that the first mid-decade census would be taken as of April 1, 1966. We have been advised by the Census Bureau that if preparatory funds are made promptly available on July 1, 1965, the earliest date for which it would be possible to conduct a census would be October 1, 1966. There are some essential points that we think the committee should consider in connection with an October 1966 census.

First, because of the short time element for preparation, the Census Bureau tells us that a 1966 census would have to be essentially a duplication of the 1960 content and procedures: There would not be time to introduce the improvements for taking censuses that are being carefully examined in preparatory work now underway for the 1970 census.

Second, one of the key census items is information on income. The fall of the year is not a good time to secure reliable income data. It is too far removed from the previous year for good recall and the current year is not completed. March and April are the best months to obtain this kind of information. At that time people have just recently received their W-2 forms or made out their tax returns for the previous year.

Another point to be considered is information on registration and voting provided for in title VIII of the Civil Rights Act of 1964. This title provides that such information should be promptly obtained by the Secretary of Commerce in such areas as the Civil Rights Commission shall direct and in any event it shall be secured in connection with the 1970 census. If an earlier nationwide census were taken it would be logical to include the registration and voting data. These data could be most completely and accurately secured not long after a general election. There will, of course, be a general election of Members of the Congress in November 1966. An October 1966 survey would presumably have to refer to voting in November of 1964.

AN ALTERNATIVE PROGRAM

We have testified earlier, and reiterate, that a comprehensive current statistical program might involve a decade cost not greatly different from that of mid-decade censuses. We believe, however, that an adequate current statistical program specifically directed as to content, problem areas and timing would have greater utility than mass censuses every 5 years.

In the prosecution of this program every effort should first be spent in developing estimating procedures. To the extent that reasonably accurate estimates will suffice for many purposes we can be relieved of expensive door-to-door surveys. We must bear in mind, however, that estimates will not always be uniformly successful. Funds should be available for necessary surveys in those relatively few geographic areas where change is so great that accurate estimation is not feasible.

At the same time we must concentrate on improving survey techniques. In its preparatory work for the 1970 census, the Census Bureau is experimenting with techniques of enumeration that should improve the quality of the data, speed up the taking of the census and the supplying of results, and finally, increase efficiency and reduce costs over what would otherwise be involved. Without going into detail, work is going forward in evolving methods for taking the 1970 census, primarily by mail. We believe that efforts should be concentrated on the development and testing of these new procedures.

Meanwhile, we urge continuation and additional implementation of the course we have recommended. We believe that adequate statistical intelligence is basic for policy formulation, program administration and for many other purposes, both public and private. For the reasons given, however, it is our considered judgment that at this time development of a current statistical program represents a wiser and more efficient course of action than regular overall censuses at the mid-decade.

Mr. UDALL. Now, Dr. Bowman, you may make whatever presentation you wish.

Dr. BOWMAN. I would like to introduce those who are accompanying me: Mr. Larry Bloomberg, who is also from the Bureau of the Budget; Miss Margaret Martin from the Bureau of the Budget; Mr. Paul Krueger, and Mrs. Judith Spellman, who has done some work on the materials.

Mr. UDALL. We are happy to have all these people with us, and they can participate as particular questions arise.

Dr. BOWMAN. I think the first point that the statement calls to the attention of the committee is: For reasons set out in further detail in the statement, the Bureau of the Budget is recommending

for the administration against the proposal set forth in House bills 1966, 2187, 2857, 4423, 6093, and 6183.

I would like to make clear, however, that we recognize that there are substantial arguments both for and against the mid-decade census of population and housing, and it is on balance that we recommend against enactment of this legislation.

I would like to read the section which begins on page 3 of my statement, with the chairman's permission.

THE CONTENT OF MID-DECADE CENSUSES

In 1962, the committee requested witnesses to comment on their needs for mid-decade data in terms of four possible levels of censuses. These ranged from a complete head count of the population, providing characteristics only with respect to age, sex, and race, at an estimated cost of \$55 to \$60 million—and recent estimates provided to us by the Census Bureau indicate that with the addition of certain information on voting, the estimate would be about \$63.6 million—varying the cost from this \$55 to \$60 million to a census that would essentially replicate that of 1960 at a cost of between \$100 to \$110 million.

I believe the Census Bureau has now indicated that this census would cost about \$111.5 million.

In our reproduced statement, before receiving this information from the Census Bureau, we estimated that this kind of census would cost about \$120 million.

It is our considered judgment, based on the 1962 hearings and developments since, that if mid-decade censuses are justifiable they must, in order to serve adequately the stated needs, essentially duplicate the content of the decennial censuses.

A modified census, which would provide information only on the number of persons by age, sex, and race would meet only a relatively small part of the needs expressed by most of the witnesses in 1962. Probably the key omissions in such a census would be data on family composition and income. There are, however, additional data which were described as being of significant use at the mid-decade: educational attainment, labor force and unemployment status, housing characteristics and conditions. For maximum benefit, many of these characteristics need to be related to each other (cross classified); for example, income by size of family, age and education of the head, and number of children.

As we shall indicate later, a need for current population counts is the one most easily met by techniques other than taking a nationwide census. However, had we concluded that extensive cross classifications are needed at the mid-decade simultaneously for all local areas, we would be the first to recognize that the most feasible and efficient method would be a nationwide census with the decennial census content.

Before citing our reasons for opposing the mid-decade census bills, I want to be quite clear that we recognize the need for periodic censuses and support a comprehensive census every 10 years. Even with all of the imperfections inherent in any census-type operation, a large amount of comparable detailed data for small geographic areas as well as States, regions, and national aggregates is clearly desirable every 10 years.

The history of the content of decennial censuses reflects the increasing complexity of our society and the importance of such a census in providing information to meet both public and private requirements. It is necessary to have uniform data periodically for all areas in order to make interarea comparisons and for the purpose of providing benchmarks for intercensal estimates.

Measures to improve decennial censuses have our strong support—measures such as advances in the techniques of collection, increased speed of processing and publication, the provision of a greater body of analytical tabulations, and the attainment of a high level of quality of census information.

Over the years, many improvements have been made in the decennial censuses and such improvements will undoubtedly continue. However, for meeting data requirements between censuses there have also been significant advances in the statistical techniques of sampling and estimation. We should, then, to the extent they serve our purposes, make the most efficient use of all the new technical developments.

I want to indicate, in summary fashion, the reasons why we believe that there are alternatives to mid-decade censuses which represent a more efficient expenditure of public funds and energy:

1. A principal justification given for mid-decade censuses is rapidity of change, with the need for updated population and employment figures often cited. We agree that more frequent measures of population and employment are required and that methodology must be developed for more efficient and prompt measurement than can be achieved through complete census enumerations. A quinquennial census would not adequately meet these needs. As we shall point out later, there have already been important developments, and more are in prospect, looking toward much more frequent measures of some items of information.

2. All areas do not require uniform current data with the same urgency.

3. With decennial censuses as benchmarks, the most efficient procedure for achieving both local and national purposes is the development of specially directed sample surveys. These can and should be conducted when and where they are needed.

4. Special surveys can provide for the collection of certain kinds of data that are critical for some uses but which require interviews in such depth and detail that they are not feasible for assembly in a mass census.

I would like to comment on the new legislation. We are aware, certainly, that there has been new legislation since 1962 which requires information for allocating funds and for establishing eligibility. Two examples are the Economic Opportunity Act of 1964 and the Elementary and Secondary Education Act of 1965.

Section 122 of the Economic Opportunity Act, for example, provides a formula for distribution of funds for the work-study programs to the States. Three different criteria are involved. The first requires data on full-time enrollment in institutions of higher learning in the States. These data are best obtained from the institutions rather than through a census. The second involves information on the distribution of high school graduates among the States and the third the relative number of related children under 18 in families with

incomes of less than \$3,000. Data for the second and third criteria are available from the 1960 census.

These census measures give a valid basis for the allocation of funds and, because distributions by States of such characteristics ordinarily change slowly, it is doubtful that funds so allocated would be significantly different or more valid if based on a census taken in 1966.

Mr. OLSEN (now presiding). Let me interrupt you just for a minute. On the basis, for instance, of some communities like New York City, which have experienced a great influx of low-income families from Puerto Rico, the 1959 figures would not be doing New York State justice. That would be my comment on this portion of the testimony.

New York pays about 22 percent of the Federal tax bill, and yet, certainly since 1959, they have been suffering increasingly from this influx of low-income families not only from Puerto Rico but from the southern colored people. And I would think they were getting really the short end of things on the distribution of funds if we leave them on the 1959 figures.

Dr. BOWMAN. Mr. Olsen, the point that we have been trying to make is that where there are situations in which there seems to be evidence from a wide variety of sources that using older figures might be somewhat inequitable, then special surveys could be made in those particular areas.

With regard to the particular situation in New York City, I know that there has been an influx of Puerto Ricans. I would have to check the extent to which this took place after 1960.

Mr. OLSEN. I only say it at this point because I anticipate we will have testimony from the mayors of some of our northern cities that will point up specifically this problem as I pointed out for New York.

Mr. Pool.

Mr. POOL. I want to ask a question that I think is very important for the record. That is, I believe you advised the Bureau in the 86th and 87th Congresses to oppose this legislation? Is that correct?

Dr. BOWMAN. Yes.

Mr. POOL. I want to ask you this: How did you reach your decision to oppose it? Did you have an advisory committee or inter-departmental committee or something like that to work on this thing?

Dr. BOWMAN. Mr. Pool, in terms of organizing a specific named committee we did not do that, but we did discuss the problem extensively with people concerned with this area of work, as we do each year with all of the statistical agencies.

We recognize that in an area of this sort some judgment has to enter, and one of the elements of judgment is, of course, the cost. The point I wanted to make clear was that we strongly support improved censuses. The question is whether or not it is better to add another census to our census program or whether it is better to spend a similar amount of money—we hope it would be less but it might not be—to do other things.

Our conclusion was after discussing it with a variety of people that it was better to spend the money in other directions.

Mr. POOL. Let me ask you this question then: Who did you discuss it with?

Dr. BOWMAN. We discussed it with various statistical agencies, including the Census Bureau, the Bureau of Labor Statistics, the Office of Education, and the Council of Economic Advisers.

Mr. POOL. They all advised against having a mid-decade census?

Dr. BOWMAN. I would not say they all advised against; no. The decision had to be made by the administration in light of a wide variety of other considerations.

Mr. POOL. What I am really getting at is: Who made the decision?

Dr. BOWMAN. The Bureau of the Budget made the decision.

Mr. POOL. On whose recommendation?

Dr. BOWMAN. On my recommendation.

Mr. POOL. On your recommendation?

Dr. BOWMAN. Yes.

Mr. POOL. All right. You had no committees set up to advise with you or to work with you on this thing?

Dr. BOWMAN. We have regular committees, which meet with us and advise us regularly.

Mr. POOL. What are those committees? Can you name some of those committees?

Dr. BOWMAN. On this question, our advisers have not been organized into a formal committee, but I confer with many people, such as Mr. Eckler from the Bureau of the Census, on numerous occasions. We meet with the staff of the Bureau of the Census. We meet with the staff of the Bureau of Labor Statistics. We meet with the staff and members of the Council of Economic Advisers.

Mr. POOL. This is a very important decision in view of all of the legislation that has been introduced in Congress and the things that have happened here in the last 15 and 20 years, and it is most important to the people of America that this question be resolved as to whether or not we have a census every 5 years or every 10 years. That is why I am trying to find out what advice was given and what committees worked on it and why this decision was made.

Dr. BOWMAN. The decision was made—as are most other decisions which involve assessing the need for an additional program—in the Bureau of the Budget. The President makes the basic decision as to what goes into the budget document. In reviewing the various proposals that require funds, the responsibility of my office, the Office of Statistical Standards in the Bureau of the Budget, is to assess the need for statistical programs for promoting the general social and economic programs of the country.

Mr. POOL. What formula do you use on that then?

Dr. BOWMAN. A formula is rather difficult to use, Mr. Pool. But, in general, we do assess the most pressing needs for the improvement of our statistical program through discussions with groups of economists and sociologists in the public generally, and with advisory groups of various sorts.

In general, it is my responsibility and that of the statistical agencies working together to promote such a program.

Mr. POOL. Do you have any reports or minutes or anything like that of any conversations you have had on this thing? Do you keep a record of your consultations on this?

Dr. BOWMAN. We prepare documents frequently, and one we did prepare in 1963 was a document entitled "Statistical Programs for the 1960's."

That document was presented to the Joint Economic Committee and was printed by them as one of their publications. Before preparing the document, we received from each of the agencies their

suggestions for the programs that should enter into such a consolidated program for the 1960's.

Their suggestions were pulled together into a coherent and consistent program, which was presented as an indication of those steps which we thought ought to be taken to improve statistical information in the 1960's.

Many improvements have been started. Others have not yet been approved by the Congress or even submitted in budget requests.

Mr. POOL. Let me ask you this then: Have you conferred with State or local officials in arriving at your decision?

Dr. BOWMAN. No; we did not confer with State and local officials in this case. I have read the testimony that appeared in the various hearings of this committee, and we are in touch with State officers regarding various problems that are of mutual concern.

Mr. POOL. How are you in touch with them? That is what I want to know.

Dr. BOWMAN. The Bureau of the Budget works with the budget officers of the various States, and we have a meeting with them I think once a year.

Mr. POOL. Have you asked their advice on this particular problem?

Dr. BOWMAN. On this particular problem?

Mr. POOL. Yes.

Dr. BOWMAN. No; I have not.

Mr. POOL. Do you not think that would have been helpful?

Dr. BOWMAN. Well, I looked, in this matter, to the hearings of the committee. I thought they were quite helpful in this particular area, because you had made a special effort in this direction.

Mr. UDALL. Mr. Chairman, I have to leave, and I would just like to pursue this about one step further.

Mr. OLSEN. Mr. Udall.

Mr. UDALL. I respect the Bureau of the Budget, and I have disagreed with you before and I happen to disagree with you on this particular proposition too. Ignoring the important impact of mid-decade censuses on States and local governments and all the valuable information it would give them, I am concerned in the decision that has been made just from the standpoint of the Federal Government itself.

Could you give me a rough or crude figure on the cost of the Government's statistical programs this year?

Dr. BOWMAN. Yes; the current program this year is close to \$100 million a year.

Mr. UDALL. All right. Let's take a high figure. In your testimony you talked of \$120 million. For purposes of rounding here, let's say for \$130 million we could get a mid-decade census. Surely we could get a full-scale one, complete, the biggest kind that we are talking about for \$130 million, could we not?

Dr. BOWMAN. I think so; yes.

Mr. UDALL. And you would have to allocate this cost, because it would be used for 5 years, over 5 years, so that we are really talking about the benefits of a mid-decade census helping us for 5 years at a cost of one-fifth of \$130 million.

Dr. BOWMAN. No; you misunderstood me, I believe. The current statistics program is about \$100 million. If we add all the census programs together which are periodic and distribute them over a

decade basis, this will probably make our annual cost over the decade about \$135 or \$140 million.

Mr. UDALL. All right. But my point is if you feed into this an additional \$26 million, which is a fifth of \$130 million, as the allocated cost for each of the 5 years that we obtain benefits, you could really get a full-scale, all-out, complete head count on all of these housing and population factors that we are talking about for that amount of money.

The point I wanted to make is that when we are spending \$13 billion, at a cost of what is about one-fifth of 1 percent of that amount you could have accurate, detailed, precise information, and it seems to me a very modest expense. Would you care to comment on that?

Dr. BOWMAN. Yes; Mr. Udall. This is, I think, a very logical way to consider the question. It means adding about \$10 million a year to our program if we add a mid-decade census.

The problem then is: Is this the best way to spend an additional \$10 million each year?

I have had many of my statistical friends tell me yes, it is, but we should also spend money on projects that you have indicated are important in your program for the 1960's, in order to improve the current statistics program. That is another \$10 million a year.

On balance, our conclusion was that at the present time an under present circumstances \$10 million spent to improve the current program was more important than \$10 million spent every year on the average over future time. And this was a judgment which we made.

As you know, I am generally a supporter of statistics. I am generally promoting statistics. I am in a very unusual role here. But it is because of an honest, strong conviction that this is not the best way to spend the Government's money at this time and for that reason only.

Mr. UDALL. I appreciate your candor, and I respected you for setting forth in your prepared statement that it was a balanced judgment and that you recognized strong factors in the other direction. And I regret that I do not agree with it.

It is like the old story my father used to tell of the bull who was lord of the pasture. And they built a railroad track through there. He used to watch those monsters come chugging through his old pasture. And one day he took his stand right in the middle of the tracks.

The farmer came out to view the remains of this bull, and he said, "My dear departed friend, while I must unconditionally praise your courage, I nonetheless damn your judgment."

So with that friendly comment, I leave you. I will attend the further hearings.

Mr. OLSEN. Mr. Buchanan.

Mr. BUCHANAN. I just want to say how much I appreciate the Bureau of the Budget's consistent efforts on behalf of the taxpayers of this country, in light of the fact, even in this advanced age, that all Government benefits and services must be paid out of past, present, or future taxes of the people and the Government can only give people that which is first taken from the people. I appreciate your work.

I would simply say, however, that, whether there be the decennial census or this 5-year census, I am sure you are aware of the fact that, for better or for worse, there is an expanding role of the Federal Government. And with so much legislation coming through the Congress which is tied to having accurate, up-to-date census information in the passing out of both chastisement and blessings, I trust that the Bureau of the Budget will bear in mind the necessity of in some way providing accurate, up-to-date information which will help us to lawfully apply the legislation passed through the Congress.

Dr. BOWMAN. Mr. Buchanan, this is my major purpose in life—to study the statistical problems and programs of the Federal Government and make ours the best statistical program in the world, which it is now.

Now, judgments will differ with regard to this instrument or that instrument. I think in this case our judgment, which was carefully arrived at, does differ with that of most of the members of the committee, and for that I am sorry, but I still have to express the judgment that seems to me to be the appropriate one as a public servant.

Mr. BUCHANAN. I appreciate your work, sir.

Mr. OLSEN. Any more questions?

Mr. BUCHANAN. No.

Mr. OLSEN. Mr. Tunney.

Mr. TUNNEY. Are we going to have an opportunity to have further testimony from the Bureau of the Budget, say next week, or 2 weeks from now, or is this the last time?

Mr. OLSEN. I am sure we can prevail upon the Budget Bureau to return, if the committee so desires.

Mr. TUNNEY. Well, I do not have any specific questions right now, but I would like to reserve the right at perhaps some future time.

Mr. OLSEN. Certainly, Mr. Tunney. I have the same thing in mind—that, especially after we hear from the Governors or the State departments and from the cities, we would probably want to talk to the Bureau of the Budget again.

Mr. TUNNEY. All right.

Mr. OLSEN. Mr. Bowman, the Bureau of the Census, did they advise against a mid-decade census?

Dr. BOWMAN. No, the Bureau of the Census did not advise against the mid-decade census. The Bureau of the Census, I think, has in general been sympathetic to a mid-decade census. I do not think that is true of all members of the staff of the Bureau of the Census. I think there are divided opinions there.

Mr. OLSEN. What about the Bureau of Labor Statistics?

Dr. BOWMAN. The Bureau of Labor Statistics has advised us on both the pros and cons of this, and, I would think, in general, while they see advantages, on balance they also see advantages on the other side.

Mr. OLSEN. Did they make a recommendation for or against the census, for or against a mid-decade census?

Dr. BOWMAN. I do not know whether I can answer that specifically. May I ask Mr. Krueger?

Mr. KRUEGER. I believe the Labor Department has not yet submitted its statement, but, as Mr. Bowman says, they are somewhat in the same position as a number of other people. They recognize that there are advantages in a mid-decade census, and that there are

advantages in other types of statistical programs. They recognize that the judgment involves deciding from where the best benefits would come.

Mr. OLSEN. Are you saying Labor Statistics has no opinion?

Mr. KRUEGER. No, I said they have not submitted their statement yet, as I understand it.

Mr. OLSEN. I see.

Mr. KRUEGER. But from our conversations with them, it is apparent that they recognize the advantages on both sides in this question.

Mr. TUNNEY. Mr. Chairman.

Mr. OLSEN. Yes, Mr. Tunney.

Mr. TUNNEY. Inasmuch as it may be several weeks before we have an opportunity to question the Bureau of the Budget, I would like to ask a few questions if there is time.

Mr. OLSEN. Certainly.

Mr. TUNNEY. I noticed in your statement, in your report on the mid-decade census legislation, and I quote:

Some States have established bureaus to make official estimates of population as distinct from censuses for the specific purpose of distributing State funds to localities.

Are we to understand that you recommend this arrangement for States to establish bureaus to make official estimates?

Dr. BOWMAN. Internal, within a State?

Mr. TUNNEY. Yes.

Dr. BOWMAN. Yes, I do.

Mr. TUNNEY. The fact that it is necessary for the States to make these surveys at regular times do you not think tends to prove that we do need a national census more often than we are now taking it?

Dr. BOWMAN. No, I think that if they had to do this for every county or every civil subdivision in the State at least once every 5 years, it would certainly be evidence in that direction.

But the point that I am trying to make is that there are more pressing needs for information in certain areas than there are in others. Once every decade we ought to survey all areas but in between decades, insofar as our technology will allow us, we ought to try to keep this information up to date.

I would hope that the States would take a considerable amount of responsibility for this so far as the internal elements of the State are concerned. There are also some areas in every State and in the United States as a whole where it is clear that estimates are not reliable. In other words, there have been very rapid changes in population. I believe there the statistical agencies should have funds to make special surveys in those areas in order that their estimating techniques can be improved.

Mr. TUNNEY. To take such a specific example as reapportionment now of our State legislatures, this reapportionment is going to be done on the basis of the 1960 census. And on the basis of the 1960 census my personal district shows a population of around 372,000 or 373,000, whereas the best estimates at the local level are that the population of my district is now around 482,000 or 485,000.

And the point that I am making is; Do you not feel that now that we are faced with the problem of this regular reapportionment,

redistricting, based on the "one-man one-vote" rule, that this would tend to influence the need or the necessity or your decision for the need or necessity of having a census taken more often than once every 10 years.

Dr. BOWMAN. If I may answer your question directly and very briefly, I think that it indicates even more greatly the need for the decade census, but I do not think that it establishes a need for a census more frequent than the decade.

It does, however, establish the need for estimates of population by States and by counties within States every year, and that is our program. We should hope that by 1975 the Census Bureau will be making reliable estimates, as they are now doing for States, for every county, or almost every county, in the country.

Mr. TUNNEY. Again on States doing their own estimating, I should like to quote from a previous mid-decade census hearing in California as follows:

The State's estimating program is not able to meet all the requests for population data.

Now, I fully understand that we are not going to be able to satisfy all the requests for data. I mean this just is impossible. But, putting the statement in its proper context, do you have any comments on that statement in the hearings in California?

Dr. BOWMAN. I think not, without understanding something more about the background. And I would like to change the emphasis a bit on the remark that I made a while back. I think the States have an important part to play in the development of population estimates internal to the States. I do not think that that eliminates the very, very important part of the Census Bureau of the Federal Government, because whatever the States do they will tie in with the censuses of population at decade intervals.

Furthermore, as in certain other statistical programs, we think that the Federal Government should support to a considerable extent the efforts of the States. That is why the Census Bureau has been provided with funds to help States learn how to make improved estimates in a way which will be consistent with methods being used by the Census Bureau.

Mr. TUNNEY. I fully appreciate your statement and I would agree with you that it is very necessary that these States do improve their own census techniques. But so many of the Federal programs like the Aid to Education Act of 1965 are dependent upon statistical data at the community level. For instance, the number of families that had income of less than \$2,000. And these programs are costing billions of dollars. And if we are using faulty information—well, for instance, in my county the population has increased almost 30 percent since 1960. If we are using faulty data, I really do not see how these programs, these major programs, are going to have their full impact.

Dr. BOWMAN. These problems are certainly ones that have to be evaluated. There are various areas of the United States in which the changes are critical enough and different enough from the rest of the country that special surveys need be made. But I rather dislike the notion of taking an overall census for all parts of the United States just to cover these critical areas.

Mr. TUNNEY. Could I interrupt you at that point? I would like to give you a few statistics on California.

At the State level there has been an increase in population of 2 million people since the 1960 census, and this is likely to be 5 million by 1970. One county alone has grown by 800,000 people since 1960, and there can be as much as a 50-percent turnover in pupils in a school district in California.

Any Federal legislation which goes through Congress is going to have to be consistent in the statistics that are going to be used for allocating the funds throughout the country. In other words, we cannot use a State census for California taken in 1965 for California's utilization of funds and, for instance, use the 1960 census for Georgia.

California, I will agree is unique in its population growth. Arizona perhaps is also in the same boat. But it just does seem to me that where we have these vast migrations taking place to the west coast and where you have these programs so dependent upon accurate statistics that we in the West are not really getting fair treatment.

Dr. BOWMAN. Let me make three points here. First of all, the program that I strongly advocate is annual State estimates. That would take care of the State problem.

My testimony that has been placed in the record—I will not try to repeat it—indicates the accuracy that has been achieved to date in most State estimates. There would still be certain States in which we might want to make special surveys so that we will have more accurate figures. It is my hope that you will eventually have annual figures for counties.

If we had taken a census in April 1965—that was last month—we would not have figures until probably sometime in 1966.

Mr. OLSEN. We are not going to have them until what year?

Dr. BOWMAN. We are not now going to have some of them until 1971, some in 1972, and some in 1973. The detailed ones will not be available until much later. But we do have estimates for 1964 population by States.

Mr. TUNNEY. But you do agree, do you not, that when Congress passes these acts, such as the Aid to Education Act, that they have to be consistent in the data that is going to be used to determine the allocation of funds to individual States? In other words, California, which cannot use its own census, and Georgia have to use the 1960 census taken by the Federal Government?

Dr. BOWMAN. I see many problems in this area. Whether or not Congress has to be consistent, it certainly is desirable that the basis be as comparable as is possible.

I see the problems, and I see a wide variety of ways of meeting them. I do not see exactly the way of meeting them that members of the committee—

Mr. OLSEN. I would like to say, Mr. Tunney, we are going to have the Department of Health, Education, and Welfare in. We are going to find out on what figures they are basing their distribution of moneys.

Mr. TUNNEY. Fine.

Mr. OLSEN. I think we had better conclude, with the understanding, Mr. Bowman, that after we have heard from the cities and States, we will have a better idea what we want to talk to you about, and you will too. You will know what they have testified to just as well.

Thank you very much. It is always a pleasure to have you here and your staff, and we look forward to having you back again.

Dr. BOWMAN. Thank you, Mr. Olsen. You will have hearings tomorrow and we will be represented. I am sorry I will not be able to be here personally.

Mr. OLSEN. We know that you cannot be here all the time, but you will know that we will be wanting you again so you should pay some attention to what testimony we are taking.

Dr. BOWMAN. I will pay a great deal of attention to it.

Mr. OLSEN. Thank you very much.

(Whereupon, at 12 noon, the subcommittee recessed to reconvene at 10 a.m., Wednesday, May 5, 1965.)

MID-DECADE CENSUS

WEDNESDAY, MAY 5, 1965

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

The subcommittee met, pursuant to recess, at 10 a.m., in room 215, Cannon House Office Building, Hon. Arnold Olsen of Montana (acting subcommittee chairman) presiding.

Mr. OLSEN. The subcommittee will come to order.

I want to make an announcement that the final hearing on the mid-decade census will be on May 12 in this room at 10 a.m.

This is our second day of hearings on H.R. 6183, introduced by Mr. Staggers, one of seven bills which propose a mid-decade census of population, housing, and unemployment. Yesterday we heard representatives of the Bureau of the Census and the Bureau of the Budget, and today we shall take the testimony of State and private witnesses.

By way of review, the Bureau of the Budget has opposed this type of legislation in the past and continued its opposition in the testimony before us yesterday. As an alternative, the Bureau of the Budget recommends special studies to meet special needs.

The subcommittee does not see it this way at all, or at least from what I heard from the members yesterday they did not agree with the Bureau of the Budget.

We simply cannot understand how, without a complete set of up-to-date statistics, we can effectively pursue the provisions of the new education bill, the antipoverty legislation, civil rights and voter registration, congressional redistricting, and all of the rest. We can agree about a special need all right, but in our opinion it is a national problem and can only be met by a national approach.

Moreover, we are highly disturbed that State and city governments, and others, were not consulted before the Bureau of the Budget reached its decision. Here you are—those of you from States here this morning—on the receiving end of the workload associated with these new programs, and you have not been asked about your need for data, nor have you been given adequate tools in the form of census figures with which to work.

My friends, we are going to ask you this morning how you feel about this whole thing, and I can assure you that the subcommittee plans to heed your advice.

I have several matters I wish to put into the record, and I will ask without objection they go into the record at this time. I think the members of the committee have been given a list of them.

I wanted to make special mention of the following letters: April 12, 1965, from Hon. Daniel K. Inouye, U.S. Senator from Hawaii;

April 30, 1965, from Hon. George P. Miller, Congressman from the Eighth District, California; April 26, 1965, from Hon. Donald J. Irwin, Congressman from the Fourth District, Connecticut; April 29, 1965, from Hon. John S. Monagan, Congressman from the Fifth District, Connecticut, transmitting a letter dated April 19, 1965, from the State of Connecticut Development Commission, signed by LeRoy Jones, managing director; April 26, 1965, from Hon. Clark MacGregor, Congressman from the Third District, Minnesota, transmitting a letter dated April 8, 1965, from the Equitable Life Assurance Society of the United States, signed by J. W. Sloan, Minneapolis division manager, and his reply dated April 26, 1965.

I also want to make special reference to the letter of April 8, 1965, from Hon. Robert F. Wagner, mayor, New York City, N.Y., and a letter dated May 5, 1965, from Hon. Richard J. Daley, mayor of the city of Chicago, Ill.

The other letters we will also enter in the record as follows, and the other committee members have a list of them: March 30, 1965, from Rev. William H. French, director of survey and planning, the United Presbyterian Church in the U.S.A., Los Angeles, Calif.; April 1, 1965, from Mr. Russell C. Buehler, director of planning, Tacoma City Planning Department, Tacoma, Wash.; April 6, 1965, from Mr. Milton Breivogel, director of planning, the regional planning commission, Los Angeles, Calif.; April 9, 1965, from Mr. Edward E. Enos, chairman, Alameda County Planning Commission, Hayward, Calif.; April 15, 1965, from Mr. L. E. Aase, president, American Association for Vital Records and Public Health Statistics, State Board of Health, Madison, Wis.; April 21, 1965, from Mr. John D. Murphy, chairman, Alameda County Board of Supervisors, Oakland, Calif.; April 30, 1965, from Hon. Milo D. Nordyke, mayor, Livermore, Calif.; April 30, 1965, from Berwyn F. Mattison, M.D., executive director, the American Public Health Association, Inc., New York, N.Y.; April 30, 1965, from Mr. Donald C. McCandless, vice president, Real Estate Research Corp., Washington, D.C.; and April 30, 1965, from Mr. Frank Bane, chairman, Advisory Commission on Intergovernmental Relations, Washington, D.C.

(The letters referred to follow:)

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
April 12, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics,
Post Office and Civil Service Committee,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: I have been informed that hearings have been scheduled on the proposed mid-decade census legislation. I further understand that these hearings will occur on May 4 and 5.

I wish to present the following views on why I consider such legislation urgently necessary.

The proposed mid-decade census would be of great value to the department of planning and economic development and others in the State of Hawaii. The Hawaii State Legislature is now considering redistricting and reapportioning the State senate and establishing congressional districts, and could put up-to-date census data to immediate use in their deliberations. The department of planning and economic development is now revising the State general plan, and would find current information on population, housing, labor force, and income immensely useful for this work. Other official agencies, both State and county, would similarly appreciate 1965 or 1966 census information. Private organizations would likewise make heavy use of such data.

A sizable percentage of the man-hours of the various governmental and private organizations is spent in preparing current estimates from 1960 census information; these estimates not only take much time, money and effort, but are subject to serious questions of accuracy. The State of Hawaii badly needs a new census, either this year or next.

Your serious consideration of the views expressed herein will be greatly appreciated.

Sincerely,

DANIEL K. INOUE,
U.S. Senator.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 30, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Government Statistics, House Post Office and Civil Service Committee, Washington, D.C.

DEAR COLLEAGUE: I understand that Mr. Edward E. Enos, chairman of the Alameda County Planning Commission, and the Honorable John Murphy, chairman of the Board of Supervisors of Alameda County, Calif., have written to you endorsing the idea of a mid-decade census to take place in 1966.

It is my desire to go on record as supporting this proposal of the officials of my home county and I would greatly appreciate the inclusion of their correspondence in the record of hearings to be held on May 4 and 5 by your subcommittee.

Your courtesy in this matter will be greatly appreciated.

Sincerely yours,

GEORGE P. MILLER.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 26, 1965.

HON. HARLEY STAGGERS,
Congressman from West Virginia, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, Washington, D.C.

DEAR MR. STAGGERS: I should like to indicate my support for your mid-decade census legislation. Connecticut's development Commission has notified me of their particular interest in this proposal.

Basically, two contemporary developments demand this innovation in our periodical census taking. First, our population is much more transient than it was when the period of a decade was established. Thus, these statistics now rapidly become outdated. Second, we have entered an age of regional planning. Such sociological study and projection is necessary as our population becomes more urbanized. Research cannot accurately be made with census figures which at times are as much as 10 years old.

I am looking forward to receiving a report of your May 4 and 5 hearings.

Sincerely,

DONALD J. IRWIN.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 29, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Post Office and Civil Service Committee, Washington, D.C.

DEAR MR. CHAIRMAN: I enclose a copy of a letter received by me from Mr. LeRoy Jones, managing director of the State of Connecticut Development Commission, Hartford, Conn., in support of mid-decade census legislation which will be the subject of hearings by your subcommittee in May.

I am generally in agreement with Mr. Jones in his commentary favoring such legislation and I am sending Mr. Jones' letter to you for your files.

Sincerely yours,

JOHN S. MONAGAN,
Member of Congress.

STATE OF CONNECTICUT DEVELOPMENT COMMISSION,
Hartford, Conn., April 19, 1965.

HON. JOHN S. MONAGAN,
Congressman from Connecticut,
House Office Building, Washington, D.C.

MY DEAR MR. MONAGAN: Congressman Staggers of West Virginia, chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service of the House of Representatives, has advised us that hearings will be held on May 4 and 5, 1965, concerning mid-decade census legislation.

We have told Congressman Staggers that we believe a simplified mid-decade census would be extremely useful and we also wish to let you know of our feeling on this matter.

As you know, we are deeply engaged in promoting and assisting municipal and regional planning and this activity has become widespread in Connecticut. Furthermore, excellent planning studies are now being carried out by municipal and regional planning staffs and consultants utilizing in many instances Federal urban planning assistance funds under the 701 program of the Housing and Home Finance Agency. At the State level, we are engaged in the interregional planning program, which is a comprehensive statewide, land-use, transportation, and resources program being carried out jointly by the State highway department, department of agriculture and natural resources, and the development commission.

All of these planning studies are heavily dependent on census data. Furthermore, the research activities of this commission and of many other State agencies also rely on census information. In a rapidly growing State such as Connecticut, we believe it is dangerous to base research and planning on census data which can be as much as 10 years old. We, therefore, feel that a simplified mid-decade census would give us a much stronger and safer base on which to carry out the research and planning necessary for the sound development of the State, its regions and municipalities.

Your consideration of such legislation would be deeply appreciated.

Sincerely,

LEROY JONES, *Managing Director.*

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 26, 1965.

MR. J. W. SLOAN,
Division Manager, the Equitable Life Assurance Society of the United States,
Minneapolis, Minn.

DEAR MR. SLOAN: Thank you for your recent letter regarding the proposed midterm census.

I believe very strongly in such a proposal, feeling that they are most helpful in a number of ways. As a matter of fact, I was successful in amending the recent congressional redistricting bill passed by the House of Representatives so that it would take special censuses into account.

I have forwarded your letter to Chairman Staggers.

Sincerely,

Congressman CLARK MACGREGOR.

THE EQUITABLE LIFE ASSURANCE SOCIETY
OF THE UNITED STATES,
New York, N.Y., April 8, 1965.

HON. CLARK W. MACGREGOR,
Congressman, Third District of Minnesota, Washington, D.C.

DEAR CONGRESSMAN MACGREGOR: I am advised that Chairman Harley O. Staggers, of the Subcommittee on Census and Statistics of the House Post Office and Civil Service Committee, will conduct a hearing on May 4 and 5 to consider the advisability of a proposed mid-decade census.

I think that you will recognize that the rapid movements of the population in our present dynamic society require that a census taken more frequently than once each 10 years. The work of this office requires that we use census figures constantly, and we find that by the time 5 years has elapsed from the last official census that we must rely on statistics provided by local chambers of commerce

and other unofficial organizations who frequently are not unbiased in their presentations.

Will you kindly convey to Chairman Staggers my opinion that a mid-decade census is an urgently needed statistic.

Yours truly,

J. W. SLOAN, *Division Manager.*

CITY OF NEW YORK, OFFICE OF THE MAYOR,
New York, N.Y., April 8, 1965.

Hon. HARLEY O. STAGGERS, M.C.,

Chairman, Subcommittee on Census and Statistics, House Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: I am writing to express support, on behalf of the city of New York, for H.R. 1966, proposing a census of population, unemployment, and housing in 1966 and at 10-year intervals, starting in 1975.

Lack of information about our population is severely felt in connection with planning city programs. Data from the 1960 census are now too old to have substantial value. Because of the great mobility of the population, current estimates of total population, even for a city as large as New York, become questionable. When we need data on the age and ethnic composition of the population or for small areas within the city, attempts to estimate are self-defeating because the errors may be very large. Hence we may be misled rather than guided in our planning. I am sure that all communities in the country have these problems.

Only nationwide censuses at more frequent intervals can adequately serve modern society. Therefore, I recommend strongly favorable action on this bill by your subcommittee and by the Congress.

Sincerely yours,

ROBERT F. WAGNER,¹ *Mayor.*

CITY OF CHICAGO,
OFFICE OF THE MAYOR,
May 5, 1965.

Hon. HARLEY O. STAGGERS,

Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: I regret very much that I shall not be able to accept your invitation to appear before your committee on May 5 to comment on the legislation which proposes a mid-decade census for 1966.

When hearings on similar legislation were held by your committee in Chicago on October 25 and 26, 1961, Messrs. Duba, Bach, and Mackelmann presented extensive testimony on my behalf urging that a mid-decade census be conducted. It seems to me to be obvious that the urgency for such a census is even greater today than it was then. I agree that "census" or "statistics" do not have the appeal which many other programs have, but the availability of current data is basic to the proper development and execution of the programs in which our cities, States, and the Federal Government are now engaged. This, I believe, is equally true of commerce and industry.

The expenditure of hundreds of millions of dollars annually by private industry and government in the city of Chicago and the Chicago metropolitan area requires that the soundest possible basis for the many decisions involved be available. We cannot afford costly errors which may be made because we are not willing to spend the money for a program which will help to avoid them.

We are currently engaged in programs of housing and urban renewal, mass transportation, air and water pollution, urban opportunity, education, health, and welfare, all essential for the development of a better city and for the creation of a better life for all our citizens and all dependent on current facts so that they may be as effectively and efficiently as possible administered.

I therefore urge that your committee approve the legislation authorizing a mid-decade census for 1966.

If I can be of any further assistance, please do not hesitate to call on me.

Very sincerely yours,

RICHARD J. DALEY, *Mayor.*

¹ See additional statement by Mayor Wagner on p. 163.

MID-DECADE CENSUS

SYNOD OF CALIFORNIA, SOUTHERN AREA,
Los Angeles, Calif., March 30, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Government Statistics, House Post Office and Civil Service Committee, the House of Representatives, Washington, D.C.

DEAR CHAIRMAN STAGGERS: I have received word that your Subcommittee on Census and Statistics will hold hearings on a proposed mid-decade census on May 4 and 5, 1965. I wish that I could be present to testify for your committee concerning the great need for legislation which would provide for a regular mid-decade census. But, because of the travel expense involved, I will not be able to appear.

I would like to call to your attention the testimony which I gave before the Committee on Census and Government Statistics when it met in Los Angeles, Calif., on November 15 and 16, 1961. This testimony is found on pages 302 to 310 in part 2 of the record printed for the use of the Committee on Post Office and Civil Service.

I enclose, for your convenience, a copy of the formal statement which I presented to the committee at that time.

Since the presentation of this testimony, the need for a mid-decade census has increased rather than decreased, and we are very anxious that legislation be passed providing for a regular census every 5 years.

If I can be of further help to your committee I hope that you will call on me.

Sincerely yours,

WM. H. FRENCH,
Director, Survey and Planning.

CITY PLANNING DEPARTMENT,
City of Tacoma, Wash., April 1, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House Office Building, Washington, D.C.

DEAR REPRESENTATIVE STAGGERS: This letter is in response to your recent news release concerning hearings on new census legislation.

We in the planning field are vitally interested in legislation which will authorize a mid-decade census. Redistricting, allocation of Federal funds to States and cities, allocation of State funds to cities, public assistance programs, land planning, schools, parks, libraries, streets, highways, renewal and redevelopment programs are uppermost among projects which are directly related to volume and location of people. If we are to make intelligent plans, we want them based on facts rather than estimates.

It is my personal feeling that a national census of population should be held in 1966.

Sincerely yours,

RUSSELL C. BUEHLER,
*Director of Planning, Key Census Tract Person,
Tacoma SMSA.*

COUNTY OF LOS ANGELES,
THE REGIONAL PLANNING COMMISSION,
Los Angeles, Calif., April 6, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Post Office and Civil Service Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: A March 23 release from your committee announcing the May 4 and 5 hearings on a proposed mid-decade census in 1966 was received here a few days ago.

This is an issue about which we feel very strongly. There is a greater need for even a limited census, particularly here in California, than when we appeared before your committee in November 1961. (See testimony before the subcommittee on Nov. 15 and 16, 1961, found at pp. 194-218, pt. 2, Los Angeles, Calif.) For example, in Los Angeles County our estimates indicate there has been a population increase of over 800,000 since the 1960 census.

And, we are not alone. Most of the urban centers in the Nation are experiencing increase or significant population transfers or both. However, in trying to plan for and anticipate or lessen any adverse effects of these population changes,

we must have the most recent data possible. The 1960 census, now 5 years old, is of little use in many areas such as southern California where there is so much employment and housing mobility.

Therefore, we strongly support your efforts for we need a 1966 census and hope for the sake of the urban dwellers in this county that your bill is successful.

Very truly yours,

THE REGIONAL PLANNING COMMISSION,
MILTON BREIVOGEL, *Director of Planning.*

COUNTY PLANNING COMMISSION,
ALAMEDA COUNTY CALIFORNIA,
Hayward, Calif., April 9, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House Office Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: The Alameda County Planning Commission would like to express its interest in and desire for a mid-decade census to take place in 1966. Since time and distance will prevent our convictions from being presented orally at the hearings of your Subcommittee on Census and Statistics to be held in Washington on May 4 and 5, we would appreciate inclusion of this letter in the records of the hearings.

Data on population and housing are essential to the preparation and effectuation of long-range plans for land use, circulation and community facilities. The volume and characteristics of population and housing in Alameda County are currently undergoing such rapid change that data from the 1960 census have long since become obsolete. The necessity for some basic current data motivated a countywide program for making semiannual subarea estimates of housing and population in Alameda County. Radical changes in modes of living resulting from the recent large increase in apartment houses in suburban areas have made of questionable validity the factors developed for use in the estimating program from 1960 census data. Relatively small surveys here and elsewhere in the United States indicate much larger households with more children residing in multiple housing than in 1960. It is suspected that at the same time there has been a reduction in household size of those living in single-family homes.

In addition, since the last census entire new communities have sprung up where there were only farmhouses in 1960, and other outlying communities have more than doubled in size. Central cities which experienced a net loss in population in the 1950-60 decade appear, on the basis of increase in housing units, school enrollment and other current indexes, to be gaining population.

Our staff is besieged for current data on the age and economic characteristics of our population and information on housing characteristics by representatives of business, public and semipublic agencies who must have this information in order to make rational decisions regarding their production and sales program, their services, their facilities—schools, parks, etc. Agencies applying for Federal antipoverty funds request current data on teenagers, income, migration and other unknowns. Legislators call for estimates of current population for subareas of the county to use as a basis for reapportionment proposals of various governing bodies.

Vital decisions will continue to be made on the basis of obsolete and no longer accurate information, with the situation worsening as the timespan from the last decennial census increases, until a new census is taken.

May we express our wish that such a census be taken in 1966.

Very truly yours,

ALAMEDA COUNTY PLANNING COMMISSION,
EDWARD E. ENOS, *Chairman.*

AMERICAN ASSOCIATION FOR VITAL RECORDS
AND PUBLIC HEALTH STATISTICS,
April 15, 1965.

HON. HARLEY O. STAGGERS,
*Chairman of Subcommittee on Census and Statistics,
House Post Office and Civil Service Committee,
House of Representatives, Washington, D.C.*

DEAR REPRESENTATIVE STAGGERS: We have been informed that hearings will be held on May 4 and 5 on the subject of a quinquennial census. From your release on March 23, 1965, I conclude that this proposal is for a mid-decade census in the year 1966.

The American Association for Vital Records and Public Health Statistics heartily favors such a census; however, it is our feeling that a quinquennial census is needed and should be considered as a future activity. For a number of years, the members of our association who serve as directors of vital statistics and health statistics in each of the States of the union have been deeply concerned about basic demographic data which can be made available for the programs of the health departments throughout the Nation. Accurate and correct population basis are mandatory for reliable statistics which we need for determination of program direction, as well as measures of the health activities carried out by the State departments of health. This subject has been discussed for a decade or more by the members of our association because of the importance to our programs.

The alternative is an annual population estimate which is carried out in most States and forms the basis on which the rates are based. Because of the increasing difficulties of correct population estimates as the decade progresses, we have some hesitancy regarding the accuracy of the population information which we prepare and which is so essential. Accordingly, a quinquennial census would reduce this problem considerably and would give us more accurate information on which to base the baseline data which are needed for program development and for change in direction of programs.

Accordingly, as President of the American Association for Vital Records and Public Health Statistics, I wholeheartedly support the proposal for a mid-decade census and hope that some conclusion can be reached to maintain this activity on a continuing basis.

Sincerely yours,

AMERICAN ASSOCIATION FOR VITAL RECORDS
AND PUBLIC HEALTH STATISTICS,
L. E. AASE, *President.*

BOARD OF SUPERVISORS,
Oakland, Calif., April 21, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House Post Office, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: Since the Alameda County Board of Supervisors cannot be represented at the hearings of the Subcommittee on Census and Government Statistics to be held in Washington on May 4 and 5 to consider proposed mid-decade census legislation, we would like to take this opportunity to express our views for inclusion in the record.

The rapid changes in population and housing distribution and characteristics which seems to have become a permanent feature of our society indicate an imperative need, we believe, for more timely data than that provided by decennial censuses. Not only is up-to-date information essential at the present time to serve as a basis for congressional district reapportionment and effectuating the Federal antipoverty program, but data obtained more frequently than every 10 years are invariably in demand for innumerable, continuing Federal, State and local government and private enterprise programs.

We believe that a comprehensive mid-decade census could be fully justified solely in terms of the importance of the public and private investment decisions made on the basis of the resulting data. We believe, further, that the cost of such a census would be more than compensated by the savings in time, money, and duplication of effort to the many public and private groups who now must interpolate from data which are now 5 years old.

We hope that your committee will weigh fully the value of comprehensive, timely data to sound decisionmaking and will recommend that the Congress authorize an adequate mid-decade census.

Very truly yours,

JOHN D. MURPHY,
Chairman, Alameda County Board of Supervisors.

CITY OF LIVERMORE,
Livermore, Calif., April 30, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House Post Office, Washington, D.C.

DEAR SIR: A matter of extreme interest to our city, as well as to our entire State, has been brought to our attention. This is in reference to the hearings to be held on May 4 and 5, 1965, before your subcommittee on proposed mid-decade census legislation. In an area as fast growing as our State, involved in reapportionment of senatorial districts, it is important to have current and correct population figures available. In addition, since many State-administered funds are apportioned to cities and counties on a population basis, it is vital that census figures be kept current.

Our city council has voted unanimously to support this proposed legislation and to urge your committee to further its adoption.

Very truly yours,

MILO D. NORDYKE, *Mayor.*

THE AMERICAN PUBLIC HEALTH ASSOCIATION, INC.,
New York, N.Y., April 30, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Committee on Post Office and Civil Service, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of April 15, inviting the views of the American Public Health Association on legislation proposing a mid-decade census is most welcome. The American Public Health Association as stated in your letter, is most certainly in favor of this legislation. I am therefore delighted in behalf of our membership to forward to you this statement of our support.

You will recall that on May 2, 1962, when your subcommittee considered this question the American Public Health Association was represented by Albert E. Bailey, Ph. D., who presented oral testimony to the subcommittee. Because this statement is available to your subcommittee for review, I shall but reiterate briefly the points made by Dr. Bailey and make appropriate additions which will indicate simply but graphically that the reasons for our having supported the legislation in 1962 have been strengthened in the intervening 3 years.

As was pointed out in the statement of Dr. Bailey, the members of our association are involved in public health work. In this respect the word "public" is key and without the necessary statistical intelligence, public health programs simply cannot operate to the advantage of the public with which they are by law responsible. The public health physicians, the public health engineer, the public health nurse, the public health sanitarian, the public health statistician, the public health veterinarian, and other specialists involved in public health activities plan and conduct a program in terms of groups of people. Their activities are directed to the prevention or the control of diseases in a collection of individuals whether in a census list from a small town, county, a large city, a State, or even the Nation. It is essential to have accurate information in respect to each constituency. Present means of estimating population between census years are too inaccurate to meet the everyday needs for public health activities. The increased mobility of our population is well recognized and since demographers have no other reliable method of measuring the movement of population, there is the increased need for taking an accurate census oftener than every 10 years.

Detailed demographic data is needed for planning of public health programs in order that they will be conducted where and when they are needed. It is a waste of precious time, effort, and money to station a mobile X-ray unit at a wrong location or to conduct a maternal and child health clinic at the wrong place. Examples such as these are indicative of an important factor inherent in

intelligent public health programs which a mid-decade census could and would materially improve.

The sophistication which long years of effort and dedication have brought to public health activities means that measurement of life, death, or disease incidence must be made in ratios. The use of ratios is basic to statistical computation such as the crude birth rate, or crude death rate as well as to mortality rates for various diseases. A count of the number of deaths in a given geographic area, while helpful as general information, provides no opportunity to note a trend or to make a comparison if one denominator of the ratio (in population count) is inaccurate. As of this moment an actual head count is the only accurate method for determining in number and age grouping of people comprising the population of a given geographic area.

It is the legal responsibility of our members who are engaged in official health department programs to give of their very best in the prevention and control of diseases. Perhaps the realization of this factor will help you to appreciate that we may be, in the view of some, somewhat over enthusiastic. Nonetheless, may I point out as did Dr. Bailey that it is the view of the American Public Health Association that we simply cannot afford not to have more accurate population counts. A sample census, proposed by some, simply does not answer this need. Its special drawback is in the fact that a sample count is most inaccurate for small population units and in many instances it is this selfsame small population unit which is of paramount importance.

I am not sure what if any sentiment there is within the members of your committee or within the Congress similar to that which existed in 1962 when it was proposed that the mid-decade census might be financed jointly by the Federal Government and by States or local communities. May I point out that unless a census covers the entire population of this country it is of extremely limited value for the country as a whole. To base a census on the willingness and fiscal ability of the component political jurisdictions of the United States would to a very great extent vitiate many values which are sought in a mid-decade census. It would be virtually impossible to arrive at meaningful and intelligent statistical evaluation for the United States if any of the component parts were lacking. For this reason the American Public Health Association believes that this endeavor is both needed and must be financed entirely by the Federal Government.

As Dr. Bailey in his excellent statement pointed out in 1962, we are dedicated to the proposition that people are deserving of the most effective and most modern public health techniques. Certainly we extend every effort to see that the newest scientific technology is made available to American citizens. We must state as strongly as possible that the knowledge needed to apply these techniques is dependent upon statistical information which simply cannot be efficiently and effectively produced under the present 10-year census arrangement. It is bordering on the irresponsible to finance and to conduct programs whether in public health or any of the other extremely important and essential programs throughout these United States without the very latest in information as to how many persons are where.

Again may I express the gratitude of the members of the American Public Health Association for your invitation to submit the views of our association. Please also accept my statement of gratitude in behalf of the members of the American Public Health Association for yours and the committee's interest and support of this endeavor.

Sincerely yours,

BERWYN F. MATTISON, M.D.,
Executive Director.

REAL ESTATE RESEARCH CORP.,
Washington, D.C., April 30, 1965.

Re mid-decade census, H.R. 6183, 89th Congress.

Hon. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, U.S. Capitol, Washington, D.C.

DEAR SIR: Our firm has been engaged in providing economic consultative services to public agencies and private clients for over 30 years. Our activities cover all States, including Alaska and Hawaii.

The population and housing statistics as presented in the various series prepared by the Bureau of the Census are indispensable to the preparation of our, or any other economist's, work. It is a truism, of course, that the quality of conclusions and recommendations for planning and decisionmaking depends to a

considerable degree upon the completeness and accuracy of the facts from which conclusions are derived.

We are constantly exposed to the problems of our clients involved in urban redevelopment, private housing, commercial and industrial developments and transportation planning. The bulk of our involvement is action oriented—a decision to proceed with development or not is to be made in the near future. It is imperative that these decisions be based upon the best available facts. For instance, at a time when certain areas are experiencing a high rate of home foreclosures other areas are experiencing, or are threatened with overbuilding in certain segments of the housing construction, still other areas are experiencing severe shortages in housing. The imminence of these situations and their duration can only be forecast by careful analysis of a large amount of data. The Federal Government, through its fact-gathering agencies, is the only vehicle with the capabilities for procuring and collating the facts on a sufficiently broad basis to meet the requirements for dealing successfully with forecasting for basic action-oriented problems.

The speed, size, and characteristics of changes which have occurred since the last census are monumental. No one can possibly grasp their significance nor deal effectively with our present and future development without the overview and perspective provided through a census. The viability of our economy depends upon the ability of people to make decisions based upon publicly available, reliable information.

I would urge favorable consideration by your committee of approval of legislation for a national census of population to be held in 1966 and respectfully request that this statement be included in the record of the hearings of your subcommittee.

Sincerely yours,

REAL ESTATE RESEARCH CORP.,
DONALD C. McCANDLESS,
Vice President.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., April 30, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics,
Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your letter of April 13, requesting the comments of the Advisory Commission on Intergovernmental Relations on H.R. 6183, a bill to authorize a mid-decade Federal census of population, unemployment, and housing.

Let me say first that the comments below are based on the views expressed by the Commission at a meeting held May 4, and 5, 1962, at which time the Commission specifically considered a bill then pending on the same subject.

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, unemployment, 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 responsible. 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 we examine many of the same questions of policy within the larger context of intergovernmental relations.

The value of the census of population was brought home to the Commission in preparation of a recent report on the subject of "Metropolitan social and economic disparities: Implications for intergovernmental relations in central cities and suburbs." This report examined the extent of social and economic differences between residents of central cities and suburbs in the 190 largest standard metropolitan statistical areas in the country. The method involved

analysis of 10 broad population characteristics contained in the "1960 Census of Population." The findings in this report were disquieting in many ways. Unfortunately, reasonably current data from which to draw trend analysis indicating whether central city-suburban differences are increasing and at what rate are not available. Governmental policies to meet these changing trends will have to be based on incomplete information since we will not have reasonably comparable information again until some time after 1970. Enclosure A outlines specific uses for which census information is essential in several areas of inter-governmental relations.

Because governmental problems at all levels are now and will continue to be shaped by the shifting 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 urban as well as rural 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 interarea 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 it is extremely difficult to evaluate the benefits from such additional data against the added costs involved for more complete census coverage. The Commission, therefore, did not make a specific recommendation as to the degree of comprehensiveness of a mid-decade census. However, it did feel that as a minimum such a census should be at least based on a 25-percent sample of all population and housing information available from the 1960 census.

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 ensure 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.
2. Any expanded census effort should be based either on a 25-percent sample of all population, unemployment, and housing information available from the 1960 census, a quinquennial census comparable to the "1960 Census of Population and Housing," or an 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. 6183. If we can be of further assistance to the committee in this matter, please call on us.

Sincerely yours,

FRANK BANE, *Chairman.*

Enclosure.

[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 improvement 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 restudy 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.

Mr. GROSS. Mr. Chairman, if I may ask, are these statements all in support of this mid-decade census?

Mr. OLSEN. I will ask Mr. Corcoran.

Mr. CORCORAN. Yes, they are, Mr. Gross.

Mr. GROSS. And are those who may be in opposition going to be permitted to file statements? Have they been invited to do so?

Mr. CORCORAN. Yes, sir.

Mr. GROSS. They will be permitted to file statements?

Mr. CORCORAN. Yes, sir. We have testimony as of yesterday in opposition also.

Mr. GROSS. Thank you.

Mr. OLSEN. I think certainly, Mr. Gross, any letter pertaining, whether it be for or against or undecided, we will accept for the record.

At this point we will hear the statement of Hon. Frank Thompson, Jr., Congressman from the Fourth District of New Jersey, whose statement is in support of his bill, H.R. 4423.

STATEMENT OF HON. FRANK THOMPSON, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. THOMPSON. Mr. Chairman, for the record—and to the point of my testimony—I am Frank Thompson, Jr., a Member of the House from New Jersey. One of my committee assignments is to the Committee on Education and Labor.

I stress my State and my committee because problems which each faces constitute the dominant reasons why I am cosponsoring the legislation which this subcommittee is considering today.

Mr. Chairman, the need for a mid-decade census is great and it is urgent. I commend this subcommittee for conducting these hearings. I plead that you act favorably.

In New Jersey we are under a court order to reapportion both houses of our State legislature under the one-man, one-vote principle. A temporary readjustment has recently been approved. A constitutional convention is expected to be called for 1966 to reconstitute the general assembly and the State senate.

Neither the temporary reapportionment, nor a new apportionment devised by the convention, is able or will be able to meet the one-man, one-vote test.

This is so, and this will be so, because the only available data on numbers and location of New Jersey's residents are those from the 1960 census.

Since the population census of 1960, which was pegged to April 1 of that year, I have gone through three political campaigns. I get back to my district as often as possible, even though it is not so frequently as I would prefer. I can see the physical evidence reflecting the mobility of the people of Mercer and Burlington Counties.

As do other Members of the House, I made periodic reports to the constituency I serve. I maintain a reasonably large mailing list. My staff constantly is engaged in removing names of those who have moved away, and adding names of newcomers. This is just one more piece of evidence attesting to the mobility of people.

I am confident every member of this subcommittee has had similar experience.

Like each of you, I know what is happening.

Like each of you, I have no way of measuring the extent. There is but one way to measure the impact of what we know is happening. That is by having an official, mid-decade census.

My membership on the Committee on Education and Labor is of equal significance to the legislation before you. It is not self serving for me to state that this committee has responsibility for a large part of the legislation to implement the Great Society program.

Last year we enacted the Economic Opportunity Act, which provided the tools to wage the war on poverty. We are presently giving that legislation an intensive overview, to determine whether it shall be renewed, and at what level of authorized appropriations.

The gentleman from Montana, Mr. Olsen, in a speech on the floor of the House last year, has pointed up the difficulties we faced. Much of the data upon which many titles of that law are based come from the 1960 census. That means income data are based upon 1959 earnings.

This year we have already passed the Elementary and Secondary Education Act. We had much trouble devising a formula for the poverty impact title. This was because we were dealing with data that are 6 years old.

We have promised the House that we shall immediately seek ways and means of improving that formula. Our task would be relatively simple if we had up-to-date information that can come only from a new census.

I cosponsored this legislation in part because of my experience in trying to draft a better formula for the poverty-impact title of this bill.

In these two bills alone, antipoverty and elementary and secondary education, we authorize the spending of more than \$2 billion. We pinpoint these expenditures as best we can. We scatter to the extent that we deal with inaccurate data.

The list of programs which are similarly handicapped could be enlarged. I mention these two because of my familiarity with them and because they clearly dramatize the problems of Congress, charged with the responsibility of legislating with due prudence.

An integral part of the Great Society is a high level of business and industrial prosperity. I come from an industrialized area. My constituency includes people whose lives are intimately associated with some of our great corporations.

In a competitive world, it is necessary to plan production schedules, sales campaigns, and expansion programs, on the basis of careful marketing analyses. The economic censuses provide useful basic

data and benchmarks. No self-respecting marketing expert relies only upon these data. He must also know the number and composition of the people in any given sales market. There was once a time when the basic data from the decennial census were adequate. But he, too, must equivocate and estimate and juggle to account for the impact of the mobility of people in the sixties.

The board of directors he serves have the same responsibility to shareholders that we have to taxpayers.

So let us not overlook the fact that up-to-date population and income data are as important to the businessman as they are to the lawmaker and the Government administrator.

I urge this subcommittee to take favorable action on this legislation. I hope your full committee follows suit. I shall join you, at the appropriate time, in urging our colleagues in the House to enact this enabling legislation overwhelmingly.

I understand the Bureau of the Budget feels there is no need for this bill.

Paraphrasing Mr. Dooley, I suspect that the Budget Bureau reads the Congressional Record, particularly the record votes.

Mr. OLSEN. Our next witness is Miss Genevieve Blatt, Secretary of Internal Affairs of the State of Pennsylvania. Would you please take a chair at the table, Miss Blatt?

We understand that the Honorable William S. Moorhead of Pennsylvania was here to introduce you but had to leave for another committee meeting.

STATEMENT OF MISS GENEVIEVE BLATT, SECRETARY, DEPARTMENT OF INTERNAL AFFAIRS, COMMONWEALTH OF PENNSYLVANIA

Miss BLATT. That is right. I very much appreciated having him bring me over, and I am sorry he could not stay. I am very grateful to you gentlemen for permitting me to testify.

Mr. OLSEN. We are very happy that you could find time to come down here and assist this committee in this investigation.

Miss BLATT. As you know, I appeared before a similar group of this committee in 1961 in New York City when hearings were conducted, because we had felt then that some legislation of this sort was very desirable from our standpoint as a State agency in Pennsylvania.

The experience of the intervening 4 years has made us all the more convinced that it would be not only desirable, but we are beginning to believe now almost essential, for the functioning of our operations at maximum efficiency or any degree approaching that.

I have a prepared statement, copies of which I have made available to the committee, and if it is agreeable to you I would like to go through it and would be quite agreeable to stop at any time any member of the committee wants to ask me about any statement that I am making.

Mr. OLSEN. You proceed any way that you wish, Miss Blatt.

Miss BLATT. I want to thank you, Mr. Chairman, for asking me to appear before your subcommittee regarding pending mid-decade, 1966, census legislation.

The Pennsylvania Department of Internal Affairs has a particular interest in this legislation. Administering its varied functions, the Pennsylvania Department of Internal Affairs has bureaus of land

records, statistics, municipal affairs, standard weights and measures, and topographic and geologic survey. I mention all of those just to give you an idea of the breadth of our program.

Obviously, the bureaus of municipal affairs and statistics are the ones which use census data most extensively.

The bureau of municipal affairs collects and publishes financial and other data of local governmental units, publishes manuals and handbooks regarding various local government operations, and in general provides whatever advice and assistance is required by local governments in improving their planning and methods of administration, and in effectively performing their responsibilities. In this work, the Bureau of Municipal Affairs acquires extensive knowledge of local government needs in the statistical field. So I feel in a sense I am speaking for our local governments as well as for our particular State agency.

The Bureau of Statistics is the only centralized, general purpose State statistical bureau. Established by the 1873 State constitution, it supplies statistical information to agencies of Federal, State, and local government, planning and promotional groups, private industry, research organizations, educational institutions, and the general public. Annual censuses of manufacturing, utilities, and municipal authorities are conducted. An annual statistical abstract providing information on a wide range of subjects for Pennsylvania and its political subdivisions is published. Census data are a very important part of the base for the activities of the bureau of statistics.

On November 29, 1961, I submitted a report regarding the need for a mid-decade census to this subcommittee. That report was based on a survey of government and private users of statistics in Pennsylvania to determine the uses made of population and housing census statistics, the classifications by characteristics required, and the geographical areas for which various classes of census data are needed. Finally, each respondent was asked to answer the following question: "Considering that added cost must be balanced against additional uses, how often do you feel the census of population should be taken and why?"

There has not been sufficient time for us to do a complete resurvey of the respondents to the earlier survey. However, we have checked with a number of the previous respondents, and they have indicated their continuing need for a mid-decade census. Sevréal indicated that the need has increased.

In that earlier survey, replies were received from 39 Pennsylvania users of statistics representing a wide range of needs and uses, including the State government, colleges and universities, chambers of commerce, and planning groups. Of the 39 respondents, 21 indicated needs for a mid-decade census.

A census program limited to 10-year intervals is grossly inadequate to meet the needs of all levels of government, business, labor, research and planning organizations, welfare agencies, and others. Changes are taking place too rapidly to rely on 10-year readings of the population and housing and their characteristics. New programs are being developed, and old programs are being expanded at an increasing pace. Private industry is investing increasing billions of dollars in new plants and equipment and in commercial and service outlets. More frequent census data are essential for the adequate planning and

administration of both government programs and private business and welfare activities.

Information on migration collected annually by the U.S. Bureau of the Census in the current population survey indicates that about one person in five moves during a year. If different persons moved each year, the entire population would have moved in a 5-year period. Actually, of course, there are many repeaters. However, the 1960 census shows that nearly 50 percent of the population 5 years of age and over had moved during the preceding 5 years. Seventeen percent had moved across county lines, and 9 percent had moved across State lines. The age, sex, family relationships, race, occupation, and educational status of migrants differ substantially from nonmigrants.

The shifts occurring nationally between the younger age groups (under 21), the productive age groups (21-64), and the older age groups (over 65) are accentuated tremendously at the local level. In the first place, the distributions among these population groups vary considerably from one area to another. In addition, migration rates differ widely among these population groups. This causes further shifts among these population groups from area to area. This is of great significance in planning and in operating programs to meet the educational, recreational, health, welfare, and other needs of these population groups.

The industrial and occupational classification of employment is shifting rapidly. Labor force is not adapting rapidly enough to these shifts in employment opportunities.

The distribution of families and persons by income level is shifting rapidly, and these shifts vary considerably from one geographical area to another.

Shifts in the geographical location of both workers and employers are causing extensive changes in the volume and patterns of commuting. This is of great significance in planning highways and mass transit facilities.

There are large shifts in the volume and types of housing constructed in various areas.

The decennial censuses frequently miss significant waves of social and economic change that occur between the census dates. For example, the 1930 census came before the depression took full effect; by 1940 there had been considerable recovery. A census in 1935 would have provided valuable information on depression conditions. The 1940 census was taken before we were in the war; by the time of the 1950 census, the war was over. In 1965, the sweeping legislative programs of the Kennedy-Johnson administrations are having extensive social and economic impacts. A mid-decade census would be very useful in the effective administration of these programs and in measuring their impact on the Nation and on the States, cities, and other geographical areas.

Another point I would like to emphasize is that there is progressive and accelerated depreciation in the usefulness and value of census data over a decade. A mid-decade census would not only provide much needed current data, it would also increase the value and usefulness of the regular decennial census for comparative analyses.

All levels of government need mid-decade census data. While the nature of participation and therefore the nature of data needed differs among the various levels of government, they all share responsibility

for planning, administration, and evaluation in the following types of activities: education; health; welfare; manpower development and training; prevention of accidents; civil rights; civil defense; highways; mass transit; urban conservation and renewal; water and natural resource conservation; public works; housing; allocation of surface water supplies; taxation; budgeting; analysis of fiscal capacity, revenues, and tax burdens; land use and preservation of open space; and prevention of air and water pollution.

In all instances—and there may be many more I could cite—these needs relate to individual geographical areas and to inter-area comparisons.

Both the Federal and State Governments need mid-decade census data for the administration of grants-in-aid and taxsharing.

Both State and local governments need mid-decade census data for industrial, commercial, and recreational development and for evaluating government administration and costs and in making workload estimates and allocating personnel.

Business needs for mid-decade census data are indicated to be very urgent. Each year private business makes decisions as to the geographical location and volume of investment of billions of dollars on the basis of census data. Manufacturers make investment decisions on the basis of markets and labor force. Trade, service, utilities, and other commercial activities decide the location of new and expanded marketing outlets and sales effort on the basis of markets. Marketing data needs relate not only to the numbers and characteristics of the population but also to their income and housing.

The present pattern of decennial censuses was initiated in the early days of this Nation. Considering the growth in the Nation's population and its mobility, the growth in income and wealth, the growth in the number, magnitude, and expenditures of Government programs, and the growth in private investment, it would appear to be preeminently appropriate to shift from a decennial to a quinquennial basis for the population and housing census.

Many of the needs indicated can best be met only by a complete census. This is particularly true of the needs of business and local governments which often involve geographical areas smaller than counties, cities, boroughs, and townships.

Further, many of the needs cannot be met by a simple count of the population by age, sex, color, and marital status. Information on other characteristics such as educational attainment, occupation, and income are essential.

If a full census is not possible, I would certainly urge at least a 25-percent sample for those areas large enough that data can be published based on a sample. For other areas, I would urge 100-percent coverage. It is in many of these smaller areas that the most rapid changes are taking place. It is also in these areas that there is available less non-census-type data such as employment, trade, industry, and construction statistics.

If the mid-decade census is conducted on a sample basis, it is extremely important that the data be published not only for standard metropolitan statistical areas as a whole but also for the constituent counties and cities. Constituent counties and areas are experiencing the most rapid changes. It is in these areas therefore that there is the greatest need for up-to-date census data.

I suggest that there be a complete census of population and housing every 5 years. If this is not feasible, I urge a 25-percent sample of the larger areas and a 100-percent coverage of all areas for which data cannot be published on a sample basis.

In conclusion, I want to emphasize that a mid-decade census would enable the Pennsylvania Department of Internal Affairs to carry out better its responsibilities as a central statistical agency and as a service agency for the local governments in our State. In addition, such a census would aid many other Pennsylvania State agencies in such areas as the allocation of funds to local communities for health departments, the allocation of State taxes to local communities for highway purposes which are granted on a part mileage and a part population basis, the general planning work of our State planning board, and the particular planning of our State's highway program.

I thank you very much for your invitation to me to testify on this most important matter which has so many significant implications for Pennsylvania and its local governments.

Mr. OLSEN. Thank you very much, Miss Blatt. That is a splendid statement and an excellent contribution to the study of this committee.

Mr. Corbett, do you have questions?

Mr. CORBETT. Mr. Chairman, I wanted on behalf of the subcommittee to thank Miss Blatt for going to the trouble of appearing here and to thank her for a splendid statement, which I know was not put together without some thought and effort.

I agree with the chairman that this does make a good contribution to our thinking on this subject, and I just wanted Miss Blatt to know that we appreciate this information.

Miss BLATT. Thank you very much, Mr. Corbett.

Mr. CORBETT. Mr. Chairman, Miss Blatt, would it not also be very true that in all of our States, the same as in Pennsylvania, right now when we are having problems of redistricting the legislature, possibly also the congressional districts, in going ahead on this very complicated job, with one of our two bodies Democrat and the other one Republican, possibly we are not going to do a very enduring job if we do not even know the population for the districts when we finish?

Miss BLATT. I can answer that by giving you a very concrete example. When reapportionment was first considered immediately after the last census, our Bureau of Statistics prepared a publication in which we evaluated every existing congressional district on the basis of its variation, if any, above and below desirable norms of representation in the Congress, and we prepared similar data relating to our Senate and House districts in Pennsylvania, complete with maps and accompanying data. I am sure you have seen that copy.

There was some redistricting done at that time relating to congressional seats and House seats, but the Senate seats were not reapportioned. The whole matter now has been reopened again in the light of Supreme Court decisions.

We find that that study prepared on the basis of the 1960 census was very much objected to on the part of many members in all three bodies because of its already being out of date in many particulars, which we knew about because of the conduct of some special census determinations in certain areas.

We prepared a new study just within the last few months in which we took into account such new information as we had and tried to bring it as up to date as we could.

But I felt at that time that it was unfortunate that we were only able to update it in the case of certain municipalities which had gone ahead, for some reasons of their own quite unrelated to this problem, to get up-to-date census figures, and we were probably penalizing others who did not have such figures.

And, consequently, I cannot ask anybody to place complete reliance on the accuracy of these figures, but they are the best that anybody could provide at this time without more current data.

Mr. OLSEN. It seems to me that the other sources of statistics that we resort to in between censuses only tell us that our census is out of date.

Miss BLATT. That is about it. That is right.

Mr. OLSEN. I note that for our State of Montana. We only have two congressional districts, but we know from sampling that the 1960 census is completely wrong now, and yet we are having to redistrict the congressional seats on the basis of the 1960 census whether we like it or not, because this is the law, and yet we know that it is going to be wrong, and we know from sampling that to base a redistricting on the 1960 census will be wrong.

Miss BLATT. It is very hard in all these respects, as I mentioned.

We, of course, publish statistical data for the local governments and for business enterprises in Pennsylvania, and we try to keep it as up to date as possible because they must plan whether to open a new playground or a school here or a new business there. They need to know something quite currently accurate in order to make a proper evaluation.

Mr. OLSEN. Yesterday this subcommittee had hearings on this legislation and heard from the Assistant Director of the Bureau of the Budget. Now, he is opposed to a mid-decade census because he says these needs can be met by an expanded system of sample surveys. And I just wondered if from your statements it is to be concluded that you disagree with that statement.

Miss BLATT. I do, and I do so reluctantly.

If you remember, I said when we conducted the 1961 survey, which we have not had an opportunity to repeat, we very particularly phrased a question to every person whom we interrogated: "Do you think that the cost that would be involved here is justified in comparison to the value it would be to you?"

The majority, a slight one but still a majority, and it was a very firm one, indicated that they so thought. And we so thought after reviewing their reports and the reports even of those who answered in the negative.

There is some more cost, but I honestly feel, in terms of dividends which the Federal Government itself and certainly the State and local governments and business enterprises would reap from more currently accurate data, the net result would be less costly than to proceed as we do, wastefully in many cases, on the basis of inaccurate information.

Mr. OLSEN. I noticed yesterday in some of the literature that we had before us that the total cost of special statistical surveys that the Federal Government is making next year will be \$126 million, which is just a little bit more than the cost of a decennial census.

Miss BLATT. I was not familiar with that.

Mr. CORBETT. Mr. Chairman, on that basis, what is contemplated in the legislation here is a reduced census? You are not going into detail?

Mr. OLSEN. We are not planning to, no.

Mr. CORBETT. What would the cost of this legislation, if it happens, be in comparison to the full census?

Mr. OLSEN. This would be about half the cost of a full census.

Mr. CORBETT. And the full census you say costs about what?

Mr. OLSEN. \$120 million.

Mr. GROSS. Mr. Chairman, what information are you seeking? I regret that I have not been able to attend the hearings of this subcommittee until today. But what information are you seeking?

Mr. OLSEN. We are seeking a population census for the most part.

Mr. GROSS. Only population?

Mr. OLSEN. Principally population, and, of course, housing—where they live.

Mr. GROSS. And where they live?

Mr. OLSEN. Well, of course, that would be the fact deduced from counting these people. You would know where they live.

Mr. GROSS. Am I to understand—and I address this question to Miss Blatt—that the great State of Pennsylvania does not know the population by municipalities, by counties, by congressional districts; that the State of Pennsylvania does not know where the people live?

Miss BLATT. We know what you told us in 1960, and we know what has been learned since by some special censuses made, but we do not have a census operation of our own.

Mr. GROSS. You have no statistics on the total number of people in the counties in the State of Pennsylvania?

Miss BLATT. Only the Federal census statistics. We do not conduct a State census, never have, considering, that it would be a useless expenditure of funds when there was a Federal census available.

Mr. GROSS. Do you understand that this census would be taken on a basis of age, sex, and race?

Miss BLATT. My feeling is that the more information we could get within cost limitations the better. I would like to see it taken no matter how minimal the information. If it is only population and how many live per housing unit, that will be better than nothing at all.

If, at the same time that people were interrogated on those subjects, any of these others could be deduced, it would add to the value of it.

Mr. OLSEN. If I may interrupt you, Mr. Gross?

Mr. GROSS. Yes; of course.

Mr. OLSEN. I neglected to say unemployment was the other factor. It is a population, unemployment, and housing census. So that we are determining whether they are employed, determining where they live, and their age groups.

Mr. GROSS. I note that Dr. Bowman in his testimony yesterday said a census that "provided information only on the number of persons by age, sex, and race." Again I ask the question: Are these the three criteria to be used or proposed to be used in this mid-decade census?

Mr. OLSEN. That would be part of that word "population."

Mr. GROSS. Then, my question is, to someone, perhaps Miss Blatt: Would you suggest that we take a census on the basis of race? I would add to that the fact that a person entering the service of the

U.S. Government—and there are hundreds of them making application, perhaps 1,000 every day, is prohibited from stating his or her race on a form 57 application.

Is it proposed to go out and ask people their race in a census?

Mr. OLSEN. I would like to interrupt you there, Mr. Gross, and say, yes, it is. The fact of not permitting discrimination in employment is one fact that is enforced by such a rule as you mention with regard to form 57.

Mr. GROSS. Of course, you are presupposing discrimination as a condition of the fact that it is stated on their applications for employment. You are presupposing, you are assuming, that that will flow from, or would be a part of it.

Mr. OLSEN. Yes.

Mr. GROSS. And I do not assume any such thing. I am merely asking if now we are going out with a census to ask people their race, national origin, and so on, and so forth, when it is prohibited to obtain such information under form 57.

Mr. OLSEN. Under the form 57 it is presupposed—the law was passed before I got here—but it is presupposed that with that information there could be discrimination.

Mr. GROSS. All right. There could be discrimination in the use of statistics based upon the information being accrued through a mid-decade census.

Mr. OLSEN. Yes; but that has not been in past censuses?

Mr. GROSS. We should have it one way or the other, not both ways.

Mr. OLSEN. As a matter of fact, there has been the law ever since we had a census. The first census——

Mr. GROSS. I do not know whether it has been a law or not. What is your attitude toward that, Miss Blatt?

Miss BLATT. I am very much opposed to any kind of discrimination anywhere.

Mr. GROSS. I am not talking about discrimination.

Miss BLATT. Yes; but I do not want to see it encouraged or subsidized.

Mr. GROSS. I do not like the presumption of discrimination by the chairman of the subcommittee. Let's leave out discrimination. What is your attitude toward using one formula in one place and another formula somewhere else?

Miss BLATT. I think it depends on the purpose for which you want to use the information. And I think in this case there might be desirable purposes in knowing. For example, there seems to be no dispute about asking whether the individual is a man or a woman. As a woman I am certainly very much opposed to any discrimination against women, but I do not object to answering this question. I think that for the purposes of census enumeration it might be very significant to know the racial composition of a community or whether we had more women than men, or vice versa, or how many children of school age there were. Those are all questions that would be helpful to people planning future programs for the community to have, not maybe essential, and if there was any disposition on the part of yourself or any group to object to these questions, I do not care particularly. I would eliminate any one item to which there is objection in the hope of getting as many other items surveyed as possible to give us as much planning information as we can get.

Mr. GROSS. Yes; I think it would be interesting to know, if an application was being made for the job of janitor in some Federal building, whether the applicant was a man or a woman. I think this would be interesting to know—who was going to swing the mop, if a mop was to be used.

But I do not understand why, then, this exclusion under form 57 with respect to race and using it in a mid-decade census or any other census, when statistics may be used for precisely the same purpose, whatever that purpose may be.

Miss BLATT. The individual information is never used. We are very particular, and I am sure the Federal Bureau is, to preserve the confidentiality of all this information as to individuals. These figures are used only in totals to tell you that so many thousand people are this or so many hundred are that and they live here or they live there.

Mr. GROSS. And so on a limited basis this census would cost, according to Dr. Bowman, anywhere from \$111 million to \$126 million—on a limited basis? Is that correct?

Mr. OLSEN. No; the bottom figure was \$60 million.

Mr. GROSS. This is quite a fluctuation from \$60 to \$120 million. I do not understand how they can estimate it at \$60 million to \$120 million.

Mr. OLSEN. Well, not in Dr. Bowman's testimony but in Ross Eckler's testimony of yesterday it is itemized what would cost \$60 million in the census and what would cost \$120 million, and we can refer to that record later if you wish.

Mr. GROSS. I am not so sure——

Mr. OLSEN. And we can delineate specifically, if we did report a bill, exactly which kind of census we would want, whether we would want the \$60 million census or something of more cost, clear up to \$120 million. But, in any event, we could well describe it following the testimony of the Bureau of the Census Director Eckler.

Mr. GROSS. I will not take a lot of time at this point with this witness, Mr. Chairman. But it seems to me that if this information is so important to the future of the antipoverty program, whatever you want to call it, Appalachia and all the rest of the Great Society program, if it is so important to that, we ought to have had the information before we got into the legislation at all.

It seems to me if it is so important now to the future of these programs, we ought to have had it before we ever started the programs.

That is all I have at this time.

Mr. OLSEN. Well, in that regard, I want to say that I think these facts would be of great assistance to these programs of the Great Society and would make them work better.

I want to thank you, Miss Blatt, for your contribution. I think that it is well that you made the distinction between the confidentiality of the census with respect to individuals and that it is a great deal different than the application for employment form.

Miss BLATT. Thank you very much.

Mr. OLSEN. Thank you, Miss Blatt.

Do you have any questions, Mr. Krebs?

Mr. KREBS. No.

Mr. OLSEN. Mr. Buchanan?

Mr. BUCHANAN. No.

Mr. OLSEN. Thank you very much.

Our next witness is Mrs. Eone Harger, director of the New Jersey Division of Aging.

I understand that our colleague, the gentleman from New Jersey, Mr. Daniels, is going to present this witness. We certainly welcome our colleague, Mr. Daniels, here with his guest and his witness from the great State of New Jersey.

Mr. Daniels.

Mr. DANIELS. Mr. Chairman, it gives me great pleasure to present to the committee the next witness, Mrs. Eone Harger, who presently is the chairman of the Population and Economy Subcommittee of the New Jersey Governor's Interdepartmental Committee for State Planning.

Mrs. Harger has a splendid record of public service and is one of New Jersey's leading citizens. She served for 3 years as a member of the Board of Control of the Department of Institutions and Agencies and for the past 7 years has been and is director of the Division on Aging of the Department of State of New Jersey.

She is very knowledgeable in and with the problems of the aging.

I would like to point out that the State of New Jersey was the first State to enact legislation establishing a department of aging, and since New Jersey enacted that law, 38 other States have followed suit in enacting similar legislation.

So it is my pleasure to present to the committee Mrs. Harger, who has a prepared statement for the committee.

Thank you.

Mr. OLSEN. Thank you very much, Mr. Daniels. We certainly appreciate your taking the time to come over here and present to us your witness from New Jersey, Mrs. Harger.

Proceed, Mrs. Harger.

STATEMENT OF EONE HARGER, CHAIRMAN, POPULATION AND ECONOMY SUBCOMMITTEE OF THE NEW JERSEY GOVERNOR'S INTERDEPARTMENTAL COMMITTEE FOR STATE PLANNING

Mrs. HARGER. Mr. Chairman and members of the committee, I appreciate very much the privilege of coming down here to represent the subcommittee which I chair and the State Planning Committee from New Jersey.

The New Jersey Governor's Interdepartmental Committee for State Planning is a committee formed of members of each department of New Jersey State government and the Governor's office and is charged with the review and analysis of the State planning program being carried out by the division of State and regional planning in our department of conservation and economic development.

Various subcommittees have been formed from the interdepartmental committee, one of which is the population and economy subcommittee which deals directly with these two vital aspects of the State's overall profile—that is, the population and the economic development.

As such, we make constant use and reference to census data and thus feel quite strongly about the need for a quinquennial census.

I am here today as a representative for not only the population and economy subcommittee but the interdepartmental committee for

State planning and the entire program of State, regional, and local planning which is currently being carried out in our State.

We do not think there is any doubt as to the value of a complete Federal census of population and housing at this time. In fact, the constant revisions and additions made to the decennial census indicate the new and multifaceted uses to which this important work is now being put.

Obviously, the many queries posed in the collection of the data, the varied manipulations and correlations which are made, and the range of publications forthcoming from this information are undertaken in response to the expressed needs of legislators and administrators at all levels of government, public and private agencies, the business community, and the academic world.

In determining whether or not a new piece of information is to be included in the decennial census, cost must be a factor. Thus, it can be assumed that each bit of information which is now being collected in the decennial census has been proved to be worth more in its use than the costs incurred in its collection.

With this in mind, it is possible to examine the question which precipitated these hearings—that of whether a quinquennial Federal census is warranted. As previously noted, the legislative and administrative decisions of all levels of governmental and public agencies are based to a great degree on the demographic, social, and economic characteristics of the population of a particular geographic area in question. Decisions of business and industry must be based on a knowledge of the population to be served.

Estimates of population can be made, of course. However, in light of the inconsistencies of the many methods and the varying degrees of accuracy of each method, especially as they relate to different sized areas and differing periods of time, something more dependable is needed. The lack of necessary expertise, which is required for the preparation of such estimates, and the lack of complete background data in many instances make most estimates, as their creators would agree, somewhat short of acceptable bases for major policy decisions.

Projections of future population are subject to greater error in that not only must the population be forecasted, but the economic conditions which give rise to the shifting patterns of population growth must also be forecasted.

As Dr. Philip Hauser, the noted demographer has stated—

Anybody who tries to predict what the childbearing habits of the American people will be in any future decade is either a fool or a charlatan.

These forecasts can be assisted, however, by the availability of up-to-date, reliable background material.

It is here that the present decennial census appears as an oasis amidst a desert of guesstimates and grouping. It is a fact which can be accepted as being more valid than any estimate of population or the characteristics of population could be. It is a benchmark for projections into the future and a measurement against the projections of the past. In fact, population projections are judged as to their accuracy by how close they approach the results of the Federal census.

In the past, a decennial census has been sufficient for the needs of the decisionmaking process. In some parts of the country, there is little doubt that a Federal census once every 10 years is still adequate.

For the great part of this dynamic Nation, however, the patterns of growth and change have been of such magnitude that 10-year-old census information is ancient history, incapable of providing the necessary data requirements. This outdistancing of decennial data is particularly strong in those areas of the country which have experienced great population change since 1960, and these, unfortunately, are the very same areas which require the most important administrative decisions at all levels of government.

In New Jersey, for example, the population grew by over 1.2 million persons, or 25.5 percent in the decade from 1950 to 1960. Of this growth, nearly 50 percent was due to migration. Interstate migration figures, however, are not collected by any State agency as are birth statistics and death statistics. Thus, while it is possible to keep a close touch with population changes which occur as a result of natural increase or decrease, it is impossible to do so for changes which occur as a result of migration, and, as mentioned, in New Jersey this is a significant percentage of the total.

New Jersey has a particular need for a quinquennial census above and beyond the normal application of such data to the administration of current programs. At the present time, the State is engaged in the preparation of the horizon plan, a statewide development plan designed for a future New Jersey population of 20 million persons.

This ambitious program, the only one of its kind in the Nation, will be designed to meet the needs of the State's population at that point in time when the horizon population figure is reached.

We know that, barring unforeseen economic fluctuations on the national scene, New Jersey will reach this population total in the foreseeable future. At present, the State is the recipient of migrants not only from the rural areas of the Nation but the urban areas of New York and Pennsylvania as well, since families desire to live in a suburban, uncongested environment away from the atmosphere of the city streets. In fact, New Jersey's absolute net migration from 1950 to 1960 was the third highest in the Nation for these reasons.

Thus, New Jersey is planning not only for its own population but for the people in other States who want to come to New Jersey. These trends in migration, which would be noted by a quinquennial census at the very time when this important planning program is going on, would be invaluable to the intelligent and rational understanding of the role which New Jersey must play in providing homes, jobs, facilities, and services to persons who are now in New Jersey and to those who will come in the future.

Although to this point this statement has dealt mainly with the needs for strict population data, it must be noted that the characteristics of the population, age, sex, race, income, education, occupation, employment status, family size, et cetera, are all most important inputs necessary to the decisionmaking process. As mentioned previously, the collection, compilation, and publication of this information has already been shown to be of value exceeding their cost in that they are included in the decennial census. Thus, if a quinquennial census is justified, which we believe it is, then it follows that the full range of information supplied by the present decennial census is also desirable.

In summary we would like to make the following points:

(1) The decisionmaking process is dependent upon current and reliable population information.

(2) The Federal census is the most reliable information available.

(3) The need for intracensal information requires the use of estimating and short-range projecting methods which are, at best, subject to question.

(4) The rapid population changes occurring in the United States make population estimating and forecasting even more subject to possible error.

(5) The areas of the country where these rapid population changes are occurring are precisely those areas where planning and intelligent decisionmaking are most important.

(6) A quinquennial census would provide a most valuable service in the planning and decisionmaking process in that it would make available reliable information at 5-year instead of 10-year intervals.

(7) The items currently in the decennial census have shown their value to exceed the cost of their collection.

On the basis of the foregoing statements, the New Jersey Governor's Interdepartmental Committee for State Planning hereby goes on record as supporting a complete Federal census in 1966, and our committee goes on to say that we believe that we would like to have this become a permanent policy to have it every 5 years in the future.

Thank you very much.

Mr. OLSEN. Thank you very much, Mrs. Harger.

You know this subcommittee held hearings on this census legislation in 1961 and 1962. We had testimony from many communities to which, of course, Miss Blatt referred, to the effect that State and local government data was in very poor shape.

Now, in 1965, would you say that the State and local government data are in better or worse shape than they were the last time we had hearings?

Mrs. HARGER. I was not at those hearings. Some members of my present committee were. I think they feel that we need it now as badly as we did then. We are not able to furnish local communities with data that they need, and they have no way of keeping track of what their own population is.

We constantly have inquiries, for example, as to the age breakdowns, and we can tell them what it was in 1960, we are interested in helping them get information for public housing and other things for older people—this happens to be my own area—and we find we do not have anything since 1960. They depend entirely on what the Federal census has.

I would say that probably we are worse off than we were in 1962 because then we had a current census. Now it is 3 years later and there is no new data for these communities.

Mr. OLSEN. So the further we get away from the 1960 census, the worse off we are with respect to any data on population?

Mrs. HARGER. That is our belief, sir.

Mr. OLSEN. And in New Jersey you have another added problem in that you have experienced so much migration from other populated areas.

Mrs. HARGER. That is right. We were made particularly aware of this last year when we were trying to do a study of what the older population problems were. Rutgers University was making a study. We had gone back into census figures of other decades, and we found that there was no way that we could tell where people were coming

from. Yet we were finding fantastic proportions of older people that we had not anticipated in some of our counties.

We had one county that turned up with a percentage, according to the 1960 census, of over 16 percent of its population over 65. There had been no forewarning of this in the 1950 census. Yet here they were with innumerable problems of welfare and inadequate health facilities. And we think this is happening in other places now, but we cannot pinpoint it. This is just one factor that is making us anxious to have new census figures.

Mr. OLSEN. All we can really conclude is that we have the wrong information today?

Mrs. HARGER. That is right. We know we have the wrong information because we are unable to meet needs because we were not aware of who was there until they came for help.

Mr. OLSEN. Now, in your State of New Jersey do you take any population census at all yourselves?

Mrs. HARGER. We do not have anything except the birth and death certificates. They are registered by our health department. And I think a few communities may have a requirement that people have to register when they move out or move in. But outside of one or two isolated cases, there is no method that we have of taking census.

Mr. OLSEN. Then I take it too from your testimony that you not only would want a quinquennial census but you would want it to be as broad and deep and complete as the regular decennial census?

Mrs. HARGER. We would like just as much as it could contain. We think that the more we have, the better forecasting we can make in all the areas that are going to mean investment in public facilities, in securing land and open space, and if we know the age composition, the family composition, the race composition, it is going to make a difference to us.

Mr. OLSEN. Mr. Krebs, do you have any questions?

Mr. KREBS. I have no questions at this time.

Mr. OLSEN. Thank you, Mr. Krebs.

Mr. Buchanan.

Mr. BUCHANAN. I would like to thank Mrs. Harger for her testimony, which will be most helpful to us.

Mrs. HARGER. Thank you very much.

Mr. OLSEN. Mr. Corbett.

Mr. CORBETT. Mr. Chairman, I do not have any questions, except I believe the witness has raised the possibility that if legislation is enacted we might empower the Census Bureau that in certain specified areas they could expand the scope of their surveys to include specific items that a locality might want.

Mr. OLSEN. That is an excellent observation.

Mr. CORBETT. That is all.

Mr. OLSEN. Some communities would need maybe a great deal more information than others simply because of great population changes.

Mr. CORBETT. That is right.

Mr. BUCHANAN. May I, Mr. Chairman, say this: Yesterday the Bureau of the Budget's testimony was that in weighing the value between this 5-year census and the money that would go into it or strengthening the current program, they had decided in favor—not that they did not recognize the value of this census every 5 years—but

they had decided in favor of strengthening the current program, which would be primarily, as I understand it, estimates, but they feel very highly educated guesses, in many areas that would be of value to the Federal and State Governments.

I just wonder. I note in your testimony you make reference to the weaknesses of some of the methods of obtaining such estimates and of projections of future population. I wondered do you have a strong feeling in this regard as to the value of this 5-year census over against strengthening the current program in certain ways, I gather through running special—What are they?

Mr. CORCORAN. What they call an expanded program of sample surveys.

Mrs. HARGER. I have to depend upon the opinions of the technical specialists who are using the figures in our State. I do not know enough about what they are proposing to strengthen.

But the considered opinion of our committee is that they believe that this is important because of the vast changes that are occurring. I think they would feel that they would want to try to have both improved methods and a census if possible. They do not think that we can separate them. As we have asked for data, these are the complaints that we get.

Mr. KREBS. Mr. Chairman.

Mr. OLSEN. Mr. Krebs.

Mr. KREBS. I, too, want to join my colleagues in complimenting my old friend Mrs. Harger on the directness of her presentation. I believe a couple of interesting questions are raised by it.

No. 1, I am familiar with your work among the elderly. Do you have an accurate measurement of the population of New Jersey over 65 years of age?

Mrs. HARGER. The only figures that we have are the ones from the 1960 census, and we are using these as our bases for planning both at the State level and for helping communities. So it is accurate as of 1960, and we do not know the changes since then.

Mr. KREBS. You have not been able to develop new techniques like checking people who live in special elderly projects?

Mrs. HARGER. We can tell you how many people are living in elderly projects.

Mr. KREBS. This is only part of the total picture?

Mrs. HARGER. We can tell you how many applications we have. But we do not know how this relates to the total. We can tell you how many people have qualified for a tax exemption who are 65 and have incomes under a certain amount, but we can only use these as figures against an overall figure that we get from the Federal census.

Mr. KREBS. Let me ask you this: Do you have any suggestions—and I would like to see all of the witnesses address themselves to this question—do you have any suggestions from your experience that would enable the Federal Census Bureau to do a more thorough job?

Mrs. HARGER. I can mention some of the problems that we have in using census data. I hear of them from people who work for me and who cannot supply data requested. Figures are not always comparable in some areas from census to census. So, when we move from decade to decade, if the changes could be made in such a way that certain data do not become incomparable, it would help.

For example, they tell me that we have changed our definition of a household, and so when we went from 1950 to 1960, in some of our definitions we talk of different things.

We are going to need some new specialized information—and I am told it may be a problem because of the number of lines in the census—a finer breakdown of our population over 65. We have been lumping older people above a certain age as a total number. We are getting several generations beyond 65 now. We would like to begin to get more specific information in order to do planning, and this is going to be very important in relation to this shift in population makeup.

Mr. KREBS. The answer leads up to the next question I had in mind. Since we are allegedly living in the electronic age, and certain departments of the State government, like the unemployment insurance department, have electronic computers, if you know anything about the success or failure of these electronic devices will you tell us about it?

The point I am making is it seems to me with the investment that is made in the electronic computers to deal with the distribution of unemployment insurance checks and other purposes that maybe there might be some way of getting assistance from the States which have this machinery to supplement the findings of the U.S. Census Bureau or at least corroborate them.

Mrs. HARGER. You are talking about an area where I am not competent to give an expert opinion. We have done some inquiries within our committee as to use of machinery. We have people from the Labor Department that sit with us. They gather material to meet certain Federal specifications. And I believe a great deal of it is furnished to people in Washington and is used.

But I think the employment figures are quite different from general population figures. They are on the labor force, and the labor force is quite a different group from your total population.

Mr. KREBS. This I am totally aware of and I agree with you. What I am trying to get to is the possibility or the desirability of using comparable equipment to get the different kinds of information we need to make intelligent and accurate census.

Mrs. HARGER. I think that certainly this should be explored. We have looked at the kind of equipment we have, and we are hoping that something can be done. But there is a matter of programing and how much can be carried on.

This is a complicated thing for technical people, and I am not qualified to answer it, Mr. Krebs, but I am sure a lot of people are thinking about this and could give you some really expert opinion. I am just not qualified.

Mr. KREBS. One more question and I will be finished, Mr. Chairman.

You mentioned that we did not have uniform terminology. How serious a problem is that? You cannot really take an accurate census if one part of the team is talking about one kind of group of people and another one talking about a different second or third kind. How far apart are we in various areas in our terminology?

Mrs. HARGER. I do not think that we are really far apart in many of the areas. There are very specific ones in housing where we have run into problems, and this is the only area that I have had any problem.

Mr. KREBS. Can you spell them out so they are in the record?

Mrs. HARGER. I did not bring this type of information with me. I only know that a research man at Rutgers told me he could not give me data on households because it differed from decade to decade.

And when we cannot get information and are told it is because of certain gaps in the census, all we can say is that we hope that they can improve it next time. I am not equipped to spell this out.

Mr. KREBS. Do you think you can get somebody in Rutgers who has been working on this project to send us whatever material they have so it will be in the file?

Mrs. HARGER. I am sure these people will tell you where they ran into blocks. We have to remember many things that may cause problems may be local problems and not general ones. But I would be very happy to ask them to specify places where they had difficulties where we could not get this material.

Mr. KREBS. I wonder, Mr. Chairman, if I might take one more second to see if Miss Blatt would want to respond to the one question I asked about suggestions for revising the U.S. Census Bureau's method of ascertaining this information.

Miss. BLATT. I would have some hesitancy because I do not consider myself an expert in these matters.

But I have often wondered if the data which we collect, for example, in our department of labor and industry, which we are now entering on electronic data processing tapes or whatever we call them, could not be synchronized and might save the Census people asking that same question again.

I really feel that it could. And yet I am not expert enough in the field to know how.

But I share your wonder if it would not be possible to save some of the questioning and use that for another purpose.

Mr. KREBS. I thank both the ladies, and I thank you, Mr. Chairman.

Mr. OLSEN. Than you, Mr. Krebs.

Mr. Buchanan.

Mr. BUCHANAN. Reverting to my former line of questioning, Mrs. Harger, to pin it down for the record, yesterday the Assistant Director of the Bureau of the Budget testified before this committee that he opposed a mid-decade census because "these needs can be met by an expanded program of sample surveys."

Now, if you had your choice between a comparable amount of money being expended on expansion of the Census Bureau's program of regular sample surveys or this 5-year census, which do you feel would best meet the needs of your State?

Mrs. HARGER. My committee feels we need this 5-year census and that we would probably save enough money from not making mistakes with accurate data to justify the cost. I think they would vote for having this census right now.

Mr. BUCHANAN. Thank you.

Mr. OLSEN. Mrs. Harger, I just wanted to expand a little bit on this question of the needs and problems of aging people. The problems of aging are different at different ages? Is that correct?

Mrs. HARGER. That is right.

Mr. OLSEN. And thus the problems of people at 65 are very much different than the problems of people in their eighties?

Mrs. HARGER. Yes.

Mr. OLSEN. I have reference specifically to the fact that I am aware that so many people who are just going into retirement at the age of 65 do not have the great dependency that someone in the eighties would have or someone older.

I know with my own mother, who is 82 this year, that she now feels a greater dependency on others than she had just a year ago. And this I suppose will grow as she grows older.

And I have thought that particularly when we are paying attention, as we should, to the problems of the aging that we should have some count of what numbers we have at the various ages in our communities so that we know what the problem is of each community with respect to these people.

Mrs. HARGER. This is precisely what I mean—that we needed to break down some of these older age groups. Because you begin to need institutions, for example, when they get in the late eighties. You may not have such needs earlier, but need independent housing and other kinds of facilities. This is the area where we need to break down the different age groups. This is what I was referring to in speaking of one area where we would like to see some changes.

Mr. OLSEN. Thank you.

On the point that Mr. Krebs was making about computers, we have had testimony before on the subject of what kind of information you get out of computers, what quality you get. And the conclusion we have had from the experts is, you only get the quality of information from the computer proportionate to the quality of the information you put in the computer. If you put erroneous material into the computer, erroneous figures, you are going to get wrong answers.

And our benchmark today is 1960, and that is the benchmark material that goes into the computer. Now, whatever you put in after that, I think you will come up with the answer that today's statistics are erroneous because they are so far away from 1960. That is the only answer you can get out of any computer.

Mr. KREBS. This is the point I was trying to get, because it seems to me it might be virtually impossible to establish a foolproof method of taking a census. And I agree with you a computer is like life: you get out of it what you put into it.

Mr. OLSEN. Yes.

Mr. KREBS. But this still does not solve the problem for us, and I think that if the witnesses and this committee could come up with a more successful way of making the census, we would be doing a genuine public service.

Mr. OLSEN. Thank you.

Do you have any more, Mr. Buchanan?

Mr. BUCHANAN. Off the record, if I may, Mr. Chairman.
(Remarks off the record.)

Mr. OLSEN. Thank you very much, Mrs. Harger.

Mrs. HARGER. Thank you, Mr. Olsen.

Mr. OLSEN. Our next witness is from the great State of California, Irvine H. Sprague, who is the special representative of the Honorable Pat Brown, Governor of California.

Mr. Sprague, please.

At this point, and just before you testify, Mr. Sprague, we will, without objection, place in the record a letter addressed to the chairman of the committee, Mr. Staggers, a letter of regret that the Gover-

nor himself could not be here and advising us that in addition to the testimony of Mr. Sprague, he will include in his statement a brief report from Mr. Walter P. Hollmann.

(The letter follows:)

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, April 22, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House Office Building, Washington, D.C.

MY DEAR CONGRESSMAN: Thank you for inviting me to appear before the Census and Statistics Subcommittee on May 5 to testify in support of the proposed mid-decade census legislation.

I deeply regret that I will be unable to accept your kind invitation due to the pressures of our current State legislative session. However, I am preparing a statement which I have asked Mr. Irvine H. Sprague of our Washington office to present on my behalf.

A supplementary statement will also be presented by Mr. Walter P. Hollmann, our population expert, whose appearance, I understand, is in accordance with your request. Through the testimony of Mr. Sprague and Mr. Hollmann, I am confident that California's vital interest in this legislation will be well represented.

Sincerely

EDMUND G. BROWN, *Governor.*

Mr. OLSEN. You may proceed.

STATEMENT OF IRVINE H. SPRAGUE, DEPUTY DIRECTOR OF FINANCE, STATE OF CALIFORNIA, PRESENTING STATEMENT OF HON. EDMUND G. BROWN, GOVERNOR OF CALIFORNIA

Mr. SPRAGUE. Thank you, Mr. Chairman. I am not appearing today as a technical witness. I am here to emphasize the complete support of the State of California for the legislation that you are now discussing.

As you may know, the Governor himself personally testified in 1961 on a similar bill, and since then the need for such legislation has been doubly felt by the State of California and I am sure by many other States in the Nation.

Mr. OLSEN. I recollect very well the testimony of Governor Brown in 1961, and I recollect other valuable testimony gathered from public and private parties in California at hearings held in Los Angeles.

Mr. SPRAGUE. With your permission, I would ask that the Governor's statement be read into the record. I will not read it. It speaks for itself. And I will make a few additional comments rather than read the statement.

Mr. OLSEN. Without objection, the statement will be made a part of the record at this point.

STATEMENT OF HON. EDMUND G. BROWN, GOVERNOR OF CALIFORNIA

When hearings were held in Los Angeles by your subcommittee on November 15, 1961, I supported the attempt to enact legislation for a mid-census. Our population then was approximately 16 million. Since that time, California's high growth rate of about 600,000 a year has continued.

In November 1963, our State emerged as the most populous of the 50. It now has a population estimated at nearly 18¾ million.

Approximately 60 percent of California's unprecedented growth is the result of migration, making our current population data problem a special one. Migration is most difficult to gauge since no directly relevant statistics are collected as for births and deaths. We are restricted to tenuous and approximate figures in studying this source of added population.

For years, California has maintained a program of population research in the department of finance to furnish data for planning and budgeting. Furthermore, many of our county and city governments conduct local population research programs designed to provide data for their particular needs. The accuracy and relevance of this data depend upon the input, and even a perfect count which is more than 5 years old is not satisfactory where change is as rapid as it is in California.

We are disappointed that a 5-year census will not be held in 1965. The demand for population information has been stimulated by reapportionment requirements and the need for sound planning figures to support the new programs inspired by our President.

Since 1870 the Federal Bureau of the Census has been the source of the benchmark data for a variety of programs at the Federal, State and local levels. As our increasing population with its growing demand for services renders public administration even more complex, the necessity for sound analysis based upon more frequent benchmarks is obvious.

It is my belief that a simple census, limited to basic information on population, housing and the labor force should be held once each decade between the more elaborate regular censuses.

I therefore strongly recommend that the 89th Congress enact the necessary legislation to hold such an enumeration at a date as early as sound planning will permit.

Mr. SPRAGUE. I am particularly glad for this opportunity. From time to time I testify before congressional committees in behalf of the Governor, and it seems that inevitably, no matter what the subject of the legislation, the question of California's population becomes involved.

Yesterday before the House Interior Committee, talking about a water project, the line of questioning from the committee turned to California's population, its composition and growth. Earlier, on the housing bill, committee questions led to population. Testifying on the poverty program, the committee questions came to California's population.

So it seems regardless of what the subject of the legislation is, without our introducing the subject, the committee questioning inevitably turns to California's population with usually a little bit of disbelief about the figures.

To show you the scope of the problem, I would like to just read into the record the last three figures from the Federal census. In 1940 the California population was 6,950,000. In 1950 it was 10,643,000. In 1960 it was 15,863,000. That is the latest official figure.

We think the true figure is about 18½ million, which is a rather substantial deviation from your official 1960 figure under which we are forced to now redistrict the State, draw new congressional district lines that we know are wrong.

The members of the California delegation today are out with their maps trying to reach an equitable redistricting within the scope of the law, and they know they are doing it wrong. They know just from their knowledge of their own districts that the figures are all out of proportion. But under the law they must use the 1960 figures.

The same problem is faced in the education legislation. Most of your Federal legislation is keyed to the official census figures.

And that is why for the State of California, if given the choice suggested in a question of Mr. Buchanan—if we would prefer some sort of informal updating, improving of the figures versus an interim official census—the answer would be, because of these other factors, we would prefer the official interim census.

Now, questions I have noted from the committee this morning went to what was the scope of the census that California would support.

We would support whatever the Congress in its judgment would give us. We will back you completely for a full census if that is a possibility. It is our understanding that that is not so and that if this legislation is enacted it must be a limited census. And if it is limited, we would like to see it include at least population, housing and labor force, those factors.

Mr. GROSS. What was that last?

Mr. SPRAGUE. The labor force.

That does not mean we would not want the other items of information. We would like them very much. But if you must reach a compromise, we hope you would not compromise below those items.

Mr. OLSEN. The legislation calls for a census of population, unemployment and housing, and my understanding of testimony here is that that would be the most reasonably priced or cheapest census, costing about \$60 million.

If that were expanded on, it could go up as high as \$120 million. But that would be something for the committee to discuss with the Bureau of the Census on what items cost how much.

Mr. SPRAGUE. We would hope the committee would not retreat below the stated purposes of the bill, and if it is reasonable for expansion we would be glad to support you in that.

Mr. OLSEN. But what we need are some new benchmarks to at least correct the 1960 census on population, unemployment, and housing?

Mr. SPRAGUE. That is the minimum need of California. The figure is 3 million off we know right now today at least.

Mr. OLSEN. Do you have any idea where we will be in 1970 with respect to statistics in California?

Mr. SPRAGUE. By 1980 we are looking to 28 million. By 1970 it will be somewhere between the 18 million today and the 28 million in 1980—within that range. And that is the problem. It is just impossible to project and predict.

Now, we in the department of finance have an excellent census unit that does not take any census but evaluates information, the Pacific Gas & Electric Co. installations and all other factors. Forty percent of their figures we have great faith in. That is the births and deaths. The pattern is established, and experience shows that our projections in this area are proven correct when the Federal census comes along. But 60 percent of the net growth of 600,000 persons a year in California—and that has been the pattern, give or take a few, for the past few years—60 percent of that 600,000 is in-migration. And we do not know whether they are babies or grandmothers, and eventually we find out when they enroll in a school or go to the hospital. But it does not allow the proper planning that is essential to State government.

In that regard, if I may read in conclusion a paragraph from a memorandum that Mr. Hollmann of our department prepared for me in preparation for today, his concluding paragraph says:

There is no way to weigh the direct financial benefits of a census for comparison with its cost. Poor planning is always costly, and the most conscientious attempts based upon inadequate data can be doomed. Today's population, its structure and its movement determine State activity involving in excess of \$4 billion in State money annually and many more of Federal funds. We in California State government who must use population figures are convinced that the benefits of the proposed census far outweigh its cost.

Mr. OLSEN. Thank you, Mr. Sprague.

Now, because you are from that great State of California, we will have Mr. Tunney greet you and question you first.

Mr. TUNNEY. Thank you very much, Mr. Chairman.

I would like to say it is always a great pleasure to have Mr. Sprague testify before any committee, because he does a competent job.

He testified yesterday before the Interior Committee, of which I am a member, and was, as usual, thorough and searching in his comments.

I would like to ask a couple of questions, Mr. Sprague. Mr. Carl M. Frisen, a senior research technician for population studies, California Department of Finance, presented Governor Brown's view at the hearings that were held in California a number of months ago, in which about 50 or 60 witnesses testified, and he said, among other things:

In meeting the data needs for a rapidly growing State, an enumeration every 5 years would provide information that can not now be supplied by other means.

I wonder is that the view of the Governor at the present time?

Mr. SPRAGUE. That is correct and accurate.

Mr. TUNNEY. Would you tell us a little bit about it, please, in terms of the Bureau of the Budget proposal that sample studies be undertaken rather than taking a mid-decade census?

Mr. SPRAGUE. As I understand the Bureau of the Budget proposal, it is to beef up what they are currently doing, improve techniques in sampling. But that still would not solve our basic problem that you in Congress are confronted with today in drawing your congressional district lines which you know are wrong.

It would not solve the problem in the allocation of funds under the education bill where we know that we have hundreds of thousands more students than are shown in the 1960 census and to which the bill refers.

Any improvement along these lines, of course, would be useful. It would sharpen up our estimates. The Governor now is proud to say that we are the No. 1 State and we have 18¼ million people. Perhaps this procedure would show that we really have 19 or 20 million. But it really would not solve the basic problem.

Now, another factor. As you know, the State of California is the major financial support of the cities and counties in the State in the way of subventions. Each individual in a city is worth \$13 to the city government in gas and motor vehicle tax funds. For this kind of distribution, which runs into the millions of dollars, it is important to have an accurate official figure. The estimates are useful, but do not solve the problem.

Mr. TUNNEY. It is true, is it not, Mr. Sprague, that toward the latter half of a decade the estimating errors are much greater than they are in the first half of the decade?

Mr. SPRAGUE. They are compounded. That is correct.

Mr. TUNNEY. Do you have any idea, for instance, what the variation was in California toward the end of the 1950's, the errors between what the State thought the population was and that the official census found the population to be?

Mr. SPRAGUE. Well, actually, the Census Bureau people are here and could testify to that better than I. It is my understanding our

people work very closely with the Census Bureau, and I am told by the Washington officials that they have the highest regard and sometimes amazement at what a good job the people in Finance do in estimating the figures.

But even if they were right on the button—suppose, for example, our State estimate in 1960 was 15,863,000 persons and the Federal census proved that we were not even one person off—in 1959 we would have been 5 million short in the official figures on which all of the Federal activities are based.

So, even if we were that accurate as to not even miss it by one person, we would have been 5 million off in the ninth year after the last census.

Mr. TUNNEY. In other words, taking the census every decade penalizes those States that have rapidly growing populations?

Mr. SPRAGUE. That is the problem.

Mr. TUNNEY. What about at the county level? Is it not true that at the county level you can have population estimates that are off as much as 20 percent, 30 percent?

Mr. SPRAGUE. I am sure they are.

Mr. TUNNEY. I certainly appreciate the opportunity to question you, and I compliment you again on your very excellent testimony.

Mr. SPRAGUE. It is good to see you up at the rail 2 consecutive days. I hope we both can have tomorrow off.

Mr. OLSEN. Mr. Krebs.

Mr. KREBS. I want to preface this question by saying I do not represent New York State so there is no profound significance to this question.

The opening paragraph of Governor Brown's statement reads as follows:

When hearings were held in Los Angeles by your subcommittee on November 15, 1961, I supported the attempt to enact legislation for a midcensus. Our population then was approximately 16 million. Since that time, California's high-growth rate of about 600,000 a year has continued. In November of 1962, our State emerged as the most populous of the 50. It now has a population estimated at nearly 18½ million.

I cannot understand the arithmetic there. I think it ought to be cleared up for the sake of the record. If your population has increased at the rate of 600,000 a year, how do you go from 16 million to 18½ million in 1 year?

Mr. SPRAGUE. No; the 18½ million relates to 1965. There is an additional increment of 3 years. See, it rose from 16 million in—

Mr. KREBS. That is right, but it is still in 3 years, and at the rate of 600,000 a year it does not go from 16 to 18½ million.

Mr. SPRAGUE. Let's see—600,000 in 5 years is 3 million.

Mr. KREBS. It is a million less than what is there.

Mr. SPRAGUE. At 600,000 a year for 5 years, that is 3 million. And if it was 15.8 million in 1960, 5 years later, in 1965, would make it 18.8 million approximately.

Mr. KREBS. All right.

Mr. SPRAGUE. It is not too well stated.

I am sure the date that California emerged as No. 1 would be of interest to the Congressman from Alabama. Senator Sparkman actually designated the day for us. It happened that I was testifying on a housing bill at about that time, and the population figure in—

evitably came up. It always does, no matter what we are talking about. And I happened to mention that the Governor was going to proclaim the next day that California was the No. 1 State because of the figures that we had discussed with New York and verified with the Census Bureau.

And the Senator said, "My birthday is"—I forget the date—November 22, or whatever it is—and he said, "I would be highly honored if California would make the pronouncement on my birthday."

So the Governor accommodated the Senator from Alabama, and Alabama and California joined in making the proclamation.

Mr. OLSEN. Thank you, Mr. Sprague.

Mr. Buchanan.

Mr. BUCHANAN. I thank the gentleman for his testimony. No questions.

Mr. OLSEN. Mr. Gross.

Mr. GROSS. Mr. Sprague, the cost of taking this census would depend not only upon the broadness of it but it would also depend upon how the census is taken, would it not?

Mr. SPRAGUE. Yes.

Mr. GROSS. And would you think it would be necessary to use census takers or enumerators? Could this not be taken by sending out forms to be filled out by the individuals and returned by mail under penalty for failure to do so?

Mr. SPRAGUE. Well, Mr. Gross, I would think that the experts from the Census Bureau would have to answer that question. I have no knowledge on whether such a procedure would be workable or not. Offhand, I would have reservations, without any knowledge, that this would not be adequate, but I do not know.

Mr. GROSS. This is the way the agricultural census is taken in the State of Iowa and other States. We have no enumerators or census takers. They send out forms and, under severe penalty, farmers must fill out these forms. And they cover a tremendous range of subjects in connection with land ownership, number of head of livestock, number of children in the family, race, creed, color, national origin, everything else.

Now, it seems to me that this census might well be taken on the same basis and eliminate the expensive use of individual enumerators. What is your reaction?

Mr. SPRAGUE. I think the problem that would arise is that you have a rather static population of people and livestock in your State, while we have some 600,000 new people moving in and out; I would think it would pose some rather difficult technical problems in California. But I am not qualified to comment on it.

Mr. GROSS. The contention has been made that this census is necessary in part because of reapportionment and redistricting. Do you suppose you could prevail upon your former Governor to retreat on the decision that brings this about, and would you think that this census could be taken in time to meet the requirements of your former Governor that we proceed with deliberate speed, or whatever it is, to the subject of reapportionment based upon his decision, among others?

Mr. SPRAGUE. We are very proud of our former Governor. Obviously I cannot agree in total with everything a court or a congress

might do. But Earl Warren is a great man and we are proud he came from California.

Mr. GROSS. Well—

Mr. SPRAGUE. Specifically to answer your question, no, the census could not be taken in time to be of use in complying with the court proceedings. We are under a court order to have a reapportionment in California by July 1 of this year.

Mr. GROSS. Off the record.

(Remarks off the record.)

Mr. OLSEN. Thank you very much, Mr. Sprague.

We will now proceed to our next witness. The next witness is Mr. William Hodgkinson, chief statistician of the American Telephone & Telegraph Co.

Mr. Hodgkinson, we are very happy that you would give us of your time to contribute to this subject.

STATEMENT OF WILLIAM HODGKINSON, JR., SUPERVISING STATISTICIAN, AMERICAN TELEPHONE & TELEGRAPH CO.

Mr. HODGKINSON. Thank you. I would like to correct your record. I am not chief statistician. I am supervising statistician. And you will see the chief statistician sitting in the back there, Mr. Walter A. Stevens.

Mr. OLSEN. We are glad both of you came.

Mr. HODGKINSON. Thank you.

Mr. OLSEN. You may proceed.

Mr. HODGKINSON. I have given you a statement in the form of a letter addressed to Congressman Staggers, and I do not see much point in sitting here and reading it. I think maybe I had better summarize a few points. You have the statement.

Mr. OLSEN. If you so desire, then, we will enter your letter addressed to Chairman Harley O. Staggers in the record at this point as though it were fully read.

Mr. HODGKINSON. Thank you.

Mr. OLSEN. You may proceed.

Mr. HODGKINSON. This letter is in reply to yours of April 8, 1965, with regard to the bill being introduced by you in Congress to provide for taking a national census of the population in 1966. The following paragraphs summarize my personal thoughts in the matter, although they do not necessarily represent an official position taken by my company.

For some years the Bell Telephone System has been engaged in a great expansion of its plant made necessary by the demands placed upon it for its services. In the decade from 1954 to 1964 our annual expenditures for construction rose from \$1.4 to \$3.5 billion and they are expected to go even higher in 1965. During the same decade the annual total of expenditures for new plant and equipment of all business—compiled by Government agencies and published in the Survey of Current Business—increased from \$26.8 to \$44.9 billion, reflecting a somewhat lower rate of growth.

Current construction expenditures of the Bell companies are aggregates for upward of 800,000 individual, territorially distinct projects throughout the entire area of our operation, which consists of territory in all 48 of the coterminous United States and in the

District of Columbia. The decisions leading to these thousands of projects are all carefully reviewed and summaries made to determine their effect on overall aspects of the business. A major part of the expenditures is naturally for growth, that is, providing facilities to take care of new customers and for increased communication needs of existing customers. The mechanics of our construction program are not germane to the subject under consideration by the subcommittee and I shall, accordingly, proceed to a discussion of needs which occasion this program.

The origin of the individual projects is in the many areas around the country where needs are felt and it may be helpful to explain more precisely what these areas are. They comprise about 8,500 relatively small nonoverlapping areas called central office districts, or COD's. All the telephones in a COD are connected by cable to central office equipment reserved for them exclusively. Such equipment may consist of one or more central offices, but if more than one, the lines of all tend to be randomly distributed in the area. As needed, additional central offices can be added. Most COD's constitute entire exchanges, but the larger exchanges—Washington for example—are comprised of groups of COD's. There are exceptions to some of these characteristics which I shall ignore. The point I should like to establish is that COD's can be represented on a map by definite boundaries and that they are mutually exclusive as to territory served. Because of this fact, each central office district has its own individual and exclusive market to serve, consisting of the population and businesses enclosed by its boundaries. No two are exactly alike and the differences between them can be extreme.

A part of our construction expenditures must obviously go for facilities interconnecting the central office districts one with another. Improvements in technology in this domain—in speed, clarity, and cost reduction—have been striking; but parallel improvements have occurred and continue in the service within COD's which will make possible some enlargement in these areas as conditions warrant. While rearrangements of COD's have occurred in the past and will continue to occur in the future, one's immediate concern must be with the market as it exists at the moment.

Like any neighborhoods, conditions in central office districts undergo radical change with the passage of time, and these changes necessitate adjustments of plant and service offerings within them. Some reflection of such change as it affects the Bell System may be seen in the fact that in 1964 we had to install 5.2 telephones on the average to achieve a net gain of only one telephone. Thus there were 4.2 disconnects associated with the net gain of a single telephone. The year 1964 set no record in this respect. Our population is highly mobile; they age, their children move away and widowhood ensues. These are only a few factors leading families to change their residence. There are factors external to the family which bring about change. What were once new dwellings become old and ill-adapted to modern living. Highways and transportation open up new neighborhoods in what were cornfields and attract residents from the older neighborhoods. The older residential areas may be invaded by business and lodging houses. Slums develop which may later be subject to redevelopment.

These are only a few of the many types of change which can occur, chosen more or less at random. Now if one fixes his attention on a specific neighborhood, he can take note of the succession of its occupants with the passage of time, both people and businesses. This, of course, is the situation of the COD serving the neighborhood. Its plant is there and so it must stay and follow the fortunes of that area, constantly adapting itself to the changes which occur. Thinking in these terms is not usual, because population and most businesses are free to leave a community at will.

How can one sense these coming neighborhood changes in time to be ready for them? Not every large building contractor is willing to divulge his plans prematurely. Many important trends do not become evident until they have been underway for some time. Of course we maintain monthly series of data as to types of telephones and lines in COD's and derive information from these data—but not nearly enough. Such operating data are insufficient evidence of our performance in a COD. It is only when our operating data are used in conjunction with a census of population and housing what we can see things in true perspective. One wants to know for each COD the size of market, the degree to which we have penetrated it, and whether the type of service and the plant are those best adapted to the area's socioeconomic characteristics.

Operating data by themselves could paint a rosy picture of success but which in relation to census data might indicate poor performance and missed opportunities. It must be remembered that today we offer a broad spectrum of service to fit any requirement and pocket-book and it is essential that we adapt ourselves to each of the 8,500 separate markets and engineer each according to its own characteristics.

Despite these undeniable facts concerning the advantages to us of using census data in our business, I must state candidly that until very recently this has not been for the most part a practicable procedure for a very simple reason: The boundaries of COD's are necessarily quite different from the boundaries which by real necessity the Bureau of the Census must follow in the tabulation of its data.

Furthermore, the areas of census tabulation are usually too large to enable one to arrive at satisfactory estimates for COD's by a process of allocation. If one wanted to work in terms of the much smaller enumeration districts, he found that the enumeration district maps could only be obtained specially drawn up in color and that the enumeration district data were of limited scope and inconvenient to use.

The whole process was expensive, time consuming, and required special training of numerous clerks. Besides, a repeat performance had to wait out a whole decade. Events of the past few years, however, have gone a long way to sweep away these difficulties, thanks to the progressive viewpoint of those who head the Bureau of the Census and to the splendid cooperation of this subcommittee with the Bureau's efforts. Of particular importance have been: (1) Definition of enumeration district boundaries on maps which could be reproduced in black and white; (2) putting all enumeration district data on magnetic computer tape and making such tapes available for purchase; (3) greatly speeding up the process of making census data available by application of the latest high-speed electronic data processing.

The enumeration districts, of course, are the building blocks of the census and by working with these smallest areas one can tailor them to fit our COD boundaries with gratifying exactitude.

In the light of these changed conditions, the Bell companies undertook a Bell System census project, 1960. Our people marked the boundaries of their COD's on the enumeration district maps. Whenever a COD boundary cut through an enumeration district, a proportionate split of the enumeration district was indicated, the actual computations to be carried out in the computer.

It may interest the subcommittee to know that preliminary data indicated that Bell COD's were represented in about 240,000 of the 275,000 enumerating districts of conterminous United States or about 87 percent of them. On the average, a COD was represented in 29 enumerating districts, of which 22 were wholly within the boundaries of the COD and 7 others were only partially included as a result of the percentage apportionments to which I alluded.

Our project covered the entire area of conterminous United States, including areas served by independent companies and areas without exchange telephone service. As a result of splitting enumerating districts, our people added 40,000 additional pieces to the Census Bureau's 275,000, making a total of 315,000 pieces.

We did not go into the same detail in delineating the areas served by independents as we did for our own areas, but it is obvious that if we had, the total number of pieces would have far exceeded the figure of 315,000.

When one considers that for each piece there are approximately 440 separate counts on the tapes, the vastness of such operations becomes more apparent. We do not intend to tabulate all of these individual counts but their presence on the census tally tapes offers a wide field from which we can choose.

This has been a first attempt to avail ourselves in such complete manner of the great treasury of census data. It is unnecessary to remind this subcommittee that such an undertaking involves considerably more than pushing a button on a computer console to get finished results.

While we have not as yet printed final tables, the companies have already derived substantial benefits and their interest and cooperation testify to the soundness of the undertaking. There is also considerable economy in approaching the project as a joint undertaking, since the programs, which are costly, to develop, are used for all.

I have little doubt that the companies will want this project repeated for future censuses, especially if the intercensal period can be halved. Another time we can start earlier and profit from our experience with this first try.

Also other companies not identified with the Bell System may see that the benefits derived from such extensive use of census data are too great to be ignored.

As you can see, the most pressing need for census data occurs at a low level in our organization and is for accurate small area data that only a census can provide. This need has always been present but it is only very recently that it has been possible to take effective action to satisfy it.

To remove uncertainty regarding such important data would be of great value. Of even greater value, however, would be the assurance

of censuses taken at 5-year intervals instead of at the 10-year intervals laid down as a maximum nearly 180 years ago.

Such action would mean only four intercensal estimates of annual data compared with the present nine, which is far too long for practical purposes. A census in 1966 could have a very special value for us if the ED layout were to remain substantially the same as in 1960.

If such were the case, and by utilizing tapes we already possess and ignoring intervening changes in our own boundaries, we could on short notice produce much needed print-outs reflecting the 6-year changes in population and other census data in our telephone areas as they existed in 1960.

You asked in particular for comments on the counter-proposal of sample surveys of SMSA's. I can say without hesitation that such data would have very little value for us, particularly for those uses wherein our need is greatest. Such areas are much too large to satisfy our needs and the results would be subject to considerable sampling error.

The very things that we most need to know would be buried in general averages of questionable accuracy. Besides, we need data on many more items than total population. It would seem that the investment of large sums of savings of the American people in the industries of this country should warrant better assistance from the Federal Government than such meager, flimsy, and uneconomical substitute.

In conclusion I should like to thank you for giving me the opportunity to state my views in this matter and to applaud the continued successful drive of your subcommittee for more useful Government statistics.

Mr. OLSEN. Now, you proceed and give us a summary, please.

Mr. HODGKINSON. The Bell Telephone System is now investing about \$3.5 billion a year. Actually this year it will probably be somewhat more than that. This is because of demands placed upon the Bell System by its customers, including the Government, of course.

These projects mathematically figure out to be about, as I recall, \$1,250 for each square mile of conterminous United States.

But you do not invest that way. I mean you could throw \$3.5 billion out the window very quickly by just trying to see, well, that every square mile gets some of this. You do not do things that way.

We have to be exceedingly careful where we invest our funds. They are hard to come by. We have to rent them from the savers of the United States. A great loss is suffered by the Bell System and by any other concern like the Bell System if its funds are not properly invested.

Well, now, how do we invest these funds? We do not just make broad allocations and say, "We'll put so much in Congressman Gross' State and so much over here." I do not think Mr. Gross or anybody else would thank us for doing that.

Mr. GROSS. I am sorry but I cannot hear that and I really ought to since you are using my name. Would you repeat it?

Mr. HODGKINSON. I was just trying to point out that I do not think you would thank us for misspending our investment funds in your State. The presumption is that we know how to run our business and we run it efficiently and well and put the funds where they are needed.

Mr. GROSS. I wish we did that in Congress all the time. But you go ahead.

Mr. HODGKINSON. I think Congress has done pretty well by the Government statistical establishment. Especially this subcommittee.

Mr. GROSS. I could not disagree with you more. Congress certainly has not put the money where it ought to be put in all cases.

Mr. HODGKINSON. Yes. I think, however, Mr. Congressman, that to cast light on things, to get facts, helps everybody. And I honor this subcommittee for having done just that, because I think that it can take a great deal of credit for the improvement in the census and for the magnificent census that we got in 1960. I mean this as an extraordinary performance.

I just want to point out that we may talk about investing \$3.5 billion, which is quite a lot of money, but where are we going to spend it? What are we going to spend it for?

Actually we have 8,500 little areas that we call central office districts. Now, each one of those has its own distinct nonoverlapping boundaries. Each one, therefore, constitutes a special market.

Thanks to very progressive management of the heads of the Bureau of the Census, we were able for the first time in 1960—because this subcommittee had made it possible for the Census Bureau to mechanize—it became possible for us to describe all of these 8,500 central office districts in terms of the enumeration districts of the census.

And this is not easy with a Government agency suddenly to have them sell you summary tally tapes. This required a great deal of thought on their part. There had to be careful provision to wipe away any characteristics on the tape if the enumeration district did not have at least five people in it, because, of course, there are strict rules against disclosure of census information. We understand that perfectly. We were able to get around that.

What do we do with this information? We do not do this just for fun. It is hard to get money in the Bell System. The purse strings are watched very closely, indeed. And we are accountable to a great many public service commissions.

We can look at the markets that we serve very closely and say, "Are we giving them the right type of service? What are the prospects of change in this area?"—All the things that a good investor wants to know about the market that the proposes to serve. This is exactly what we have got to do.

I mention in this letter to Congressman Staggers that we have been prevented from getting this kind of information during most of our existence, and the reason is simply this: That the economics of the telephone business are such that you do not lay out telephone areas which follow political boundaries. You cannot. This would be a most uneconomic form of procedure.

Mr. GROSS. Mr. Chairman, let's see if I follow the gentleman. You have been prevented from getting information by the Federal Government? Is this it?

Mr. HODGKINSON. No. Do not put words in my mouth, Mr. Congressman.

Mr. GROSS. No, I do not intend to.

Mr. HODGKINSON. You were doing that.

Mr. GROSS. Tell me what you are saying.

Mr. HODGKINSON. The Federal Government was delighted to help us in any way that it could, because I think the Federal Government—

Mr. GROSS. Well, what information were you prevented from getting?

Mr. HODGKINSON. We were not prevented from getting any information. Let me back up a ways and substantiate what I was saying.

We would like to know—we would like to have the census tabulated according to telephone boundaries. The Census Bureau, however, in publishing a census cannot follow telephone boundaries. Telephone boundaries move. They get rearranged. I am sure, because of constitutional reasons and other reasons and questions of apportionment, the Census Bureau has got to follow strictly certain boundaries. And I would be the last one to suggest that they change their method of doing this.

Now, they also have this: It is necessary for the census to chop up an area of census tabulation into small subareas called enumeration districts. Supposing we had bought these enumeration district data—and we have done that in some cases—the job of putting these things together is tremendous.

This last census we had on our tally tapes 274,915 separate enumeration districts that were tabulated. And if I remember correctly, there were something like 440 possible census counts for every one of those.

We come along and for the first time break this down. But in the breaking we find that the boundaries of our central office districts cut through enumeration districts so that it became necessary for us to apportion an enumeration district. So much percent goes to this telephone area, so much to that.

And, as a consequence of the splits that we were obliged to make, we created 40,000 additional areas. So that we ended up with 315,000 pieces with about 440 possible counts for each.

To do this by hand and not taking advantage of electronic data processing would be a very cruel task, and we could not possibly get it done in time to be of any service to us.

Now, this we were able to do in the last census. The Census Bureau very kindly realized our needs for the enumeration district maps. Instead of defining the boundaries in words and giving us elaborate, specially drawn maps with colored boundaries, we got maps in black and white this trip. This is very fine because we could then mark our boundaries on the census maps and we got our data put together, let the high-speed electronic computer do the rest of the work, because our census data came in the form of electronic data tapes. This is a tremendous advantage and the Bureau was extremely helpful in this matter. I think that this is worth a great deal.

I noticed the counterproposal for getting estimates of SMSA's in here. This would not do us any good, and just because we are not a Government organization does not mean that we are not tapping the same supply of savings of American citizens that the Government is tapping when it sells its securities. Don't forget that.

We are operating efficiently and well, and I think most people agree that we have the best telephone system that you find anywhere in the world. We are doing this job just as well as we know how to do it. And part of it, though, is to see that we make good and proper in-

vestments of the moneys entrusted to us. And that is exactly why we are interested in having a quinquennial census. It is not just for 1966. It should be for every 5 years after 1970.

You cannot lift yourself by your bootstraps. These SMSA estimates of total population would be of very little service to us. I checked on one the other day—I think Harrisburg, Pa. We have about 20 or more central office districts, and they are all very different in there. There were things we wanted to know.

It happened in that particular case I had been called up by our development engineer in Harrisburg of the Central Pennsylvania operating area, a highly intelligent man. He needed data on the Harrisburg SMSA, which I was very glad to give him. I knew what he wanted this for. Somebody had asked us could we help with data for the local YMCA. They were thinking of building, and they wanted to know. I gave him the stuff with the necessary age data and so on. He expressed great surprise at some of these data. You could not possibly do that with these estimates that are provided in this SMSA deal.

Now, suppose that YMCA goes and makes a foolish investment and throws away funds that are very difficult to come by for that kind of thing merely because it lacked information.

We need information. And you can estimate till the cows come home and all these fancy sampling surveys that people talk about, but every once in a while you have got to come down to earth and get an actual count. What are the facts at this moment of time?

I have been estimating things most of my business life, and I know how important it is to have a satisfactory base from which to start.

The only trouble is we are using a precept for censuses that was established nearly 180 years ago, and this is simply ridiculous that in this day and age, with the communications that we have and the transportation which we have been hearing about from Governor Brown's representative, that we should have to wait out 10 whole stricken years to get the information we need.

Mr. OLSEN. The point you make then is that the standard metropolitan statistical areas are estimates only and because they are based on a census of 1960 they just are not accurate?

Mr. HODGKINSON. That is right.

Mr. OLSEN. And they are not accurate enough for your business?

Mr. HODGKINSON. They most certainly are not. SMSA's are much too large for our business.

You take the SMSA, Harrisburg in that case, It was two counties. Look at some of them though. Look at New York and some of the others. They are very large.

I was interested in glancing over the statement of the Bureau of the Budget saying that some areas do not need data. I would like to see the person who can tell which areas do not need data.

Mr. OLSEN. That is a good point. I am going to interrupt you on that because even in a place like Montana, that is not experiencing the great growth of California, we found between 1950 and 1960 towns disappeared.

Mr. HODGKINSON. Exactly.

Mr. OLSEN. But the statistics until 1959 represented these towns as being there and growing; when, as a matter of fact, we had a growth in Montana but the small towns disappeared and people moved into

the bigger cities. And all we found was empty buildings when we went through to count the census in 1960.

Mr. HODGKINSON. I am very much impressed, talking about what is going on in Montana—

Mr. GROSS. May I ask the gentleman a question?

Mr. OLSEN. Yes.

Mr. GROSS. What would you think—and you are probably the representative of the largest corporation that will appear before this committee today in behalf of this bill; apparently you are speaking in behalf of it—what would you think if the Government made a charge for the information that accrued from this census?

Mr. HODGKINSON. Do you really think that you should select—

Mr. GROSS. Don't ask me what I think. I am asking you what you think.

Mr. HODGKINSON. Well, I am telling you.

Mr. GROSS. All right.

Mr. HODGKINSON. Do you really think that we should segregate those investors who invest in the Bell Telephone System's securities and penalize them merely because the Bell System makes intelligent use of that census, Mr. Congressman?

Mr. GROSS. Now you are trying to put words in my mouth.

Mr. HODGKINSON. No, but that is exactly the implication.

Mr. GROSS. I am not saying one way or the other. I am asking you are you saying yes or no? Or what are you saying?

Mr. HODGKINSON. I do not think it should be done.

Mr. GROSS. You do not think there should be a charge for this?

Mr. HODGKINSON. Well, how could you? Are you going to alter the Constitution?

Mr. GROSS. Sir?

Mr. HODGKINSON. Are you going to alter the Constitution?

Mr. GROSS. The constitution of what?

Mr. HODGKINSON. The United States of America.

Mr. GROSS. I did not think that the Constitution was involved in this.

Mr. HODGKINSON. I thought it was rather involved in the matter of census taking.

Mr. GROSS. Well—

Mr. HODGKINSON. You cannot reduce us to absurdity by that.

Mr. GROSS. I am only asking for your opinion. We make charges for a lot of other services in the Federal Government, and I am only asking you your position.

Mr. HODGKINSON. The Internal Revenue Service takes ample care of Mother Bell.

Mr. GROSS. I guess your answer is "no."

Mr. KREBS. Mr. Chairman.

Mr. OLSEN. Mr. Krebs.

Mr. KREBS. This gentleman has opened up some extremely fascinating areas that I would like to ask some questions about. I do not think we have time to do it now.

Mr. OLSEN. No, we do not.

Mr. KREBS. Is there some way of having this gentleman return?

Mr. OLSEN. We can prevail upon him perhaps to come back again another day. I think his testimony is most valuable, because he

demonstrates the value of the census to business investment in this country.

Of course, I agree with him that we take the census for the benefit of all the people of the United States. The census gives us all some great benefits. And it is just a hard thing to measure how much each individual gets.

Mr. HODGKINSON. I wish I could reproduce for you those conversations I have had checking with the field, some of our local people, pointing out this possibility if we do have a census and how they jump at it. I mean their tongues are hanging out for this. You just try and make projections—

Mr. KREBS. I would like to say that if this gentleman accomplishes for the telephone company all he is asking for, it will be well worth you staying over another night.

Mr. BUCHANAN. Could I say one thing?

Mr. OLSEN. Yes, sir, Mr. Buchanan.

Mr. BUCHANAN. I would like to say I cannot necessarily take the position that what is good for A.T. & T. is good for America, but I do appreciate your position as to the matter of the importance of getting the facts.

Mr. HODGKINSON. I hope you have some of their shares.

Mr. BUCHANAN. I hope we use them also.

Mr. OLSEN. Thank you very much.

(Whereupon, at 12 noon, the subcommittee recessed, to reconvene at 10 a.m., Wednesday, May 12, 1965.)

MID-DECADE CENSUS

WEDNESDAY, MAY 12, 1965

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

The subcommittee met at 10 a.m., pursuant to recess, in room 219, Cannon House Office Building, Hon. Joe R. Pool (acting chairman of the subcommittee) presiding.

Mr. POOL. The subcommittee will come to order.

We are here meeting this morning for the third and final day on H.R. 6183, a bill to provide for a mid-decade census of population, housing, and unemployment. Thus far, we have had testimony by the Bureau of the Census; the Bureau of the Budget; the States of Pennsylvania, New Jersey, and California; and from the American Telephone & Telegraph Co.

This morning, we shall hear Dr. Philip M. Hauser, a national authority in the field of population statistics, a former Acting Director of the Bureau of the Census, and now director of the Population Research and Training Center at the University of Chicago.

We shall also hear further from Mr. William Hodgkinson, supervising statistician of the American Telephone & Telegraph Co.; and representatives of the following organizations, I believe, are standing by for questions: The Bureau of the Budget; the Department of Health, Education, and Welfare; the Department of Labor, and the Office of Economic Opportunity.

Now, before we begin, I know that one of the items associated with a mid-decade census which is a source of some concern is cost. In this regard, let me say that I note in the Statistical Reporter of January 1964 and of January 1965, an increase in annual expenditures for statistics from \$88.6 million in 1963 to an estimated \$126.3 million in 1966.

If we accumulate these additional expenditures over 3 years, we find the increased amount to be roughly \$80 million, or approximately an adequate sum to pay for the kind of census we have in mind.

Meanwhile, in the face of the increase, we have statements that we have gone backward in the adequacy of statistics since 1962.

At this point, without objection, I should like to place the following material in the record:

May 6, 1965, from Hon. W. Willard Wirtz, Secretary of Labor.

May 1, 1965, from Hon. Carl D. Perkins, Congressman from the 7th District, Kentucky.

April 27, 1965, from Mr. William F. R. Ballard, chairman, City Planning Commission, New York, N.Y.

May 4, 1965, from Mr. John D. Phillips, city manager, Berkeley, Calif.

May 4, 1965, from Mr. John J. O'Shea, development coordinator, Philadelphia, Pa.

May 6, 1965, from Mr. John S. Hewins, director of planning, the Maryland-National Capital Park and Planning Commission, Silver Spring, Md.

May 6, 1965, from Miss Mary K. Nenno, assistant director, National Association of Housing & Redevelopment Officials, Washington, D.C.

May 8, 1965, from Dr. Roy V. Peel, professor of political science, San Fernando Valley State College, Northridge, Calif.

(The material referred to follows:)

U.S. DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, May 6, 1965.

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

DEAR MR. CHAIRMAN: This is in further response to your request for our views on H.R. 1966, H.R. 2187, H.R. 2857, H.R. 4423, H.R. 6093, and H.R. 6183, identical bills to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every 10 years thereafter.

We are aware that a reduction in the time interval between each census would undoubtedly increase the usefulness of the data obtained on population, employment, and housing. The additional information obtained through a mid-decade census would be helpful to this Department in our continuing analysis of unemployment, occupational shifts, and welfare problems. It would also be helpful in connection with a number of special needs which have arisen during the past few years, including the need for economic data for small areas under the anti-poverty program.

While we recognize the benefits to be obtained by a more frequent census, we are also aware that a census represents a major expenditure of funds and that many of the data needs could possibly be satisfied by other less expensive programs. However, since we are not familiar with the data requirements of other statistical and research agencies, we do not believe we should judge whether the advantages of a mid-decade census are sufficient to justify the cost of such an undertaking.

In addition, it is our view that there is also a pressing need for statistics in greater depth and frequency than those provided by a general census. Since the census is only one of the statistical programs of the Federal Government, we believe that, regardless of the decision reached with respect to a census in 1966, any provision for a continuing mid-decade 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.

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

Sincerely

W. WILLARD WIRTZ,
Secretary of Labor.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 1, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives.

DEAR CHAIRMAN STAGGERS: I appreciate very much your recent communication calling my attention to the fact that your subcommittee will conduct public hearings on May 4 and 5 to consider legislation providing for a mid-decade census.

I am very much in favor of the principal legislation, H.R. 1966, introduced by my colleague, Arnold Olsen, as I have evidenced by my introduction of an identical measure, H.R. 6093.

My chief interest in the legislation before this subcommittee arises out of my membership on the House Education and Labor Committee, where we are concerned with identifying as precisely as possible the location and proportion of unemployment problems and educational needs. The only uniform nationwide data of an official nature are data developed by the Bureau of the Census in its decennial studies. This has meant that in our committee considerations of formula for the distribution of funds under such laws as the Elementary and Secondary Education Act of 1965, the Economic Opportunity Act of 1964, the Library Services Act Amendments of 1964, the Vocational Education Act of 1963, and the Manpower Development and Training Act, reliance has been placed upon 1960 census information. That being the case, while in theory I believe we have been able to fashion equitable formulas designed to place money where the problems and needs exist, in actual fact the use of statistical information compiled in 1960 may be unreliable when applied to conditions in 1965, 1966, and 1967. A mid-decade census would sharpen up our ability to more accurately distribute funds. At the same time, a comprehensive census on a nationwide basis every 5 years would give us a much keener insight into manpower, social, and educational needs.

Let me conclude by commending you as chairman of the subcommittee for holding hearings on this timely legislation and on the legislation's sponsor for his diligent efforts in connection with this matter.

With kindest regards.

Sincerely,

CARL D. PERKINS,
Member of Congress.

CITY PLANNING COMMISSION,
New York, N.Y., April 27, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR REPRESENTATIVE STAGGERS: This is in reference to a copy of your communication of April 8 addressed to Mayor Wagner, which was sent to the attention of my predecessor, James Felt, concerning proposed legislation for a 1966 census.

The need for a mid-decade census to update crucially required population and housing characteristics has been amply demonstrated during the past year and a half. Perhaps the most frequently requested item of information in inquiries addressed to this agency by key officials and research persons engaged in high priority projects is the current income distribution of the city's families and individuals. However, while the recent major emphasis has been in connection with antipoverty programs, by no means should the similar data needs for urban renewal planning be forgotten. Programs for the medically indigent, the aged, the inadequately educated, and the unemployed are in a broad sense an integral part of urban renewal—a fundamental concern of this agency.

I am, therefore, in accord with the statements made by Mr. Felt, by members of my staff and by other city agencies at the 1961 congressional hearings. If a national census could be taken in 1966, with prompt publication of results, the expenditure would be negligible in comparison to the billions being spent throughout the country on activities which are being programed partially on the basis of outdated census statistics.

A mere census "head count" in order to determine equitable reapportionment would seem to be unduly limited, considering the necessary investment. Since a field organization would have to be established in any event, a mid-decade census should also include data on household composition, income, and labor force characteristics. Although it is premature to outline any further details herein, I believe that provision should be made for local governments to obtain (within reasonable limits) additional data of local importance. My staff has one or two things in mind which we would be interested in exploring after the legislation is passed.

Sincerely,

WILLIAM F. R. BALLARD, Chairman.

BERKELEY, CALIF., May 4, 1965.

HON. HARLEY O. STAGGERS,
Subcommittee on Census and Statistics, House Post Office and Civil Service Com-
mittee, House Office Building, Washington, D.C.:

Berkeley City Council unanimously approved proposal for a 1966 census.

JOHN D. PHILLIPS,
City Manager.

CITY OF PHILADELPHIA,
OFFICE OF DEVELOPMENT COORDINATOR,
Philadelphia, Pa., May 4, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics,
Rayburn Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: Rapid change and the demand for current data are among the important characteristics of our society today. Business and industrial computers are continually demonstrating how current data can reduce costs in inventory control and improve quality in production control. Rapid changes in demands for products require current data for inventory and production control. Business and industrial requirements are for detailed item-by-item, day-by-day data. National economic and demographic data are also important, but serve different purposes.

Today we have an immense amount of population and housing data for national purposes, quarterly and annually. We do not have this data for census tracts and city blocks. Local governments need small area data to be effective in neighborhoods, for the same reasons business and industry need item-by-item, day-by-day information.

Timelag is the major problem of the decennial census today. The time between censuses is too long in our mobile and growing society, and the time between the actual count and its publication reduces its currency still further. As a result, American cities which are attempting to eliminate their pockets of poverty find that data from the 1960 census has declined in utility so far as to give an inadequate description of the areas being examined.

A common school problem offers another example of the imperative need at the local level for frequent small area data. High pupil turnover in a school year occurs in large cities only too frequently. This, of course, causes many problems for school authorities. This high turnover usually signals similarly high rates of change in other factors upon which many civic decisions depend: Do we need new or stepped-up health programs? Police programs? Urban renewal programs? Ten years is too long to wait for an answer to these questions if we want to institute the programs when they are needed.

For Philadelphia's planning and development efforts, the necessity for small area data is crucial. Development, renewal, and zoning decisions require up-to-date city-block and census tract data for sound analysis and decisionmaking. It is especially within and among such small areas that the greatest amount of fluctuation can occur within a short time. As chairman of the Subcommittee on Census and Statistics, you recently pointed out that the State of California has grown by 2 million persons in 5 years. Although very important, this is a change of only 12 or 13 percent. In a redevelopment area encompassing one or two census tracts, a change of just a few hundred persons may involve a far higher percentage change, which is just as important, in its scale, as statewide changes numbering millions.

Accurate population counts are also important for Federal programs such as the education program and the antipoverty program, as well as many State programs, many of which are administered on the basis of the number of qualified persons within a political jurisdiction. Since the distribution of funds through these programs occurs annually or biennially, current data is of the greatest importance if funds are to be allocated fairly and in response to changing needs.

Local departments of public health and the magazine Sales Management are examples of public and private agencies that publish annual statistics for small areas. Their key figures of health rates and sales rates increase in error as the decade progresses. Every 10 years these statistics are drastically revised because they were unable to describe the existing conditions accurately. Time is crucial to the effective use of these socioeconomic statistics. A business cannot measure the effectiveness of its sales promotion efforts if the base data are off by 20 percent. How can our department of public health measure the effectiveness of its health

programs if the base data is equally inaccurate? Action programs cannot be any more effective than the assumptions on which they are based. We must be able to discard ineffective programs early and reinforce effective programs in response to changing conditions.

The city of Philadelphia itself is in the midst of compiling a data bank, containing statistics collected in the normal systematic operations of the various city departments and agencies. Current population information for small areas is, of course, a fundamental factor related to all other data. Important rates, ratios and percentages are based on them. These measures, as much as the raw statistics themselves, are essential for decisionmaking and for the establishment of priorities in the allocation of scarce resources.

The city of Philadelphia also serves as an important source of data for private users. Students and teachers in area colleges and high schools frequently turn to us for population data and analyses. Health and welfare agencies depend upon us for the same statistics and for advice in the interpretation of the significance of the data. Business and professional organizations, marketing and research agencies, commercial firms and community groups, constantly request current or recent population data from us. Frequently, our ability to satisfy their need is diluted because the information we can furnish is already outdated.

Clearly, an annual or biennial census would be ideal, but the time required to compile, process, and publish the statistics is too lengthy to make this feasible. A census in 1966, however, would supply us with current information at about the time when the 1960 census had approached the point of inutility and would, in effect, enable us to operate with fair confidence for the balance of the decade.

The city of Philadelphia most emphatically endorses the need for a mid-decade census. Speaking for the many city agencies which require current statistics, and for the multitude of private individuals and organizations which request current population data from us, a 1966 census is a necessity.

Sincerely,

JOHN J. O'SHEA,
Development Coordinator.

THE MARYLAND-NATIONAL CAPITAL
PARK & PLANNING COMMISSION,
Silver Spring, Md., May 6, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: Although the attached statement has not yet been officially approved by the Maryland-National Capital Park & Planning Commission, our chairman, Mr. William J. Stevens, has authorized me to submit it for the record at this time in order to meet the May 7 closing deadline. Before it becomes official commission policy, it must be approved by our commission. This should be done at the next regular meeting on May 19, 1965.¹

We will inform you of the action taken on that date.

Sincerely yours,

JOHN S. HEWINS,
Director of Planning.

THE MARYLAND-NATIONAL CAPITAL
PARK & PLANNING COMMISSION,
Silver Spring, Md., May 6, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, House of Representatives.

DEAR MR. STAGGERS: In reply to your request of April 14, 1965, I would like to submit for inclusion in the record the views of the Maryland-National Capital Park & Planning Commission on the pending mid-decade (1966) census legislation.

The Maryland-National Capital Park & Planning Commission is a bicounty 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 (12,000 acres) within the Maryland-Washington metro-

¹ The statement was approved by the commission on May 19, 1965.

politan district (over 700 square miles) and the preparation and adoption of and amendment to the general plan for the physical development of the Maryland-Washington regional district (1,000 square miles, all of Montgomery and Prince Georges Counties with the exception of the city of Laurel), an estimated 1965 population of 915,000.

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 clearinghouse, 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, Metropolitan Washington Council of Governments, 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's 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 regional management information program; 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 activity 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. In addition, it has consolidated onto 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 republished 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 metropolitan regional management information program: Mr. Eli N. Crupain, senior planning statistician, is our commission representative for this program. It was set up by the Metropolitan Washington Council of Governments to establish a common base for coordinating the data systems of the various Washington metropolitan jurisdictions. The program will be the basis for producing eventually all-encompassing metropolitanwide small area statistics both of the census and noncensus variety.

Automated management data systems are being established both in Montgomery and Prince Georges Counties for producing these counties' share of the metropolitanwide statistics. Nonplanning statistics will be built into these systems as well as planning items. The systems are being set up jointly by our commission and the respective county governments.

The first phase of the county management data systems project has been 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 has been published in a report on procedures and methodology and is available to local officials throughout the United States interested in the application of this program to their own areas.

Under the county management data system, automated card decks or tape files will be set up on a parcel basis to cover land-use and housing items. Other decks or tape files will cover commercial and population characteristics. The land-use and housing file will indicate for each parcel a multitude of items including 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 will include information on sex, age, family, work, travel, length of residence, and income characteristics commonly reported by the U.S. census. The commercial file will include for each business establishment such items as type of business, number of employees, and dollar sales.

The machines used will be set up so as to produce, from these cards or tape records, 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. These figures will always be current; updating procedures will be incorporated into the system.

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 most important; the scattering of intercensal reports are of relatively little use. As regards to geographic coverage of these data, statistics covering broad areas only; such as, minor civil divisions or the counties as a whole, are insufficient for our purposes; small area statistics (i.e. for tracts and enumeration districts) are especially needed.

The 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 gauge 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 general plan, years 1980 and 2000, for the two counties 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 was 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 would be applicable to studies related to the Board of Education's school construction and enrollment programs.

The following is a partial list of studies, programs, and plans 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	Publication and date
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.	Do.
Residential neighborhoods (a characterization of the quality of neighborhoods).	P. & P. Tech. Bull. No. 5, March 1956.
Commercial land use (a study of retail patterns, commercial facilities and trade areas).	Tech. Bull. No. 9, May 1959.
Apartments (and their impact on the public elementary schools).	Tech. Bull. No. 10, June 1959.
Land use patterns	Inventory of Land Use, 1955.
Population estimates and projections; (also house counts) for Montgomery and Prince Georges Counties, census tracts and municipalities.	Information Bulletins No. 4 through 9, August 1961 through July 1964.

(2) *Master plans*

Parks, schools and recreation-----	Master plan of parks, schools, and recreation, 1956.
Cabin John watershed-----	Master plan of Cabin John 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.	Master plan of North Bethesda and Garrett Park and Vicinities, 1962.
West Chevy Chase (Friendship Heights) and vicinity.	Master plan of West Chevy Chase, 1964.
Takoma Park-----	Master plan of Takoma Park, 1963.
Henson Creek watershed-----	Master plan of Henson Creek watershed, 1962.
White Oak-----	Master plan of White Oak, 1962.
Montgomery and Prince George's Counties	General plan on wedges and corridors, 1964.
College Park-Greenbelt and vicinity-----	Master plan of College Park-Greenbelt and vicinity, 1964.
Hillandale and vicinity-----	Preliminary sketch plan of Hillandale and vicinity, 1964.
Damascus-----	Preliminary sketch plan of Damascus, 1964.

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 the proposed legislation; other than to mention that our commission would like the censuses to be expanded to include by small area land use measurements and numbers of persons living in different types of dwellings, that is, single family, apartments, etc.

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 resultant shortcomings. The following table indicates, rather dramatically, the problem which confronted us during the past decade, and reasonable estimates of future growth.

	1950	1960	1970	1980	2000
Montgomery County-----	164,401	340,928	508,100	643,000	995,000
Prince Georges County-----	194,182	357,395	623,700	793,000	1,192,000
Bicounty-----	358,583	698,323	1,131,800	1,436,000	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 had been conducted in 1968 instead of 1962 adequate results would have been 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 automated management data systems, mentioned previously.

Once these systems are in operation it does not follow that as far as we are concerned, census data will no longer be needed. On the contrary these systems 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.

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.¹ The solution seems to be a uniform mid-decade census, if not for the entire country, at least for those areas experiencing dynamic growth.

We feel that this mid-decade census should be on a 100-percent basis and not based on sampling since small area sample data not reliable enough for benchmark purposes. (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.) It should certainly contain the 100 percent population and housing items reported for small areas in 1960, plus basic coverage of 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 automated management data systems are 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. Our system is not

¹ Our 1957 Prince Georges 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.

yet in operation; we now need all the housing statistics that a mid-decade census could provide. If our system had been established by now and our census housing data needs reduced thereby, the great majority of planning and housing agencies in this country still would lack such a system and would 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.

Sincerely yours,

JOHN S. HEWINS,
Director of Planning.

NATIONAL ASSOCIATION OF
HOUSING & REHABILITATION OFFICIALS,
Washington, D.C., May 6, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics,
House of Representatives,
Washington, D.C.*

DEAR MR. STAGGERS: In response to your letter of April 9, I would like to file the following statement in connection with public hearings conducted by the House Post Office and Civil Service Committee on the proposed mid-decade census.

In May, 1962, in a statement before the committee, I indicated the support of the National Association of Housing & Redevelopment Officials for a mid-decade census. As part of this statement, we presented a rather detailed breakdown from our research and statistics committee on what should be included in such a census, if housing and urban renewal programs were to have proper background for decisions. Our thinking was based on a recognition of the fact that 1960 census data would shortly be outdated and that the public investment in housing and urban renewal programs more than justified the small investment necessary for a mid-decade census.

Since 1964, a number of additional things have developed which make such a mid-decade census even more compelling. First, was the loss of the national housing inventory in 1964. This means that unless some remedial action is taken, there will be no mid-decade measure of changes in the housing supply. Decisions will be based on a background of 1960 data. This lack of a mid-decade bench mark affects private users, as well as public agencies, which require a firm base for new and ongoing programs. The loss of the housing inventory makes a mid-decade census even more urgent.

The second major development pertinent to the question of a mid-decade census which has taken place since 1962, was the adoption of the Economic Opportunity Act of 1964. Attempts to implement assistance formula established in this act, have highlighted the lack of data on the low-income population, and the outdated nature of the pertinent data which can be put together from the 1960 census.

Perhaps a full indication of scope of data needed to carry out both a program against poverty and a low-income housing program can be seen in the recent reports, based on sample surveys in a number of communities. One of the most recent of these is in connection with the community renewal program of Detroit. The title is "Home Interview Study of Low Income Households in Detroit, Mich.," 136 p., March 1965, Mayor's Committee on Community Renewal. While we would not suggest the detail of this report as proper for inclusion in a mid-decade census of housing, we do believe that many of the areas of data are pertinent, particularly in the way poor housing-income-welfare needs are inter-related. They certainly are pertinent areas for consideration in the decennial census of 1970.

In terms of a mid-decade census for immediate enactment, we believe that there is an urgent need for such a census to cover a priority set of questions in the population and housing areas. While such a census would not fill the data needs we described in 1964, or those we are currently concerned with, it could still be an invaluable benchmark for the last years of this decade.

We strongly urge the Committee on Post Office and Civil Service to recommend such a mid-decade census, and we are prepared to work with the committee

or other interested groups, on the priority population and housing items which might be included.

We sincerely appreciate this opportunity to present our views to the committee.

Sincerely yours,

MARY K. NENNO,
Assistant Director.

COMMUNICATION FROM DR. ROY V. PEEL, PROFESSOR OF POLITICAL SCIENCE,
SAN FERNANDO VALLEY STATE COLLEGE, NORTHRIDGE, CALIF.

I. INTRODUCTION

I was Director of the Census during the taking of the 17th census of the United States, from March 9, 1950, until, roughly, March 1, 1953. I believe that there have been some resignations from the service in the past 12 years, but it is also my understanding that nearly all of the executive staff are still with the Census. It is probably well-known that an automatic computer, UNIVAC, with auxiliary equipment, was used for partial processing of the returns in 1951-53. This was the first attempt at a large-scale automatic operation in the Government service.

These new procedures enabled us greatly to expedite the processing and publication of the returns. But even while the 17th decennial census was being completed Dr. Morris A. Hansen, Assistant Director for Research and Development, and his associates, with the cooperation of Dr. S. Alexander and others in the Bureau of Standards, already had underway plans for improved information collection and processing procedures, which were used to great effect in the 18th decennial census (1960).

A short time ago, I was invited by Mr. Mel Anaga, chairman of the Census Committee of the Los Angeles Chamber of Commerce to hear an address by Dr. Hansen and the presentation of papers by various local citizens on the use made of census data. Dr. Hansen indicated that there was great interest in the mid-decade census and revealed the thinking of the Census Bureau and their advisers on the problems of organizing such an operation. All those present agreed that it was highly desirable that such a census be undertaken. My remarks in this communication are based partly on Dr. Hansen's presentation and the ensuing discussion.

II. NEED FOR A MID-DECADE CENSUS

I am in wholehearted sympathy with the demand for such a census. The clients—or "constituents," as Marshall Dimock would put it—of the Census Bureau are as numerous as those of any other agency of the Government. It is not easy to say which groups of citizens are most concerned about having available, as promptly as possible, complete, accurate, and useful demographic and related information. Prominent among them are: Market research, sales promotion, advertising, newspapers circulation, public utilities, insurance, governmental, educational, planning, transportation, recreational, industrial (site location) banking, and commercial executive, operators and analysts.

Although the Bureau of the Census is equipped to render special services in short order and to make available very quickly certain types of tabulations, there has been, in the past, a timespan of about 10 years between publication of the major reports when the information so sorely needed by the "constituents" becomes progressively less useful. A mid-decade census would cut this time in half and it would also enable the Bureau to incorporate into its operations drastic changes in its enumerating, classifying, processing and publication procedures.

III. DATA PROCESSING

The tremendous strides made in the past decade in data processing have been referred to by Dr. Hansen, and scores of others who are involved, in one way or another, in cybernetics, or "automation." (See, for example, "Automation and Technological Change," hearings, before the Subcommittee on Economic Stabilization, etc., pursuant to sec. 5(a) of Public Law 304, 79th Cong., Oct. 14-28, 1955. There are nearly 400 titles of books and articles in the usual finding lists, 1949-64.) In other words, the Bureau of the Census can be relied upon to do a very efficient job in the area of data processing. It can also be expected to make its publication program more effective.

IV. ASSEMBLING INFORMATION FOR THE DECENNIAL AND MID-DECADE CENSUS

(a) In 1950 and earlier, census information was gathered by enumerators, working under the direction of crew chiefs district supervisors and area chiefs as a rule. The district and area men were members of the classified civil service with prior experience in the Bureau or other governmental areas. The enumerators and crew chiefs were recruited for service of short duration. Political leaders were helpful in recruiting them, but it was not a partisan operation. Although the period of training and orientation was short, I think that it was reasonably satisfactory in the 17th census.

(b) Certain changes were made in the field organization during the taking of 1960 census, with some experimentation in self-enumeration. Dr. Hansen has said that it is hoped that the 1970 (19th) census and possibly future mid-decade censuses will be organized along self-enumeration lines. The intention is to mail out the forms to all households, and to impose on the Post Office employees, i.e., the Letter Carriers, the task of insuring that all addresses are covered. The Bureau has already drawn up plans for insuring that the letter carriers do their jobs competently and carefully. (I am sure that the committee has been apprised of these plans.)

(c) I have reservations about this procedure. In the first place I think that the letter carriers are already overburdened. In my own neighborhood, the carriers now has a little motorized vehicle to keep him on his rounds, but he now is obliged to deliver parcel post and other low-grade mail which formerly was delivered by other employees. Perhaps there have been studies made of the way this new system functions. My own observation leads me to believe that it is not satisfactory. At any rate, I think putting more burdens on the letter carriers simply will not do.

(d) I have no objection to a mail census, with self-enumeration. But I suggest that temporary census enumerators be engaged to pick up the enumerator packets at the neighborhood post office, deliver them to the addressees, pick them up a few days later, and return the compiled forms to the neighborhood post office for transportation to the central offices. Having no other duties, the enumerators could spend more time counseling respondents than could the letter carriers.

(e) It occurs to me that the censuses of employment-unemployment could be improved if we introduced a new concept of "intermediate employment." Disregarding disemployment, sick leave, and other upheavals, we have three classes of persons (citizens) in America:

- (1) Permanent public service.
- (2) Temporary public employment.
- (3) Ordinary citizens, who engage only rarely in self service (filling out forms, etc.)

My present concern is with the second category which includes election administrators, census enumerators, jurors, and members of nonpaid professional and committees.

If the information on all three classes of Americans is properly organized, we might be able to develop a policy as to how all these persons in class 2 are to be recruited, compensated, rated, disciplined, etc.

Mr. POOL. I also would like to introduce into the record statements from Congressmen Matsunaga of Hawaii, Machen of Maryland, and Edwards of California.

If there is no objection, it is so ordered.

(The statements referred to follow:)

STATEMENT OF SPARK M. MATSUNAGA, MEMBER OF CONGRESS FROM HAWAII

Mr. Chairman and members of the subcommittee, I thank you for this opportunity of expressing my views with respect to H.R. 6183, a bill to amend title 13, United States Code, to provide for a mid-decade census.

There are several areas in which the proposed mid-decade census unquestionably would be of great value to the State of Hawaii. It seems to me, in connection with the benefits to be derived from such a census, that Hawaii's situation is not unique. I am sure that the need for a mid-decade census is equally great, if not greater, in many other States. May I briefly discuss some of the areas that a mid-decade census would prove of great benefit.

Of paramount importance is the fact that our State legislature is presently considering the matter of redistricting and reapportioning the State senate and

establishing congressional districts. Information on the geographic distribution, military status, age, citizenship, length of residence in Hawaii, and other characteristics of the population would prove extremely helpful in the evaluation of reapportionment proposals now before our State legislature. The 1960 census statistics, being 5 years out of date, are no longer considered satisfactory, especially in view of the fact that our population has increased in the last 5 years by an estimated 16 percent, or approximately 100,000, from 635,000 to about 735,000.

A mid-decade census would also give us a far better basis for the projections now being made as part of the State of Hawaii general plan revision. The State department of planning and economic development is not only compelled to make 1970, 1975, 1980, and 1985 projections for use with various planning standards, but must also prepare current estimates to take account of events that have already occurred during the past 5 years. Such estimates are subject to serious error, inasmuch as they are often based on symptomatic data of limited usefulness or meaning. The use of obsolete census information could produce one of two results: on the one hand, the State governmental agency involved may greatly understate the future need for such things as highways, public buildings, parks, and other facilities in the general plan; on the other hand, costly and unnecessary expenditures could be made to meet needs which in fact do not exist.

The State department of planning and economic development is, in Hawaii, also the chief source for business information, statistics on the social, demographic and economic resources of the State, and data needed for county and local planning. In furnishing such information, statistics, and data, this department has found in many instances that the 1960 figures are obsolete and therefore of questionable value.

Finally, in still another area, up-to-date figures are required as a basis for the computation of important rates, such as birth rates, death rates, per capita personal income, labor force participation rates, school enrollment ratios, and per capita tax revenues. Such rates are in turn considered essential to evaluate the effectiveness of public health programs, efforts toward economic development, educational progress, public finance legislation, business decisions, etc.

As you can see, Hawaii urgently needs a new census as soon as possible. As Hawaii's Representative, I therefore strongly urge that this subcommittee give favorable consideration to the proposed mid-decade census legislation.

Thank you very much.

STATEMENT BY REPRESENTATIVE HERVEY G. MACHEN, OF MARYLAND

Mr. Chairman and members of the subcommittee, when the Founding Fathers originally made provision for a decennial census of the population even the most farsighted could not predict the enormous growth over the years. Just to cite one comparative figure, the increase between 1950 and 1960 was far greater than the entire population of the United States in 1840.

There is no doubt that the usefulness of census statistics is in direct ratio to their accuracy. In my county of Prince Georges, the fastest growing in the Nation, many vital services are predicated on the need as determined by population count. When this is increasing at the rate of 800 people a week, there is no question that inadequacies and shortages will exist.

For these reasons I hope that this committee will take favorable action on this bill.

STATEMENT OF CONGRESSMAN DON EDWARDS, NINTH DISTRICT, CALIFORNIA

Mr. Chairman and members of the subcommittee, I am in favor of a mid-decade census. The problems we are attempting to deal with through legislation at the Federal, State, and local level are as complicated and ever changing as the rest of our society. Legislation which is hinged to data on ancient vintage will not provide solutions to the problems of today. We have a population which is so mobile that data about us is stale and useless within a very few years. Our present procedures were designed for another era, long since passed.

In California the problem is particularly acute. Sleepy villages have changed into industrial centers in the space of a very few years. If we expect local and State officials to make sound projections for the future, they must have reliable information to guide them. These projections cannot be made by examining the local scene only. Most of the issues which concern us today are dependent and

interwoven knowing neither city, county, nor State boundaries. I need only mention rapid transit, water and air pollution, unemployment, conservation of our natural resources, green spaces, and recreational areas. All of these problems could be dealt with better if those who are given the task of grappling with them had information which a more frequent census would provide.

Every department of the Government, every Executive commission, every administrative agency, as well as the Congress, needs more reliable and up-to-date information. It would have been most helpful, in dealing with the elementary and secondary education bill, if we had had more current figures on population and income. As it was, allocation had to be geared to 1959 and 1960 data.

The city of Livermore, in my district, has doubled and redoubled its population within a decade. They have done a remarkable job of adjusting to such growing pains and it is one of the most pleasant communities in California. Your distinguished chairman, Mr. Staggers, has recently received a letter from the mayor of Livermore endorsing the mid-decade census. I request that his letter be included in the record at this point.

CITY OF LIVERMORE,
Livermore, Calif., April 30, 1965.

HON. HARLEY O. STAGGERS,

Chairman Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House Post Office, Washington, D.C.

DEAR SIR: A matter of extreme interest to our city, as well as to our entire State, has been brought to our attention. This is in reference to the hearings to be held on May 4 and 5, 1965, before your subcommittee on proposed mid-decade census legislation. In an area as fast growing as our State, involved in reapportionment of senatorial districts, it is important to have current and correct population figures available. In addition, since many State-administered funds are apportioned to cities and counties on a population basis, it is vital that census figures be kept current.

Our city council has voted unanimously to support this proposed legislation and to urge your committee to further its adoption.

Very truly yours,

MILO D. NORDYKE, *Mayor.*

Mr. POOL. Now we are ready for our first witness, Dr. Philip Hauser.

Welcome to the committee.

Dr. Hauser, we will place your background statement in the record. (The information referred to follows:)

HAUSER, PHILIP MORRIS

Professor sociology; b. Chicago, Illinois, Sept. 27, 1909; son of Morris and Ann (Diamond) H.; Ph. B., U. of Chicago, 1929, M.A., 1933, Ph. D., 1938; m. Zelda B. Abrams, Nov. 27, 1935; children—William Barry, Martha Ann, Instr. in sociology, U. of Chicago, 1932–37; chief labor inventory sect., F.E.R.A. and W.P.A., 1935–37; asst. to dir., Study of Social Aspects of Depression, Social Science Research Council, 1937; asst. chief statistician, Natl. Unemployment Census, 1937–38; asst. chief statistician for population, Bureau of Census, 1938–42, asst. dir. 1942–47 dep. dir., 1947–48; assistant to the Secretary Dept. of Commerce, 1945–47; U. S. Rep., Population Commission, U.N. 1947–52; statis. advisor to Govt. of Union of Burma, U.N. Tech. Assistance, 1951–52; expert cons. to sec. of nat. defense, Research and Development Bd.; now prof. sociology, dir. Population Research and Tng. Center and dir. Chgo. Community Inventory, U. Chgo., now chmn. dept. sociology; Statistical adviser to government of Thailand, 1955–56; acting director of United States Census, 1950; Walker-Ames prof. U. Wash., 1958; vis. Ford prof. Indiana University, 1960, Univ. of Washington, 1961. Mem. bd. govts. Met. Planning and Housing Council, Chgo.; cons., or mem. various committees re population and vital statistics reporting. Former director Social Science Research Council. Fellow American Statis. Assn. (v.p. 1944, 47, 50–51, president elect 1961), A.A.A.S. (Section vice pres. 1959), Am. Assn. for Pub. Opinion Research (chmn. standards committee 1948); mem. Am. Assn. U. Profs., Population Assn. Am. (pres. 1951), Am. Sociol. Soc. (1st v.p. 1954–55), Internat. Statis. Inst., Inst. Math. Statistics, Soc.

Social Research, Sociology Research Assn., Internat. Union for Scientific Study of Population, Phi Beta Kappa, Lambda Alpha, Pi Gamma Mu. Author: Government Statistics for Business Use (with W. R. Leonard), 1946 (rev.), 1956; Workers on Relief in U. S. 2 vols., 1939; Movies, Delinquency and Crime (with Herbert Blumer), 1933; Population and World Politics, 1958; Urbanization in Asia and the Far East, 1938; A Study of Population: An Inventory & Appraisal (editor with O. D. Duncan), 1959; Population Perspectives, 1960; Housing: A Metropolitan-Chicago (with Beverly Duncan), 1960. Asso. editor, Jour. Am. Statis. Assn., 1945-49, Am. Jour. Sociol. Contbr. jous. Home: 5729 S. Kimbark Av., Chicago.

STATEMENT OF DR. PHILIP M. HAUSER, DIRECTOR, POPULATION RESEARCH AND TRAINING CENTER, UNIVERSITY OF CHICAGO, CHICAGO ILL.

Dr. HAUSER. Thank you sir.

Mr. Chairman, at the outset let me apologize for not having a written statement. The pressure of activities from which I come make that impossible, but I should like to speak in defense of the pending legislation for the mid-decade census, essentially for three main reasons.

First, there never was a time in the history of the United States when we experienced as rapid and significant population changes as during the present decade.

Second, there never was a time when there was a greater demand for basic economic and social intelligence in the form of statistics for programs not only of government, but of the important private sectors of our society and economy, ranging from various types of business and industrial concerns to educational facilities, not to mention specifically the important programs underway in the Federal Government now under the Great Society program.

And, third, I should like to direct the attention of the members of the committee to the significant way in which localities are utilizing census information on matters of vital concern to them and which may well affect the destiny of large populations in central cities and metropolitan areas throughout the country.

These are the substance of the points to which I will address my remarks.

With respect to the first of these points, Mr. Chairman, rapid change, I suspect other witnesses must have called your attention to the fact that we have thus far this decade increased by perhaps 15 million in population, with a distribution throughout the Nation that is, of course, unknown, or largely unknown.

I think more significant than the changes in total population, however, are the differential changes which we know are occurring. For example, there is every reason to believe that there has been an increase in the concentration of our population in metropolitan areas, and especially the largest of our metropolitan areas; while perhaps non-metropolitan United States has continued to remain at almost a constant level with no growth at all, while rural population has probably continued to decline and rural farm population has continued also to decline at perhaps an even more rapid rate.

We have reason to believe that there has probably been an acceleration in the extent to which populations have become increasingly concentrated particularly in our large metropolitan areas, those of a million or more.

For example, over the first 60 years of this century the increase in our total metropolitan population accounted for 85 percent of the total growth of the United States. The increase in the population of the relatively small number of metropolitan areas with a million or more people—there were only five such areas in 1900—over the first 60 years of this century absorbed almost half, 48 percent, of the total growth of the United States.

These trends may continue and if so they have tremendous implications for the areas of concentration as well as for the areas of population loss, but there is no precise measurement of these shifts.

Another type of shift which I think is of tremendous significance is the change that occurs by reason of internal migration. The so-called Negro revolt, which in large measure may be interpreted as one of the frictions that have come with the tremendous acceleration in internal migration occasioned by World War II and its aftermath, has led a large proportion of the Negro population, largely from the rural South, into the central cities of particularly our largest metropolitan areas.

This migratory flow has produced unprecedented concentrations of one population group, different by race in this case as well as in cultural background. It has created tremendous problems in central cities by reason of the inadequate preparation of this population for urbanism as a way of life, if you please, that is vitally affecting public services—welfare, education, police, fire, recreation, and so on.

These changes have undoubtedly continued through the sixties, but we do not know to what extent. There are indications in some places that internal migratory flows may have sloughed off and that the important factor in the continued growth of Negro population in our metropolitan areas may now be natural increase, the excess of births over deaths.

This would have very important implications for many local programs. But we don't know whether this is true or not. Nor do we know the extent of it or the dispersion or distribution of such changes within the metropolitan area, or among the metropolitan areas and regions of the United States.

We have never had a decade in which there were as significant changes in the age structure of the population. For example, let us consider that particular population group in which most of our marriages occur, young people 20 to 25 years of age. In the fifties this particular age group actually decreased by 6 percent in the midst of very rapid total population increase, the reason for it being, of course, that the person who was 20 years of age in 1950 was born in 1930 when the bottom dropped out of our marriage market and birth rate, as it did out of the stock market.

From a decrease of 6 percent in this age group we know that there is an increase for the Nation as a whole of 54 percent during the 1960's. This is an unprecedented change, but we don't know how it is distributed among the local areas of the United States.

We do know that it has the utmost significance on many fronts; for example, business. This is the age of household formation. This is the group that goes into home ownership and into the entire basket of goods, including the consumer durables, associated with household formation.

We know there are significant differences in the kinds of things families will purchase, depending upon the age of the head of the household, which indicates where the family is in the family cycle.

We have never before experienced such a great change in this age group during a single decade. We know the change is taking place. We have some fairly good estimates of its magnitude for the country as a whole. We are ignorant, however, of the extent to which this change is distributed throughout the Nation.

Significant changes are taking place in the school age groups. We know, for example, by reason of trends in school enrollment and the changing age structure that our high school systems throughout the land are being inundated by the tidal wave of postwar babies, by perhaps an enrollment increase of 48 percent. College enrollments are almost doubling during this decade, but we don't have the distribution of these things in a way that could be very useful for many purposes—business, government, at the State and local levels.

We know there are significant changes taking place in employment, but again, we know very little about the way in which these changes are distributed throughout the United States and particularly at the local level where action programs may be indicated.

For example, as a result of our changing age structure the number of young persons under 25 who are entering the labor force during the sixties is averaging 600,000 a year. That is three times the level of young persons under 25 entering the labor force during the last quinquennium of the fifties which was only 200,000.

We know this constitutes a tremendous problem, one of the greatest challenges, in my opinion, that our economy has ever faced in peacetime. It remains to be seen whether we can generate jobs as fast as we did babies after World War II demobilization. It is these young people who are swelling the lists of the unemployed, and I notice that the Bureau of Labor Statistics and Census release on unemployment last month indicates a rise in teenage unemployment. The high unemployment rate may be expected to get even greater during the summer as the first class of 18-year-olds graduating from high school, born as part of the postwar baby boom, hit the labor market.

We are just beginning to, and for the rest of this decade will, experience an outpouring of young people of unprecedented magnitude into the labor force. We know the figures pretty well for the country as a whole. We cannot tell at the local level the extent to which this is occurring.

If I may I should like to translate this now into the kind of problems that face the city of Chicago. It happens, Mr. Chairman, in my capacity as a professor at the University of Chicago and director of the population research and training center, that my research unit does demographic work, makes current population estimates, population projections, and does population analysis, as best we can, for a number of city agencies. These include the department of city planning, the community renewal program, and the department of urban renewal. We have done similar work for the city department of health and for the board of education. Our work is also utilized by such private agencies as the Metropolitan Welfare Council, the Metropolitan Housing and Planning Council, the Federation of Jewish Agencies, and so on down, a very long list of the private agencies, including, I should say, business—the Chicago Association of Commerce & Industry and related organizations.

The point I am making is that we in Chicago—and this is not unique to the city of Chicago—are experiencing some of the most drastic changes in population composition, affecting education, affecting the labor force, affecting markets, that have ever occurred in the history of this Nation.

For example, we know, if I may draw from a report which I prepared for the city, that, for the city as a whole, workers under 25 will increase by almost a third in the sixties, but we find that if you look at the race differentials, young Negro persons seeking their first employment, of this age may double during the 1960's.

We don't know very much about the characteristics of these people, however, nor do we know how they are distributed within the metropolitan area in a manner that can lead to more specific and pinpointed local programs.

I should like to call attention again on the local level to a very significant statement contained in the report which I have before me called "Basic Policies for the Comprehensive Plan of Chicago."

This is a policy statement now under consideration by the city as a whole and its various agencies prepared by the department of city planning of the city of Chicago which, among other things, incorporates very significant policies that will affect the population composition of the city of Chicago.

For example, with present trends we know that within the course of 20, 25 years, Negroes may constitute close to half the population of the city of Chicago. With present trends we know that this would mean a continued increase in the proportion of the city population that is relatively low income, that requires a tremendous increase in public services and public expenditures, even while the white population and the higher income population oozes across the city boundary line into adjoining suburbia, creating a tremendously difficult situation for Chicago. I might again add that this is not unique to us. There is a great need for increased public services and public expenditures even while the tax base is deteriorating in the central cities of our metropolitan areas throughout the Nation.

It has been stated as a specific policy in this volume that Chicago adopt as its city plan a program designed to restore a better balance of white and Negro population and high and lower income population between the city and its suburbs.

Mr. POOL. May I interrupt at that point?

Dr. HAUSER. Certainly, sir.

Mr. POOL. Is that book that you have here available to the committee?

Dr. HAUSER. Yes; I will be very happy to leave this as an exhibit.

Mr. POOL. I would appreciate it. If there is no objection I would like the committee to have it for its file here because it would be very helpful.

Dr. HAUSER. The important thing here is that it makes explicit a plan designed to redress the present imbalance as between white and nonwhite population within the metropolitan area and also as between high-, low-, and middle-income groups.

Mr. POOL. May I interrupt one other time?

Dr. HAUSER. Certainly, sir.

Mr. POOL. In your other experience in this field, are other cities experiencing this same problem and the same forecast is being made on other cities?

Dr. HAUSER. Precisely, and particularly is this true in the central cities and metropolitan areas of a million or more population, of which there were 24 in 1960, which contained 34 percent, more than a third of the population of this Nation.

Moreover, may I direct your attention, since you are focusing on this situation, that these metropolitan areas with a million or more experienced in their central cities a decrease of 6 percent in white population between 1950 and 1960 and, simultaneously, an increase of 60 percent in their nonwhite populations.

The way in which this is affecting the entire structure of the city, residential, education, labor force, markets, is tremendous.

Mr. POOL. Can you enlighten us on where these people are coming from, where they are migrating from? Is there any set pattern on that?

Dr. HAUSER. Yes; there have been such analyses made in a number of places and we have them in the city of Chicago through the work of some colleagues of mine in the population research and training center—Dr. Karl Taeuber and Dr. Alma Taeuber. The indication is that the internal migratory flows of Negroes changed during the 1950's, so that they are increasingly coming from other cities as well as from the rural areas of the South. But as you go back to the forties you find that they were much more predominantly right out of the rural South, and in Chicago we received them from those areas through which the Illinois Central Railroad runs, the Mississippi area especially.

Mr. POOL. Specifically cities, say, of 100,000 are probably losing Negro population to the larger cities?

Dr. HAUSER. No; the evidence is not in that direction. The Negro population of our cities of 100,000 or more is increasing. I don't know of a single one that has lost Negro population.

What is happening is that the exodus of Negroes from the south has been from the rural south to urban and metropolitan areas, including the urban and metropolitan south. Although the largest metropolitan areas are in a sense attracting the largest volume of Negro in-migration, the other urban areas also share in it.

Of some interest here may be the fact, and this is also unprecedented, that the State of California is receiving the greatest number of in-migrants of any State at the present time and also the greatest in-migration of Negroes, but the extent to which in-migrants are distributed within the State remains largely unknown.

Mr. POOL. I believe the gentleman from Alabama here would like to ask a question.

Mr. BUCHANAN. Doctor, you testified you expected this population to increase in Chicago in the next 20, 25 years, until you would have perhaps 50 percent or more Negro or nonwhite population. You further testified that it seemed possible, although you of course could not say, that this would come to be less through migration than through natural increase of births over deaths, and you further testified that this would mean for the city planners an increase in percentage of low-income families, more public expenditures, for, I assume, welfare programs and so forth.

If this is in your judgment tied to an increase in the Negro percentage of population, it seems to me that this is a statistical theory of white supremacy, and I was just trying to pin down whether or not this is what you are saying.

Dr. HAUSER. I think it is very easy to speak to that.

What I have stated is not a statistical theory of white supremacy. It indicates, certainly, that which is well known; namely, that whites at the present time in Chicago and elsewhere have a higher educational level, higher occupational level, and a higher income than do the Negroes. But this is not necessarily because the Negro is inferior in ability. It is definitely associated with the differential in opportunity. The Negro has not yet had the opportunity that whites have had in this country for education, and for, shall I say, socialization and preparation for urbanism as a way of life.

The evidence is quite clear that the Negro with an opportunity to get an education can acquire an education and skill equal to that of the white man.

Mr. BUCHANAN. Doctor, you are talking about a period of 25 years. That is a whole generation. I had a friend in a school I attended who was from Nigeria. He still had tribal marks upon his face and was born in very primitive surroundings. He was a very highly educated man and a professor at a university at this point.

Are you implying that because he came from this primitive environment it is impossible for one person to make this kind of progress in one generation?

Dr. HAUSER. No; on the contrary. What I am saying, and may I say that the United States has proved this better than any other nation in the history of man, is that no matter what the background of the person has been over generations and generations so far as genetic heritance is concerned, short of his having genetic defects or deficiencies, in the course of a single generation the child, let us say, from the most primitive tribe in mid-Africa if reared in this country and given the proper educational opportunity could become a professor at Harvard or, to mention an even better university, the University of Chicago.

Conversely, if you took a child of a professor at the University of Chicago or Harvard and reared him in the situation of these primitive tribes in mid-Africa he would have all of the behavior characteristics and attitudes of the African.

Mr. BUCHANAN. It seems to me though, Doctor, we still are faced with a little problem if we are going to tie your welfare programs and city planning to the percentage of Negro population.

While this has to some extent been the case in some of our Southern cities, we have been pretty soundly condemned because it was the case—and I have never personally been enough of a racist to believe that these things necessarily had to be tied together—that an increase in the Negro population would necessarily indicate an increase in low-income families or an increase in these other categories you are now mentioning.

I think that we ought to point out the logic in the situation. When you tie a percentage of population of a given race to such things as welfare programs, and characteristics of low income, and so forth you are in fact, although you can dance around it, proclaiming the doctrine of statistical white supremacy in my opinion.

Dr. HAUSER. I would not describe it as such though you are free to use what language you wish. What I would like to point out is that the kind of data that I suggest would be used for local planning would not involve planning to keep the Negro on a low educational level, low occupational level, and the like.

For example, we know for the country as a whole that 78 percent of our Negro adults 25 years of age and over, as reported in the 1960 census, had never completed high school. We know that almost a fifth, something of that magnitude, are functionally illiterate, had never gone through fifth grade. We know their origin was mostly in the South. We know they didn't have the opportunity in the South to acquire an education of the kind required for metropolitan life.

I would like to remind the committee that as recently as 1910, 89 percent of all the Negroes in this country lived in the South and 73 percent of them in rural areas, places having fewer than 2,500 people, or on farms, that their illiteracy rates were at ratios of 10 to 1 compared with white illiteracy.

You cannot expect in the course of just 50 years, the distance between 1910 and 1960, to make much progress. That period is less than one lifetime, and less than my lifetime it happens.

Within that period the Negro has been transformed from 73 percent rural to 73 percent urban. He is now more urbanized than is the white population. The Negro is still in transition from his situation in the South where he experienced a lack of opportunity for acquiring education and skills, to the acquisition of it. You cannot expect that they will have made much progress within so short a time.

The average Negro in metropolitan United States in the North now has probably not lived in a metropolitan area for more than around 15 to 20 years.

Mr. POOL. Dr. Hauser, we are going to be kind of pressed for time. Mr. Krebs?

Mr. KREBS. I didn't have any question at this point. I just wanted to suggest that if Dr. Hauser hasn't finished his formal presentation we allow him to finish and then question.

Mr. POOL. Go right ahead.

Dr. HAUSER. I am aware, Mr. Chairman, of the pressure on time.

Mr. POOL. It is a very interesting discussion that is going on. Don't get me wrong. However, we do have to get on. I know you want to finish your statement.

Dr. HAUSER. What I would like to do to bring my own testimony to a head with respect to the bill that is before you is to point this out.

I am not going to elaborate on the kinds of programs in the Federal Government that require better data. You know this, gentlemen, as well as I and other witnesses I am sure have made reference to it.

I did try to emphasize the needs at the local level. I have other exhibits here, which I would be glad for the committee to look at indicating the way in which we in Chicago utilize census information. We get up a factbook like this containing information about every neighborhood in the city. But this is now out of date, although we still get requests at the university for copies from business, welfare agencies, city agencies, and so forth. They are trying to work with individual neighborhoods with information that we know is very badly out of date.

We also make a map atlas with a ready and easy depiction of these data. I would be glad to leave this.

Mr. POOL. The committee would like to examine both of those.

Dr. HAUSER. I will be glad to leave them. And we make efforts to project population and to estimate it on a current basis because of the demands made upon us by the wide range of agencies, public and private. My point is that there never was a time when we had change as rapid and as significant and that so much affected both public and private programs.

I think that the case for a mid-decade census during the 1960's is a very strong case. I am familiar, incidentally, with the position taken by the Bureau of the Budget. I happen to serve on one of the advisory committees to the Bureau of the Budget. I would like to say that what I am doing in supporting the mid-decade census is in no way to be construed as being opposed to the program of current statistics which that Bureau has been advocating.

On the contrary, I think that the whole history of the development of statistics in these United States indicates that statistical programs have been an inevitable consequence of the increased industrialization, urbanization, and metropolitanization of our life—the increased complexity of our economy.

It is not an accident that statistics have proliferated. They have proliferated because we live in the kind of a world with increasing need for social and economic intelligence by government, business, education, the church—you mention any institution of contemporary life. The demand for data emanates from all these sources and I think it is safe to predict this demand will continue to increase as we continue to become further metropolitanized and as our society becomes more complex.

It is my judgment that the current program proposed by the Bureau of the Budget is in no way a substitute for the need for a mid-decade census during the 1960's. Whether it might become so during subsequent decades is a matter that still remains to be determined. But certainly nothing in that program would be substitutable for the kind of information needed at the local area level that would be provided by a mid-decade census.

I have by no means exhausted the subject, but I think I have probably more than exhausted my time so I shall desist.

Mr. POOL. One question, if I may?

Dr. HAUSER. Yes, sir.

Mr. POOL. Can you just summarize in a brief statement why we need a mid-decade census?

Dr. HAUSER. The need for a mid-decade census, I think, is represented by the following considerations: One, there never was a time in the history of this Nation when we experienced such rapid complex, and significant population changes. I might also add changes in physical plant to which I have not spoken, housing and the like.

Two, there never was a time when we had as many demands for the kind of information that could be collected in the mid-decade census on the part of the Federal, State, and local government, and the private sector of the economy and society including business, industry, religion, education, recreation, welfare.

Three, there never was a time when there were as many specific programs affecting the economy and welfare of the people of the

United States on a Federal, State, and local level as there are at the present time requiring this kind of information as a sound basis for policy formation and action.

I am not sure that is short. Maybe that is as short as a professor can do it.

Mr. POOL. That answers my question. Would you agree that in administering the Great Society program of antipoverty, education, public housing, medicare, and all the rest, the Federal Government is badly in need of better local area data on population, labor force, and housing?

Dr. HAUSER. There is no doubt whatsoever of that in my mind. I might say I see it reflected in the demands made upon me in the city of Chicago.

Mr. POOL. You know the subcommittee has held hearings on the census in 1961 and 1962, and would you say the State and local governments data are better or worse now than they were in 1962?

Dr. HAUSER. State and local government statistics?

Mr. POOL. Yes.

Dr. HAUSER. I would say that they are probably in about the same chaotic, incomplete, and mostly unusable situation. If there has been an appreciable change it is not detectable.

Mr. POOL. Last week the Assistant Director of the Bureau of the Budget testified that he is opposed to a mid-decade census because, "These needs can be met by an expanded program of sample surveys." Do you agree with this statement?

Dr. HAUSER. Not the needs to which I spoke, Mr. Chairman. I don't know which need he had in mind, but the kind of requests I get from the Urban Renewal Administration, and the city planning department, and the welfare agencies and the poverty program in Chicago cannot be met by any sample survey programs.

Mr. POOL. It is not authentic, is it?

Dr. HAUSER. It is not just a question of authentication. A sample cannot provide information for a city block. It cannot provide information for a census tract or a small local area. It cannot provide information for a neighborhood.

Mr. POOL. Would you be in favor of a joint Federal-State approach to census and statistical needs?

Dr. HAUSER. Yes. I think the more cooperation in our kind of a Federal system at every front the better it is.

Mr. POOL. Last week a Bureau of the Budget witness testified that he had not consulted with State officials concerning this census legislation. Would you agree that something is wrong when there is no communication between Federal and State officials on these urgent matters?

I am putting you on the spot.

Dr. HAUSER. You are putting me on the spot. Let me answer in this way.

Mr. POOL. You answer it any way you like.

Dr. HAUSER. I would say it would be much better if there were close communication and cooperation. I feel for one thing that State officials as I know them in my own State and so on would definitely support such a census.

Mr. POOL. All right. Mr. Krebs, would you care to ask some questions?

Mr. KREBS. First, I want to say that I have never heard so effective and comprehensive a presentation. You are the greatest threat to IBM that I have seen in a long time. I think that the chairman exhausted most of the points that I thought ought to be on the record, but I would like to go back to something you did talk about and that is the question of the labor force, its distribution, the fact that 600,000 people below 25 years of age are entering the labor force each year, to which you have to add the number of people who are displaced by automation and this is leading to substantial increase in permanent unemployment.

Do you have any suggestions as to what might be done to cope with the problem? I know this is slightly outside your field, but I think it is a very very vital part of the problem we are trying to cope with.

Dr. HAUSER. Mr. Congressman, I have had occasion to deal with that question in various capacities, local and otherwise, and I would say that the question of remediation is a very complex one requiring a number of different types of programs.

For example, we know that the relatively large volume of unemployment that our economy has experienced now for at least 6 years is compounded of a number of things, the older worker who is being in a sense kicked out of the labor force because his skills become obsolescent.

We know at that point that the answer is probably a lot more than we get done in the way of retraining, retooling, that person in an effort to get him back in industry.

We know there are displaced workers in the pool of the unemployed by reason of automation and the situation in which the worker himself, or sometimes a specific industry, is just not able to pay the price of the readjustment that is necessary.

In fact, I would argue, Mr. Congressman, that the advantages that accrue out of automation accrue to the society as a whole and in consequence it may not be logical to ask either the worker himself or the specific industry to bear the full brunt of the readjustment that is involved.

I think increasingly this will be a realm for Great Society programs with the body politic which gets the advantages of the technological advance paying the bill of the readjustment that may be necessary.

We know that at the younger level, where unemployment is the most critical in the sense of the highest volumes, even there a good part of the unemployment is the result of the people not having acquired adequate education and skills and I think the remedy there—we talk about it popularly as a dropout problem—goes far beyond just getting kids to stay in school.

I have had occasion to work with the educational system in Chicago recently as the chairman of an advisory group on integration in Chicago public schools. I must say I was horrified to learn what I did learn about the inadequacy of our public schools, their lack of preparation to deal with the kinds of educational problems posed by the immigrant population to which I referred, and I might say not only Negro, but also the Appalachian white.

I don't think dropouts are so much a reflection on themselves or on their families as on the inadequacies of our public educational system. What we have to do is get a public educational system that

better prepares every youngster to stand on his own feet and to make his own living.

I might say in Chicago, and this is true in other cities, we now have youngsters that were born in the city, Negro youngsters and Appalachian white ones, reared in the city, and educated in the city, some of them even have high school diplomas, and they still don't have enough education and skill to make their own living. This is because the high school diploma simply does not necessarily indicate in the city of Chicago and elsewhere where the student is promoted without regard to his achievement that he has attained a high school level. In Chicago some of our high school graduates cannot do long division which is a sixth-grade subject. These are the kinds of things involved.

Mr. KREBS. You mentioned too at one point that migration was mostly from rural areas to the urban areas, that now a new development has taken place and that there was moving from one urban area to another. Do you believe that is related to job opportunities?

Dr. HAUSER. Without question, migration flows are almost preponderantly, certainly in our kind of a country, movement of population from areas of lesser economic opportunity, meaning mostly job opportunity, to areas of greater economic opportunity. It is as simple as that.

Mr. KREBS. One more question, Mr. Chairman: I was enlightened somewhat I guess by my colleague's reference to statistical white supremacy, and I wondered how one would reconcile the statistical supremacy of any kind with the experience Hitler had some 25 years ago. There were more Germans than anybody else, but it didn't work that way and I wonder if you want to expand on the question of whether or not there really is any such significance in statistics?

Dr. HAUSER. What we have learned, including quantitatively, which means statistics—statistics are just facts that are quantified and made more authoritative and easier to handle—if there is anything we have learned out of development of social science during, say, the course of the 20th century it is that, first, there is absolutely nothing that the members of one race can do that members of other races cannot also do.

Mr. POOL. May I interrupt right there?

Dr. HAUSER. Certainly.

Mr. POOL. I am thinking about a race over in Australia. Have you studied that?

Dr. HAUSER. The aborigines.

Mr. POOL. What do you call them?

Dr. HAUSER. Aborigines in Australia or the Maoris in New Zealand. I think, sir, the experience in Australia, now that some of the aborigines are coming into the city and becoming acculturated, would not be inconsistent with what I have just said.

Mr. POOL. Is that right?

Dr. HAUSER. That is right. The second thing we have learned is that within any race you have a wide distribution of aptitudes, capacities, potentials, that range from low to high, most of which, incidentally, follow a statistical law which we refer to as a normal frequency curve. It is a bell-shaped curve with a relatively small proportion either at the extreme high or extreme low ends, and with the largest concentration at about the average or middle of the curve.

What I am saying is that we know within every race there is a great range in the distribution of attributes between low and high. We know the difference between averages among races is a very small fraction, almost negligible, of the range within any race.

There is no specific information that can prove or disprove whether the Negro has a lower or higher average than the white with respect to any set of characteristics in terms of potential capacity, but we do know this: That if there is any such difference it is very minor compared to the range of differences within each race.

Mr. KREBS. Thank you very much. I am finished, Mr. Chairman.

Mr. POOL. For the record I want to ask one other question and then I am going to recognize my Republican colleagues here.

What about the Illinois estimates of unemployment? Are they reliable?

Dr. HAUSER. The State of Illinois has estimates of unemployment prepared under the standard procedures that have been set out through the Department of Labor. These depend on the relationship between insured unemployment and total unemployment as measured in the census or in the monthly report of the labor force which BLS does in conjunction with the Census Bureau.

That tie or relationship is itself a matter of estimation. It is subject to error and error of unknown size. I would argue that such estimates as come out are probably better than the alternative, which is complete ignorance. But I would say that if we could get unemployment figures on a local basis of the type attained for the Nation as a whole through the BLS monthly report on the labor force, we would definitely have much more accurate and reliable information.

Mr. POOL. Do you have separate estimates for unemployment for your largest cities?

Dr. HAUSER. There are no such separate estimates now except as prepared through the same estimation procedure I have just described. There are none that come from the monthly report on the labor force.

Mr. POOL. The same thing for smaller cities?

Dr. HAUSER. That is right.

Mr. POOL. And for teenagers?

Dr. HAUSER. At this point, estimates of teenaged unemployment for local areas are not available.

Mr. POOL. This is what the mid-decade census would supply.

Dr. HAUSER. Right.

Mr. POOL. One last question: Do you think the census should include a question on race?

Dr. HAUSER. Yes. In fact, it would be a grave mistake not to do so. May I say that I am in contact with civil rights groups who a few years ago took the position that reporting race was a discriminatory practice and who almost without exception now feel that it would be a great mistake not to include race because not to include race in the questionnaire would make it completely impossible to measure any progress made by these people or to measure discriminatory practices against them.

Mr. POOL. Mr. Gross, would you care to ask questions?

Mr. GROSS. Yes; thank you, Mr. Chairman, I have a question or two. A substantial part of your argument on behalf of this mid-decade census, Mr. Hauser, as I understand it, is because of the migration of Negroes.

Dr. HAUSER. I would say this was just one example from many examples of rapid change. I would say this is not the most substantial change or the only one, and certainly not even the most important one.

Mr. GROSS. Not the only one, but it seemed to me a substantial part of your argument this morning is in behalf of this so-called migration, and perhaps it is more than so-called. I don't know.

I had an opportunity, and admittedly hurriedly, to look through this publication that you made available to the committee. I don't even find the word "Negro" mentioned in this comprehensive plan for the city of Chicago.

Dr. HAUSER. I could find it for you, sir. It is called nonwhite. The language used is "nonwhite," which in Chicago is 96 percent Negro.

Mr. GROSS. You don't make very much of an issue of it apparently in this unless it is hidden in some way.

Dr. HAUSER. It is not hidden. It is one of the most significant things in any city plan that has ever been proposed, a deliberate effort to get a balance in distribution as between white and nonwhite population and different income groups.

Chapter 3, I believe, is the one that contains the reference.

Mr. GROSS. The chairman asked you a question that I intended to ask and that is whether you would include the designation of race in this questionnaire.

Dr. HAUSER. Without question, yes, sir.

Mr. GROSS. We don't know in the Federal Government as a matter of cold fact how many Negroes are employed in the Federal Government—I am sure you are aware of that—and we can't find out, except by a line of sight method.

Could you look around this audience here today and be sure that there was or was not a Negro here. Could you be sure?

Dr. HAUSER. No. In terms of the way the census defines "Negro," a Negro is a person with any degree of Negro blood, and of course you can have very light colored Negroes. If the Federal Government does not know how many Negroes are in its employ, as a statistician I would say this is a disgraceful situation.

Mr. GROSS. What do you do when you take your poll in the city of Chicago? Do you ask them their race?

Dr. HAUSER. Yes, sir.

Mr. GROSS. And you think that this restricted census would not be adequate? You differ with the Bureau of the Budget?

Dr. HAUSER. They are not talking about a restricted census, but a series of samples which would not be adequate for local needs. The sample type of thing the Bureau of the Budget proposes provides quite wonderful information for the country as a whole, for regions, or even for individual metropolitan areas, but not on a local area basis for neighborhoods within cities. This is the sort of thing a sample of the type proposed could not supply, nor can it supply the cross tabulations the interrelationships of the family by its income, by its number of children, significant data called for by the poverty program.

Such current information is not available but could be supplied by a mid-decade census. You can't get the interrelationship of these things except through the census procedure.

Mr. GROSS. And you say that this is necessary, among other reasons, in behalf of the formulation of policies?

Dr. HAUSER. Yes, sir.

Mr. GROSS. With the Great Society programs that are being promulgated, won't this mid-decade census come a little late? Are those policies not being established today?

Dr. HAUSER. I would say that they come later than I as a statistician would like to see them come, but in the Great Society program, certainly the educational programs and the other antipoverty programs are just barely beginning.

I don't think these programs are. This is a 1-year shot and this kind of information would be available in a good 5, 6, or 7 years before you get the 1970 census results. The mid-decade census could be very significant in determining the efficiency and equity of these programs.

Mr. GROSS. But the point is the policies are being made today.

Dr. HAUSER. Some.

Mr. GROSS. Yes.

Dr. HAUSER. Yes.

Mr. GROSS. So this would come woefully late from the standpoint of the formulation of policy. The bureaucracy would be imbedded in all of these programs and it will be imbedded there in a matter of months. Don't you agree with that?

Dr. HAUSER. No; I can't because I don't know how woeful this would be. We do have the 1960 census results which give you some guidelines. In specific areas you might make some mistakes. In other areas it might come close.

The point is you don't know, but since these programs are just getting underway, I think there certainly is room for flexibility in the years that lie ahead.

Mr. GROSS. If this Congress should approve a restricted or a limited mid-decade census what would you think ought to be emphasized?

Dr. HAUSER. I would emphasize the kinds of characteristics the Bureau of the Census has already spoken to, for example, age, sex, race, or color, key things such as education, key things such as limited information about the labor force, excluding such expensive items as occupation and industry, but including employment and unemployment.

I would certainly include provisions for items which come out of just the listing of the people, provision for tabulations about the family and its composition, so that you can get an interrelationship between the family, the number of children, and such an item as income.

Mr. KREBS. Mr. Chairman, would the gentleman yield for one question?

Mr. GROSS. Yes, I yield.

Mr. KREBS. I would like to ask you this, Doctor. Whether the census were taken tomorrow, or next month, or next year, or 5 years hence, can you see anything but good accruing to the Negro as a result of what such a comprehensive census would reveal?

Dr. HAUSER. I think that without question the information would make it possible to design programs that could be more effective in an effort to help the Negro or any other underprivileged group.

The Appalachian white by the way, is not to be forgotten. In some ways the Appalachian white is worse off than the Negro in this

country. He hasn't even discovered he has a problem yet. He still has to come to this realization, but there is no question that this kind of information could be used to help him.

Conversely, may I say that just as information is neutral—a nuclear reactor can be used for peace or it can be used for war—information can also be used in a way inimical to a group if the people are determined to use it in that way.

Mr. KREBS. Thank you.

Mr. GROSS. You used the word "underprivileged." I sometimes think I am underprivileged when I get rolled around on the House floor by that majority on the other side of the aisle. I think this underprivileged business is somewhat relative.

Dr. HAUSER. I agree on that.

Mr. KREBS. If I might say one thing, I just told Mr. Gross, the other day I worked with him, that I think he has adequate talent to cope with the numerical advantage of the opposite side.

Mr. GROSS. Thank you.

Mr. POOL. Mr. Buchanan, do you have questions?

Mr. BUCHANAN. I just want to thank you, Doctor, for your very expert testimony and say that I want to make clear to you and to my colleague, I am not propounding any doctrine of white supremacy. I am talking about the matter of logic in evaluation of these various groups.

I hope that we can reach the time in this country when we treat individuals as individuals. I personally react a little, talking about the Appalachian white or Negro population, tying these people to low income and other statistical measure which imply inferiority.

As I am sure the gentleman knows, there are deficiencies in our educational system and the need to improve it for both races. I certainly couldn't defend the educational system of the Deep South for either race in years past as being sufficient. I think it might be of interest to mention for the record, however, that my State of Alabama has one of the highest indexes in the country at this point—that is, the relationship of its per capita income to the funds expended on education in our State—and this is divided in what we believe and hope to be a roughly equitable fashion at this point in our history.

I want to thank you for your testimony.

Dr. HAUSER. May I add this word, Congressman, in all fairness? I would like to extend my congratulations on this index in the State of Alabama, and I am ashamed to report that my own State, the great State of Illinois, ranges 47th among the 50 States in the Nation by that same index.

Mr. KREBS. I, too, have to say that ours is worse than yours. Ours is 48th.

Mr. POOL. Dr. Hauser, the committee appreciates your testimony. It has been a very exhilarating experience to have you here. You are one of the best witnesses I have ever heard.

Dr. HAUSER. Thank you, sir.

Mr. POOL. I want to thank you for coming and giving us the benefit of your knowledge.

Dr. HAUSER. Thank you, sir, for your patience in hearing me.

Mr. POOL. Thank you.

The next witness is Mr. William Hodgkinson, Jr., supervising statistician of the Bell System (American Telephone & Telegraph Co.)

New York City. You go right ahead when you get ready there. Would you like to incorporate your statement of last week in the record?

STATEMENT OF WILLIAM HODGKINSON, JR., SUPERVISING STATISTICIAN, BELL SYSTEM (AMERICAN TELEPHONE & TELEGRAPH CO.) NEW YORK CITY—Resumed

Mr. HODGKINSON. Yes; I would.

Mr. POOL. If there is no objection it is so ordered. I am sure you have some remarks to make.

Mr. GROSS. This won't be a duplication, will it, Mr. Chairman? It is already in the record, is it not?

Mr. POOL. It was put in the record last week? Well, it is not necessary. I am sorry. If you would like to make a few remarks, go right ahead?

Mr. HODGKINSON. I would point out again our very large investment, currently in excess of \$3½ billion a year. This represents quite a substantial proportion of all construction expenditures of industry. This is not a question of just having the money. The money has to be spent on projects in very specific locations.

The type of expenditures made and the placement of such expenditures are exceedingly important. If there is a misplacement of investment or if the wrong investment is put in a place there is a complete loss usually of that investment, especially in the telephone industry where a great deal of wire connection has to be made. You can't yank out a piece of telephone plant very easily and put it somewhere else.

We have been talking very much in recent years about the growth of our economy and the efficiency of our labor. Here is a case where it is exceedingly important to be efficient. We cannot afford to lose large amounts by putting construction in the wrong place. There isn't any magic way of finding out where you place your construction, and the census is by all odds the best guide there is.

To be sure, for years we had not in the telephone company been able to make as extensive use as we could of the census for reasons which I explained in my previous testimony. We can now, and thanks largely to this subcommittee and to the cooperation of the Bureau of the Census we have been able to get ourselves in the position where we can get accurate census counts for all of our areas, and these 8,500 central office districts of which I speak have areas that do not correspond in any way with those areas for which the Bureau of the Census tabulates its statistics.

They can't. They are necessarily different. This is probably peculiar in the Bell System, that we have to make use of the enumeration district data as they appear on the census summary tally tapes. We can do this. The Bureau has met us by giving us the maps defining the boundaries of their enumeration districts and I might say, and I repeat, that we find that our areas are represented in 87 percent of all of the enumeration districts laid out in conterminous United States.

There is a lot more than urban areas. It goes out very much in the rural areas and if you want to find some dark corner of North Dakota or something like that you may find "Mother Bell" operating there.

Mr. GROSS. A dark corner of North Dakota?

Mr. HODGKINSON. A corner that is not too well known. There is no implication of morals there.

Mr. GROSS. We don't have any dark corners in Iowa, do we?

Mr. HODGKINSON. I hope that your district, Mr. Congressman, is not one of those that was flooded recently and if it was I should think you would be perfectly thankful for the 1960 census because you would have some basis on which to help the people.

Are you on the east or the west?

Mr. GROSS. Well, I am in the center.

Mr. HODGKINSON. I see. Maybe you are lucky then. Anyway, I don't want to leave any impression that we are in any way getting special favors from the Bureau of the Census, because we are not. We pay for everything we get.

Mr. POOL. Right along about there may I ask this question for the record?

Mr. HODGKINSON. Yes, sir.

Mr. POOL. Mr. Hodgkinson, you testified that the Bell System has a construction program of some \$3.5 billion annually. You also testified that the census is very useful in planning your construction program and helps to avoid costly mistakes.

If the census is this important in decisionmaking in your company isn't it equally important in all large companies?

Mr. HODGKINSON. It most certainly is.

Mr. POOL. Isn't it conceivable that the census in 1966, since it would assist management in making important decisions, can have an economic impact and value far beyond the actual cost of the census?

Mr. HODGKINSON. It most certainly does. The \$3½ billion, say, that we spend would buy a number of censuses like this. I mean if we could divert our investor's money to pay for censuses, obviously whatever you choose to spend on the census would go into \$3½ billion quite a few times.

Mr. POOL. Do you have any statistics showing what you probably would waste if you didn't have this census? Do you have any estimates on that?

Mr. HODGKINSON. I think those are very difficult things to come by, Mr. Congressman, because you bury bad investment in the ground. It doesn't get earmarked. It becomes part of the overall plant.

Mr. POOL. Nobody likes to admit his mistakes, anyhow, do they?

Mr. HODGKINSON. No; and if I knew a specific mistake I probably wouldn't tell you, but what you find is that you put in too large a cable; it may have too many pairs, or it may run too far, or you have given more facilities for tapping that cable than you need.

If you do not have a proper view of the characteristics of the population of some telephone area you may be led to think they are all going to take single-party service, and they are not. They want four-party service. That makes a tremendous difference.

Mr. POOL. Roughly what would you guess, you might say, in this situation you would save if you had a 1966 census?

Mr. HODGKINSON. What would I guess?

Mr. POOL. Would be the saving to your company.

Mr. HODGKINSON. I don't follow your question, Mr. Congressman.

Mr. POOL. The errors of judgment because you don't have the 1966 census. Do you have any idea of how much? Is it a billion dollars that you might waste this way?

Mr. HODGKINSON. I certainly hope that we would not lose a billion dollars.

Mr. POOL. \$500 million?

Mr. HODGKINSON. I couldn't possibly estimate that.

Mr. POOL. It would be an enormous sum?

Mr. HODGKINSON. Yes. Look at the amount we are risking. You put out these billions of dollars and you put them out just as carefully as you know how to put them out, and there is always a great hazard in that kind of thing. I think where you see it is that our rate of growth in this country is not as great as people think it should be.

I wonder if the fact that our census is taken only decennially is not partly to blame for that, that we simply do not have facts about this great Nation. I was listening to testimony the last time I was before you with the general implication of why doesn't the State of Pennsylvania have a census.

That doesn't work that way. The only census that really works well, I think, is the Federal census, and for a good reason. We take our census on a de jure basis. Unless you have a simultaneous census going on all over the Nation so that you get credited back to you the people that you have who are visiting somewhere else when the census taker comes around, you are going to be minus some of your population.

I think this was a large part of the difficulty with the special census in parts of New York State in 1957. The fighting was around a figure which largely represented people who weren't in New York City at that time, because otherwise the census was an excellent census, but if you are not taking the census, say, in Florida, or Washington, and other places at the same time, how are you going to get these people? This is the great advantage of the Federal census which is taken everywhere. I think when Congress says, "Well, we will let the State decide where it is going to put these funds," how in the world does the State itself know?

Are they going to have to go through and repeat all the motions of the Federal Government in taking the census? The Constitution has laid it out that it is the Bureau of the Census—they don't mention the Bureau—that the Federal census takes care of this matter. The Constitution said, "Well, you must not let more than 10 years elapse." They said that nearly 180 years ago and things have speeded up an awful lot since then and we are still taking it at 10 years.

Mr. POOL. From your testimony then we could conclude that the alternative program of expanded sample surveys as recommended by the Bureau of the Budget cannot be used for planning purposes by the Bell System, is that correct?

Mr. HODGKINSON. It cannot.

Mr. POOL. That is in the record and I appreciate your answering the question.

Mr. HODGKINSON. I mentioned one SMSA in my previous testimony, that of Harrisburg, Pa. It consists of two counties, Cumberland and Dauphin. Just as a matter of curiosity I looked that up. I had made a guess there were about 20 of our central office districts there. There aren't.

There are 14 that we have wholly or partly in that SMSA. The Census Bureau laid out 524 areas for that standard metropolitan statistical area. In place of accurate counts for each of those 524 areas, according to what the Bureau of the Budget says, we would get one single estimated figure of total population, one guess, not a count, and it simply would not do.

Mr. POOL. That covers your company and from what you said all other large companies that use the census would be—

Mr. HODGKINSON. I think it wouldn't be necessarily large.

Mr. POOL. Not necessarily large, yes, but we have a lot of other witnesses here and we are going to get right on. We have your statement now that has all of your facts in it and we put it in last week I think.

Mr. HODGKINSON. Right.

Mr. POOL. Do you have a question, Mr. Gross?

Mr. GROSS. Only to observe, Mr. Hodgkinson, that it is not always a question of what the States want. As with the Appalachian program, if I remember correctly, there was 1 State where 13 counties were put in the Appalachian program that the State didn't request be put in.

Sometimes it is a question of what the "Great White Father" in Washington wants.

Mr. HODGKINSON. Of what State are you speaking?

Mr. GROSS. That happened to be the State of New York.

Mr. HODGKINSON. And did not Senator Kennedy ask to have those counties put in?

Mr. GROSS. I won't renew my question that I asked you the other day because I believe I induced a slight case of indigestion on your part when I asked you if it would be reasonable to make a reasonable charge for the statistics compiled by census.

I won't ask you that question.

Mr. HODGKINSON. I think I answered you in that.

Mr. POOL. We certainly do appreciate your coming here, Mr. Hodgkinson.

Mr. Buchanan.

Mr. BUCHANAN. I would just like to say that I was reasonably assured the other day that you were speaking for a segment of industry as well as for A.T. & T. I am glad we got that pinned down in the record today.

Mr. HODGKINSON. Definitely. We happen to be a large industry all in one corporation. What I say goes for anybody who has to make an industrial investment. I am pretty sure of that.

Mr. POOL. We certainly thank you for coming.

Mr. HODGKINSON. Thank you.

Mr. POOL. The next witness is Mr. Raymond T. Bowman, Bureau of the Budget.

You may bring anybody with you to the witness table you desire, Mr. Bowman.

STATEMENT OF RAYMOND T. BOWMAN, ASSISTANT DIRECTOR
FOR STATISTICAL STANDARDS, ACCOMPANIED BY LAWRENCE
N. BLOOMBERG, BUREAU OF THE BUDGET

Mr. BOWMAN. Mr. Bloomberg will sit with me.

Mr. POOL. We have you here today for the purpose of answering questions for the committee and I have one for the record I would like to ask first.

In your 1962 appearance before this committee you proposed and I quote, "An expanded program of sample surveys" as an alternative to the census. Looking at the three major purposes of this census legislation for Federal, State, and local areas, population, unemployment, and housing, would you tell us briefly what you have accomplished in each field since 1962?

Mr. BOWMAN. Yes, Mr. Chairman. I don't believe that this is exactly the significance of my testimony. The point that I would like to make is, first of all, we have never stated that we could do without census data.

The problem is whether to have two censuses a decade or one. We did propose a program in which we would, during the decade, produce a significant amount of information by a variety of methods which would supplement the censuses over the year between the decade censuses. We will review that program for you, although I think some of it is reviewed in the testimony which I filed with the committee in my prepared statement.

Mr. POOL. I got the impression that you definitely opposed the mid-decade census or use of that. Is that correct?

Mr. BOWMAN. We oppose two censuses a decade, yes, Mr. Chairman, but we do not ever say that we could possibly get along in this country without census-type information. We believe at the present time the wisest course is to continue with our decade census, to look toward the new needs in the future, and in the meantime to build up information between decades on the basis of a variety of surveys and estimates.

Mr. POOL. Has your office made a survey of the legislation that was proposed in the 88th and 89th Congresses and determined whether or not your statistical reports will take care of this new legislation?

Mr. BOWMAN. Yes; we have made that kind of a survey, Mr. Chairman.

Mr. POOL. What has been your finding?

Mr. BOWMAN. Mr. Bloomberg, would you like to go over the material which you prepared on this subject?

Mr. BLOOMBERG. Yes; we have examined the legislation. We have looked into various programs, not only the new programs, Mr. Chairman, but other programs.

Mr. POOL. Let's be specific. What legislation are you talking about now?

Mr. BLOOMBERG. I am talking specifically about the economic opportunity program, about the new education program, about the whole group of programs including hospital construction, for example. In fact, we looked at all the programs with over \$100 million budgeted for expenditure in fiscal 1966.

Mr. POOL. That includes antipoverty, civil rights, voting rights, public housing, and all those things?

Mr. BLOOMBERG. Yes.

Mr. POOL. In your expanded program of sample surveys, how do you propose to collect this local area and city block housing information now for public housing and urban renewal?

Mr. BOWMAN. We don't.

Mr. POOL. What are you going to do?

Mr. BOWMAN. For purposes that we think it is needed, the census of 1960 can be used.

Mr. POOL. Did you hear the testimony earlier of Dr. Hauser of the University of Chicago?

Mr. BOWMAN. I did.

Mr. POOL. He spoke of the migration of people. Do you think that would be a very accurate reference?

Mr. BOWMAN. I think the estimates that we have for overall population for the 38 metropolitan areas of the United States are quite accurate, yes; but this will not give us a distribution of families by size of income. Professor Hauser and I are old friends and have been associated together for about 25 years and no one appreciates the vigor of his opinion in this matter more than I do. I would like, however, to examine his testimony when it is available and provide comments on some of the items that were cited.

Mr. POOL. What are you going to use for family income data then?

Mr. BOWMAN. The only family income data that we have for our small geographic areas come from the Bureau of the Census in the censuses of 1960.

Mr. POOL. That has nothing to do with planning in 1965.

Mr. BOWMAN. It doesn't have anything to do with 1965 and we couldn't possibly have 1965 data until 3 years later.

Mr. POOL. Will you explain to me how you are going to administer this law? That is what I am trying to get at.

Mr. BOWMAN. Yes; by using 1959 data where it is necessary. So far as the need for this information is concerned, about \$13 billion is involved in Federal aid to States and localities under present legislation. About \$1 billion, perhaps \$1½ billion—this might rise with expanded appropriations in future years—is allocated on the basis of census-type information not now available through current estimates.

Mr. POOL. What has been the increase in family income since 1959? Let's put it that way. Do you have any statistics on that?

Mr. BOWMAN. Yes.

Mr. POOL. The average.

Mr. BOWMAN. We have this information for the United States, as a whole, every year. I don't happen to remember the figures.

Mr. POOL. Does he have it there?

Mr. BOWMAN. This information can be reproduced. We do have income for the United States and for each of the individual States. It is produced each year by the Office of Business Economics in the Department of Commerce.

Mr. POOL. Specifically, I would like to get whatever answer he has there on this increase in the average family income since 1959.

Mr. BOWMAN. The per capita personal income that is published in the Survey of Current Business for 1960 is \$2,217. In 1964 it is \$2,550.

Mr. POOL. What percentage is that now?

Mr. BOWMAN. That is an increase of about \$300.

Mr. POOL. About \$500, wasn't it?

Mr. BOWMAN. It goes up from \$2,217 to \$2,550. That is an increase of about \$300 or around 15 percent.

Mr. POOL. In spite of this increase you think it would be all right to use 1959 data instead of having this mid-decade census?

Mr. BOWMAN. I think that this increase has gone on all over the United States, yes. I think it would be much nicer to have more current information. The question that I have to consider is when should the Federal Government expend further funds for censuses and when should it spend funds for other purposes?

Remember that Dr. Hauser indicated that he was for both our program and the census program, which means that he is favoring a program which will spend something like \$200 million or more per decade.

I can't argue against that kind of a program, Mr. Chairman.

Mr. POOL. Don't you think we are going to waste some money if we don't have accurate figures to determine how to administer these legislative programs that have been put into effect?

Mr. BOWMAN. I am a strong advocate of better information in order to make decisions, but I don't believe you can just go on getting more and more information on the theory that you will save more money than it costs you to get the additional information.

This committee in particular has also been concerned about another aspect, the burden which the collection of information imposes upon the respondents. This has been another problem that we are faced with.

Mr. POOL. I want to make a comment here that I didn't vote for most of these programs but, since the majority of Congress has put them into effect, I think that we certainly should administer them as fairly as possible and with the best information available.

Mr. BOWMAN. I agree.

Mr. POOL. And with the 10-percent variation there on your average income I can't see that we are getting the best information when we use 1959 figures.

Mr. BOWMAN. For purposes requiring the average per capita income, and there are quite a few formulas that require this, we wouldn't use the 1959 figures. We would use the figures for 1964.

Mr. POOL. Do you have an overall figure of how many billions of dollars we are talking about?

Mr. BOWMAN. About \$13½ billion.

Mr. POOL. We are talking about how much in a decade census?

Mr. BOWMAN. About \$120 million.

Mr. POOL. Against \$13 billion?

Mr. BOWMAN. No, Mr. Chairman, not against \$13 billion.

Mr. POOL. Ten percent of \$13 billion.

Mr. BOWMAN. Not against \$13 billion. Only about \$1 to \$1½ billion of that is allocated on the basis of the more detailed information that would come out of a census.

Mr. POOL. The Bell System witness just a little while ago testified that it would be an enormous sum—he didn't say how much—that the taxpayers all over the country would probably reap enough benefit from the census that it would pay for itself on other scores, if not on this, and it would be of great help to the Government.

Mr. BOWMAN. Mr. Chairman, I agree with the speaker, Mr. Hodgkinson, that censuses are extremely valuable to business concerns for deciding where to allocate their investments, but I don't necessarily think that that means that we should take two censuses a decade rather than one.

Even Miss Blatt, when she testified before this committee the other day, indicated that in the correspondence which she had with Government and private users of statistics in Pennsylvania in 1961, of 39 respondents, only 21 indicated that they had need for a mid-decade census. That is just a bare majority.

Mr. POOL. Who?

Mr. BOWMAN. Miss Genevieve Blatt from Pennsylvania testified before this committee the other day.

Mr. POOL. Which side is she on?

Mr. BOWMAN. I think she was advocating a mid-decade census. There is nothing that many people in the country have to lose with a mid-decade census. We all agree it gives them more information.

I happen to be in a particular spot where I must assess the marginal cost of getting additional information and the marginal benefit from it. I am trying to do this as best I can, Mr. Chairman.

Mr. POOL. You answered a question last week when you were here. You said this: "It is not our responsibility to confer with State and local officials."

I want to talk to you a little bit further about that. One-tenth of the Federal budget goes for grants-in-aid to the States and local communities. I take it that you feel that this is not your responsibility to discuss these programs, and their basic data needs with State and local officials.

Mr. BOWMAN. Mr. Chairman, I don't think I said it was not our responsibility to confer with State and local officials. I said that I had not conferred with State and local officials with particular reference to the mid-decade census.

Mr. POOL. We had better change the transcript then. I think that is the way the transcript reads.

Mr. BOWMAN. We are working on the transcript now. I wanted to tell this committee that on February 4, I met with the executive committee of the Governors' conference, and there is considerable interest now in the States to work cooperatively with the Federal Government to try to produce data for the States and within the the Federal system that will be much more comparable, both among States and between Federal and State data. A meeting is being organized in June of the Governors' conference at which I expect to appear on a panel to discuss with the Governors the problems which we all face in trying to get more comprehensive information.

I would like to say, Mr. Chairman, that it is in my opinion not at all an appropriate situation when for the world as a whole we have conferences to discuss the comparability of data throughout the world while for the United States we do not have an organization in which State, local, and Federal statisticians can meet and talk about their mutual statistical problems. That is one thing I hope to promote in the very near future.

Mr. POOL. Mr. Bowman, at this point I would like to read into the record the question I asked you on May 4 and your answer, and this is from the transcript. Then you may comment if you would like.

Mr. POOL. Let me ask you this then. Have you conferred with State or local officials in arriving at your decision?

Mr. BOWMAN. Well, it is not our responsibility to confer with State and local officials. I have read the testimony that appeared in the various hearings of this committee and we are in touch with State officers on various problems that we touch.

I want to ask for your comment. That was in this record.

Mr. BOWMAN. In substance the answer to the question, Mr. Chairman, had I conferred with the State and local governments with respect to the census which we were discussing, was "No."

The point that I made, which I think was somewhat irrelevant in the first part of my sentence was, namely, that we have no authority from the Congress to take actions in connection with State and local government statistics programs. The only thing we can do is work with them on a cooperative basis.

The point I referred to is that we have no authority over State and local governments. That was the point. I would like to have that part of the answer stricken out, since standing alone, it is not clear. Thank you, Mr. Chairman.

Mr. POOL. Mr. Gross.

Mr. GROSS. You are concerned, I take it, Mr. Bowman, and I think rightly so, irrespective of what transpires with respect to this legislation, with a rather substantial bill of expense? Is that what you are saying, that the cost of the census would be \$200 million?

Mr. BOWMAN. I am saying that the cost of the census would be something over \$100 million, depending on the kind of a census you would take, and I am saying that I think it is one of my responsibilities to consider this expenditure relative to others and in this case I do not recommend the expenditure for a census.

Mr. POOL. Will you yield at this point?

Mr. GROSS. Yes.

Mr. POOL. For the record, the staff has indicated that the testimony developed that the figures run between \$80 and \$100 million as a cost of this mid-decade census. I want the record to show my statement on that.

Mr. BOWMAN. I am sorry, Mr. Chairman, but I think the estimates run between \$50 million and, according to the Bureau of Census, \$111.5 million.

Mr. POOL. It is not \$200 million, anyhow.

Mr. BOWMAN. I think the \$111.5 million does not include the territories.

Mr. POOL. Have you taken it up with the Census Bureau?

Mr. BOWMAN. The information I have comes from the Bureau of the Census, but I do not yet have an estimate which includes the territories.

Mr. POOL. The staff will see to it that we take that up and get some statements from the Census Bureau on the cost and get this in the record.

Mr. GROSS. Mr. Bowman, what kind of a census are we talking about? Are we talking about a limited census, or are we talking about a census on the basis of the 10-year census that we have taken in the past?

Mr. BOWMAN. All I can tell you, Mr. Gross, is that in my testimony I indicated that if any census were taken it would serve very little

purpose to take one that was not at least as complete as the 1960 census.

Mr. GROSS. And on that basis you based your statement of cost? Is this correct?

Mr. BOWMAN. I used the census figures for cost in connection with that kind of a census.

Mr. GROSS. What was the cost of taking the 1960 census?

Mr. BOWMAN. With the agricultural census out it was \$120 million, I think.

Mr. POOL. Maybe Dr. Eckler can answer that question.

STATEMENT OF DR. A. ROSS ECKLER, ACTING DIRECTOR, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE

Dr. ECKLER. The total cost of the 1960 census with agriculture was about \$125 million.

Mr. POOL. Without agriculture, how much?

Dr. ECKLER. In the estimate developed that would be about \$100 million, exclusive of capital equipment costs.

Mr. GROSS. And you are presently conducting an agricultural census, is that correct?

Dr. ECKLER. Yes, sir.

Mr. GROSS. And what is the cost of that census?

Dr. ECKLER. About \$25 million.

Mr. GROSS. So what is the total bill for the 1960 census and the agricultural census that is presently being taken?

Dr. ECKLER. The total of these two, including the cost of repeating, would be about \$135 million.

Mr. GROSS. The cost of repeating what?

Dr. ECKLER. The cost of carrying out in 1966 a census substantially equivalent to the 1960 Census of Population and Housing.

Mr. GROSS. No; I was not asking for that cost. I am asking for the cost of the 1960 census plus the cost of the agricultural census that presently is being taken. This then gives us the full census, does it not?

Dr. ECKLER. Yes, sir. That is what I was trying to give and I think that would be about \$135 million.

Mr. GROSS. And would this census that is proposed here include agriculture, or would it not include agriculture?

Mr. BOWMAN. It would not. The census we are talking about here is the census of population, housing, and unemployment. I think the estimate that the Census Bureau has provided for a duplicate of the 1960 census in 1966 would be \$111.5 million, but they did not include the territories and possessions of the United States in that figure. I don't know how much that would add, but I would think they should be included as well in the overall census if we took one.

Mr. GROSS. Did you wish me to yield, Mr. Pool?

Mr. POOL. No; go ahead. I withdraw my question.

Mr. GROSS. Would you state very briefly what is your opposition to the taking of the census? Is it one of cost, or that we are now adequately served with figures? In a few words, what is your opposition to the taking of a mid-decade census?

Mr. BOWMAN. I will try to state it in one sentence. I believe the same amount of money will produce better results if spent in a different

way than that of taking the census, and I have proposed a program for spending somewhat less than that amount of money for other purposes.

I, therefore, oppose the mid-decade census as not being an appropriate way of spending this particular amount of money.

Mr. GROSS. Mr. Bowman, it seems strange to me that when the poverty bills, the Great Society bills, were before the House of Representatives, no one at that time raised any fuss because the bills were fallible, or apparently fallible, in that the premises of the bills were not based upon reliable figures.

I don't know what has developed that causes people now to say that we must have a mid-decade census in order to formulate the proper policy for the Great Society legislation that has been enacted. I just don't understand this. Perhaps you can enlighten me.

Mr. POOL. Would the gentleman yield at this point?

Mr. GROSS. Yes, certainly.

Mr. POOL. I believe that Mr. Olsen, a member of the committee and he was chairman of the Census Committee at that time, did take the floor on the antipoverty bill and point that out to the House.

Mr. GROSS. He may have, but I didn't hear him.

Mr. POOL. Mr. Buchanan, do you have any questions?

Mr. BUCHANAN. Mr. Chairman, like the chairman and Mr. Gross, I have voted against much of this legislation, but it does seem to me that we ought to, in passing legislation, make certain it can be lawfully applied.

This does seem of some pertinence to the executive in its recommendation and to the Congress in passing the legislation, that we be certain in advance we can lawfully apply what we pass into law and what is recommended to us from the White House should be passed into law, but we had some discussion on this agricultural situation and the agricultural census because we do have a good bit of legislation on the books and in spite of efforts of some of us apparently will have a good deal more that does rely to some extent upon accurate statistical information.

In a recent hearing of the committee it was brought out that we have more information on pigs in this country than we do on people. We know where every pig is and we know even his weight. On the other hand, no one knows for sure the population of New York City, Chicago, or Los Angeles, let alone their characteristics.

Why do you support a 5-year census of agriculture and oppose a 5-year census of population?

Mr. BOWMAN. Is that a question addressed to me, Mr. Buchanan?

Mr. BUCHANAN. Yes.

Mr. BOWMAN. The 5-year interval for the census of agriculture has been the historic period in this country. I think a good argument could be made for shifting the agricultural census to a decade agricultural census with annual surveys in between.

This problem is being examined. It has not yet been resolved, but I think that very good case might be made for this kind of a procedure and we are looking into this as one of the statistical programs that are being evaluated by my office.

Mr. POOL. Would you yield at this point?

Mr. BUCHANAN. Yes.

Mr. POOL. The committee would certainly like to have your recommendations on that point if you would care to make them.

Mr. BOWMAN. I don't want to make a recommendation now because we are studying this problem and it has been under study for some years. When we reach a recommendation I will be glad to communicate it to the chairman.

Mr. BUCHANAN. Mr. Bowman, Canada is planning a population census in 1966. Their problems and available statistics appear similar to ours. Yet they have decided upon this census and apparently don't agree with your evaluation. Would you comment on that please?

Mr. BOWMAN. Canada takes quinquennial censuses but the mid-decade censuses are not identical with the decennial censuses. The censuses taken in the years ending in "1" collect virtually the same information as we in our decennial censuses. The censuses taken in years ending in "6" are much more restricted. I talked to the statisticians from Canada recently about this and they do take the second census because there is considerable demand for this information from some of the Provinces of Canada.

I think that they have a very excellent statistical program in Canada and this is one of their ways of meeting it. However, they do not take a census which provides at the mid-decade intervals, every quinquennium, the same amount of information.

I thought this question might be asked and I have a list here of the countries—I don't think this proves anything frankly—that take 5-year censuses.

Mr. POOL. Would you yield?

Mr. BUCHANAN. Yes, sir.

Mr. POOL. We have run out of time. If you don't mind we will include that in the record, if there is no objection.

Mr. BOWMAN. All right.

(The information referred to follows:)

Countries taking more than 1 census in decade, 1955-64¹

2 population, 2 housing (Kuwait, Ryukyu Islands, Turkey, Denmark, Ireland, and New Zealand).....	Total 6
2 population, 1 housing (Canada, Greenland, Japan, and Korea).....	4
1 population, 2 housing (Dominican Republic, Federal Republic of Germany, and Netherlands).....	3
2 population, no housing (St. Pierre and Miquelon, Albania, Faroe Islands, Maldive Islands, and Mongolia).....	5
3 or more population, no housing (Bonin Island and Monaco).....	2

¹ From United Nations, ECOSOC, Statistical Commission, "Report on the 1960 World Population and Housing Census Programmes," E/CN.3/329/Corr.1, Mar. 26, 1965. Partial censuses were not included, such as "farm population only," and "non-African population only."

Mr. BUCHANAN. May I have one more brief question?

Mr. POOL. Yes.

Mr. BUCHANAN. Let me make sure I understand your recommendation. Are you recommending that this money not be spent, or that it be spent on strictly the annual sample survey programs?

Mr. BOWMAN. We have already started to spend a substantial portion of the money since I testified here in 1962. The program is already underway. We can give you a brief statement for the record indicating just exactly what has been done since our testimony in 1962.

Mr. POOL. If there is no objection, it is so ordered.

(The information referred to follows:)

In elaboration of my testimony before the subcommittee on May 4, the following is a summary of the progress made on the program recommended in 1962:

POPULATION

Since 1962, the Bureau of the Census has undertaken a program of local population estimates (including component counties and independent cities) in 38 standard metropolitan statistical areas. An additional 30 areas will be added if the 1966 budget is granted.

There has also been improvement in the annual estimates of State populations and funds have been made available to explore the possible use of income tax data to provide indicators of change in the number of persons and amount of personal and family income by counties. Projections of State populations to 1985 have been published and work is in progress on methods for revising and improving them. In addition, the Census Bureau has a program of providing technical assistance to local areas wishing to make their own population estimates.

LABOR

The program for obtaining current monthly figures on the number of persons employed is being gradually increased to cover all standard metropolitan statistical areas. Twenty are being added this fiscal year and 33 more are planned for 1966, leaving only 25 (out of a total of 217) to be added in later years.

Current estimates of unemployment depend in part on reports of insured unemployment from State records. For the balance, estimates are made from a variety of sources. The program we proposed in 1962, concurred in by the Gordon committee which evaluated the Government's program of statistics on employment and unemployment, recommended a program of research to determine ways of strengthening these local estimates. A part of this program is in operation and additional funds are budgeted for 1967.

HOUSING

As we have already testified, little progress has been made on the housing portion of the program we recommended. Two new important series have, however, been introduced: A monthly survey of housing sales and a monthly series on interest rates charged on mortgages for the purchase of single-family homes. The latter series provides data for the U.S. total and for 18 standard metropolitan areas that are considered to be the more important homebuilding centers.

SUMMARY

The program we proposed in 1962 was estimated to have an average annual cost over the decade of about \$6.8 million (in 1962 costs) or a total 10-year cost of \$68 million. The level reached in the current fiscal year is about \$2 million and the 1966 budgets of agencies recommend that this amount should be approximately doubled. As we emphasized, in our 1962 statement, a large part of the initial studies would, of necessity, have to deal with methodology and the development of new techniques. A substantial part of the effects of these expenditures, in terms of specific data production, will occur in later years. However, as we have indicated, substantial progress has already been made in expanding estimates of local population and employment.

Mr. GROSS. One quick observation, Mr. Chairman. I didn't see the list just put in the record, but I wouldn't be surprised that among some of these foreign countries that are taking these censuses we were paying for those as well as our own.

(Information on frequency of census taking in other countries follows:)

FREQUENCY OF CENSUS TAKING IN OTHER COUNTRIES

The United States with its constitutional provision for the census and its uninterrupted census history going back to 1790 has long led the world in the development and advancement of censuses and census-type programs. Statisticians, mathematicians, and demographers from all over the world come to the Census Bureau in Suitland, Md., to study and observe U.S. census and statistical

operations and procedures. U.S. census technicians have assisted many foreign nations in improving their basic social and economic data sources through national censuses or census-type surveys. A number of underdeveloped countries have been guided through their first census experience by census experts working under various laws providing for U.S. technical assistance, and this country has strongly supported international efforts designed to improve basic census programs.

It is interesting to note, therefore, that a number of foreign countries have already adopted 5-year census programs, some regularly, others irregularly, while the United States has remained on a decennial system. During the period 1945-55, some 20 countries, including Japan, West Germany, Sweden, Norway Australia, and New Zealand took 2 or more national population censuses. Canada, which has always followed U.S. census matters very closely, took national censuses in 1951, 1956, and 1961. Even some of the Communist bloc countries—Czechoslovakia, East Germany, Poland, Rumania, and Yugoslavia—have been taking population censuses more frequently than the United States.

The fact that foreign nations, faced with the serious economic and social problems following World War II, have turned more to censuses and census-type enumerations rather than to other types of programs is significant. This is especially true of Canada, where the level of statistical development and research is fully comparable with that of the United States, and where the problems relating to migration, education, unemployment, and the rest are quite similar to those in this country. It is significant, also, that several foreign nations which have been recipients of U.S. foreign aid and assistance have decided that the results of more frequent censuses have well justified the cost of these undertakings.

Mr. POOL. We certainly appreciate your coming, Mr. Bowman, and Mr. Simonson with the Department of Health, Education, and Welfare, we have about run out of time and we would like to have you here. We have one quick question here we would like to get in the record.

We would like to submit questions in writing to other departments of the Government and would hope that the questions that are asked will be answered and supplied to the committee. We can incorporate those in the record if there is no objection.

Mr. Simonson, in opening the hearing it was stated that the new Education Act calls for allocations to the States and local communities on the basis of 1959 family income data, the last census data available. The next decennial census will not be taken until 1970. Is HEW planning to use 1959 family income data in connection with the new Education Act until 1971 or 1972 when new census figures will become available?

STATEMENT OF RICHARD SIMONSON, PROGRAM ANALYSIS OFFICER, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. SIMONSON. It is my understanding, sir, 1959-60 census data will be used in the initial allocation. However, this act states that the Congress shall determine what certain factors are to be used in the allocations for the second and third years of the program.

Mr. POOL. In administering HEW's part of this Federal grant-in-aid program what population figures do you use for counties, cities, school districts, water districts, and other minor civil divisions? Would you describe your procedures for making these determinations?

Mr. SIMONSON. Sir, we have, I would guess, offhand approximately 30 grant-in-aid programs which use population and as part of the formulas for allocation and matching grants among the States. Generally speaking, allocations are to the States, though we may have some program in which there are allocations to lower levels.

If the committee wishes, sir, I could provide an exhibit which is our quite current grants-in-aid volume which would describe to you exactly the factors.

Mr. POOL. A prepared statement would be better for the consideration of the committee on that point.

Mr. SIMONSON. All right.

(The information on allocations appears below.)

Mr. POOL. I will get in one more question and then we have to adjourn.

Isn't there a great deal of shrinkage and waste in this program because of poor local area data?

Mr. SIMONSON. Sir, I couldn't answer that with regard to the majority of our programs in which we make the allocations to the States because it is the responsibility of the State authorities working with the local authorities to see how effectively the funds are distributed and used at the local levels.

Mr. POOL. Wouldn't a new census go a long way toward helping out?

Mr. SIMONSON. Undoubtedly, sir, a new census would be quite helpful.

Mr. POOL. I am not going to put you on the spot as to what you think about it.

Mr. SIMONSON. I don't think there is any conflict between us and the Budget Bureau on this. Mr. Bowman's own statement noted uses to which a new census might be put.

Mr. POOL. Did you listen to Dr. Hauser's statement?

Mr. SIMONSON. Yes, sir, with a great deal of interest.

Mr. POOL. Do you have any comment?

Mr. SIMONSON. I would like to say for Dr. Hauser's benefit that my older son is going to migrate from Washington to the University of Chicago. I don't know whether he will show up in these statistics of next year. As a native of Illinois I listened with a great deal of attention. What would you like me to comment on, sir?

Mr. POOL. Their data needs, of course.

Mr. SIMONSON. I thought it was very interesting.

Mr. POOL. The committee will submit the questions in writing to HEW, Department of Labor, and the Office of Economic Opportunity, and we would appreciate receiving the answers to these questions, and we will incorporate them, along with other communications, in the record, if there is no objection.

(The information referred to follows:)

ANSWERS TO QUESTIONS ASKED DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE CONCERNING PROPOSED MID-DECADE CENSUS

Questions addressed to Mr. Richard C. Simonson, Department of Health, Education, and Welfare witness at the hearings of May 12 and the answers follow.

1. Mr. Simonson, in Mr. Cohen's letter to the committee, he states that HEW has "important needs for population data such as those on age, sex, ethnic characteristics, educational attainment, income, etc." He also refers to the "rapid growth" and "high degree of mobility" of the population.

May we infer from Mr. Cohen's letter that these data needs are not being met by the program described by the Bureau of the Budget as its "expanded program of sample surveys"?

Answer

The increased use of samples of nationwide data can improve surveys and can provide more current estimates for the population as a whole and major categories in it. However, there are certain major needs which should be met, if feasible,

by other methods. One of these needs is for recent benchmark data for States and their subdivisions. Comprehensive, fresh statistics are needed both in order to measure trends since 1960 and to design samples of areas which will be representative of the current composition of the population in those areas.

It is true that the Census Bureau provides intercensal estimates on a State-by-State basis with broad classifications of age groups. However, another of the needs of the Department of Health, Education, and Welfare (and associated State and community agencies) is for 5-year age intervals, particularly for the analysis of health problems and of trends among the aging population. In addition, the Department of Health, Education, and Welfare (and associated agencies) need estimates for single years which are particularly significant to education and youth-oriented programs; e.g., the ages 12, 15, 17, 18, and 21. Moreover, as indicated above such information should be available for areas smaller than States.

One of the most striking examples of the need for census-type data (as contrasted to samples and estimates) is in the field of health indexes, including vital statistics. The HEW and associated State health departments annually produce detailed tables on births and deaths in the United States. These tables need equally current population data in order to provide adequate trends in birth and death rates. Trends in death rates by disease categories are severely limited in their significance if they cannot be analyzed by age groups (preferably in 5-year classes as indicated above) and by localities, preferably by subdivisions, such as counties and cities. It is also highly desirable that such rates among age groups be further analyzed with respect to sex and race.

If detailed current data were available for counties and cities on other social problems; e.g., education, family income, and dependency, it would facilitate distinguishing between areas suffering from increasing complex problems and those in which there have been substantial improvement since 1960.

2. Mr. Simonson, in administering HEW's part of this Federal grant-in-aid program, what population figures do you use for counties, cities, school districts, water districts, and other minor civil divisions? Would you describe your procedures for making these determinations? Isn't there a great deal of shrinkage and waste in this program because of poor local area data? Wouldn't a new census go a long way toward rectifying this situation?

Answer

The primary pattern of intergovernmental grants-in-aid administered by the HEW is that of allocation among the States. Those HEW grants, which are allocated on a basis which includes population, use the estimates of State population provided by the Department of Commerce. The Department of Commerce rather than this Department is the appropriate agency to make a technical evaluation of the extent to which a mid-decade census might cause them to change these estimates; therefore, changing the relative standings of the States according to population. It is the responsibility of the State governments to distribute the grants among eligible local governments and special districts, either according to formulas or according to evaluation of specific projects. Consequently, it is now the State grant-in-aid agencies rather than the HEW which are the major users of data on the population of counties, cities, and other subdivisions of the State for allocation of grants and related purposes. We understand that the committee has been obtaining the views of State and local officials on the quantity, currency, and comprehensiveness of population information for communities. Our impression is that the changes in total population and within certain age groups which cannot be adequately detected by sample surveys, or by the informed judgement of State and local officials, is significant. However, it seems an exaggeration to say that there is a "great deal of shrinking and waste" in HEW-aided programs. On the contrary, programs are falling short of total needs. Consequently, a new census probably would emphasize the need for additional efforts rather than waste.

3. Mr. Simonson, in my opening remarks, I stated that the new Education Act calls for allocations to the States and local communities on the basis of 1959 family income data, the last census data available. The next decennial census will not be taken until 1970. Is HEW planning to use 1959 family income data in the Education Act formula until 1971 or 1972 when new census figures will become available?

Answer

The Elementary and Secondary Education Act of 1965 (Public Law 89-10) establishes a new program (among others) of financial assistance to local educa-

tional agencies for the education of children of low-income families. Allocations among the States are to be made on the basis of two factors; one of which is the average per-pupil expenditure, and the other is a low-income factor which is determined by Congress. During fiscal year 1966, the low-income factor requires the consideration of the number of children, ages 5 to 17 inclusive, in families with an annual income under \$2,000. The numbers of children may also be included who are in families receiving over \$2,000 in payments of public assistance for families with dependent children. The Commissioner of Education must determine the number of children in the first category on the basis of the most recent satisfactory data from the Department of Commerce and in the second category on the basis of determination by the Secretary of HEW of the number of children in families receiving public assistance to aid dependent children. The Commissioner of Education may request the Secretary of Commerce to make a special estimate of the number of children in low-income families. The Commissioner's determination must be made for each county in the United States or, if satisfactory data are available, for each school district. As a practical matter, the 1959-60 census data on family income will be used in the allocations for fiscal year 1966 although the census is not referred to as such in the act. Congress has reserved the authority to establish the low-income factor for the two succeeding fiscal years for which this program has been authorized.

4. In Mr. Cohen's letter (the last paragraph), he asks this committee (and I quote) "whether it would be feasible to meet the major statistical deficiencies for census-type data by means of more frequent sample surveys."

Would you explain this statement, please. Is HEW suggesting that the small area data we have been discussing here (for grants-in-aid, for education, for low-income families) can be met by sample surveys?

Answer

The above-cited paragraph refers also to the judgment of the Bureau of the Budget as to whether more frequent sample surveys would be a better investment than a quinquennial census. Certainly an expanded program of sample surveys can improve estimates for the Nation as a whole. A program for each of the States can also improve State-by-State estimates but is more expensive and complex.

Subject to the above qualifications, our assumption is that a comprehensive census would provide better data for comparisons among communities than would samples of counties, cities, school districts, etc. Furthermore, it would be easier to reconcile and consolidate data for interstate metropolitan areas, river basins, regions covered by interstate compacts, etc., if those data were obtained from a recent national census than from diverse sources in each of the jurisdictions involved. This Department makes grants directly to interstate agencies in certain programs (e.g., waste treatment, air pollution control, and water pollution control) and encourages interstate cooperation in other programs.

Sample surveys can be adequate for analyzing trends within selected communities. If it is not necessary to make comparisons on the basis of standard data; such as, population factors in allocation formulas, one determinant as between sample surveys and a comprehensive census might be the relative costs per unit of information obtained. We infer that the Bureau of the Budget has found a mid-decade census to be the more expensive approach.

ANSWERS SUBMITTED BY ROBERT J. MYERS, DEPUTY COMMISSIONER OF LABOR STATISTICS, U.S. DEPARTMENT OF LABOR, TO SUBCOMMITTEE QUESTIONS REGARDING MID-DECADE CENSUS

1. In Secretary Wirtz' letter of May 6, he says (and I quote) "that many of the data needs could possibly be satisfied by other less expensive programs." Would you clarify this statement for us and explain how you would obtain the following information:

- (a) Unemployment data for our large cities?
- (b) Teenage unemployment in States and cities?
- (c) Occupational changes since 1960?
- (d) Occupational income changes since 1960?
- (e) Family income data in school districts?

Answer

Experience of research agencies has established that many types of statistical information can be assembled more rapidly, more economically, and sometimes

with greater accuracy, through dependence on small sample surveys than through complete enumeration in the traditional census manner. The Bureau of the Census is quite familiar with the advantages of sampling and has in fact provided leadership in the use of this statistical method. The Department's own "Monthly Report on the Labor Force," conducted in cooperation with the Bureau of the Census, provides a good example of the results of scientific sampling. It is not suggested, of course, that all needs for statistical data can be met by sampling or that censuses are unnecessary. Periodical censuses are quite essential to provide detailed information for small groups of the population; such as, persons in particular occupations, or for small political subdivisions, such as census tracts; they also provide essential benchmarks and bases for estimates and projections. Generally speaking, the more up to date census data are, the greater their value.

Census data can never be strictly up to date, however, and the advantages of the detail and accuracy to be gained from census data must often be weighed against the greater currency of sample survey results which may have an appreciable margin of error and provide limited detail. This is true, for example, in appraising the unemployment situation, which may change very substantially between the date the census is taken and the time—perhaps 2 years later—when the census results become available.

To obtain the different types of information referred to in your question calls for different approaches:

(a) The Department now produces monthly estimates of unemployment in 150 large metropolitan areas, covering over 60 percent of the U.S. work force, and less-frequent estimates for several hundred smaller areas of substantial unemployment. These estimates are based in part on an actual count of persons receiving unemployment compensation; special techniques are used in estimating the number of unemployed who do not receive benefits. Although these estimates are thus not based entirely on actual counts, they have the virtue of being up to date, and they are more satisfactory for our purposes than census figures for a period some years earlier. The chief problem faced is to improve the estimates for the unemployed who are not receiving insurance benefits; important special studies to strengthen these estimates are being undertaken.

(b) Although our "Monthly Report on the Labor Force" provides information on teenage employment for the country as a whole, we do not now have up-to-date information of this type for States and cities. The sample surveys described in answer to question 5, however, should produce satisfactory information for a number of large urban areas.

(c) The "Monthly Report on the Labor Force" provides information on changes in employment and unemployment for a few broad occupational classes, but these do not have a high degree of accuracy and they lack the detail that is needed for many types of research and for administrative programs. Congress has appropriated funds to initiate a system of current reporting of employment in major occupations, but this system will not be fully operative for several years. Census data on occupations are indeed rather inexact, because of the difficulty of obtaining precise information through nonspecialized enumerators who must rely largely on reports by housewives. Nevertheless, we consider employment by occupation to be one of the areas in which a mid-decade census could provide highly useful information. The Department of Labor urges that any census that might be taken in 1966 should provide occupational data in at least as much detail as did the 1960 census, and with equivalent geographic breakdown.

(d) We now obtain rough but useful information on incomes in a dozen broad occupational groups through a special inquiry made each March in connection with the current population survey. To the present time, the Department has made but limited use of the 1960 census data on income by detailed occupation, although it seems probable that there will be additional need for such information in the future. While the 1960 data will continue to be of value, more up-to-date information would have many advantages and should be provided in connection with any census that may be made in 1966.

(e) We have made considerable use of data on income, educational attainment, and unemployment in small political subdivisions (census tracts) of major cities. This information has been particularly helpful in identifying problem areas to receive attention in youth programs and related undertakings. Since such areas do not change very rapidly, we would expect these studies, based on 1960 census data, to continue to have considerable relevance until the 1970 census results become available. Similar data for 1966, however, undoubtedly would reveal certain changes, and would be of value in other ways. I know of no comprehensive data of this type except from census sources.

2. The President's Committee To Appraise Employment and Unemployment Statistics reported that the Department of Labor's estimates of unemployment for States are of "uncertain accuracy." They also say that these data are of "uncertain economic significance."

Isn't it true that the only reliable unemployment data for States, cities, and towns are the 1960 census data? Isn't it also true that a new census would give you new unemployment counts for these areas?

Answer

The Department is well aware of the limitations of its unemployment estimates for States and major urban areas; the President's Committee To Appraise Employment and Unemployment Statistics urged that steps be taken to improve the quality of this information. The President's Committee did not, however, propose a mid-decade census as a means of providing satisfactory information but suggested additional research, including "a program of sample household surveys in a number of areas, each selected as typical of a major group." The Department is persuaded that efforts along this line can produce satisfactory unemployment figures for major urban areas providing that adequate financial resources are made available. So far as small cities and towns are concerned, however, it seems unlikely that dependable comparable unemployment data can be produced by the sample survey approach for the thousands of such areas that exist. We shall undoubtedly have to continue to rely on occasional census data for information regarding these areas.

3. Don't you think the above matter is important enough for Secretary Wirtz to mention in his letter?

Answer

It seems to me that the Secretary's letter fully recognizes the advantages to be realized from reducing the time interval between censuses. His letter specifically states that the data from a mid-decade census "would be helpful to this Department in our continuing analysis of unemployment, occupational shifts, and welfare problems."

4. Mr. Myers, would you explain the "annual averaging" technique used by the Bureau of Labor Statistics for schoolchildren looking for part-time jobs as babysitters, newsboys, carhops, etc.? Let me quote from the May 1965 issue of Fortune Magazine: "Since the teenage labor force runs 45 percent higher during the summer months than during the school year, the annual average overstates (by 650,000) the number of youngsters who are normally in the labor force." If the statement in Fortune is correct, our current unemployment now in May 1965 may be nearer 3 than 4 million. Am I right on this?

Answer

Information on the employment status of the civilian noninstitutional population 14 years and over is collected every month in our regular monthly survey. The questions on labor force activity are sufficiently detailed to permit a classification of the employed as to whether they are working at full- or part-time jobs, and of the unemployed as to whether they were seeking full- or part-time jobs. In addition, the data are tabulated by age group, so that separate information is obtainable for teenagers as well as for other detailed age groups in the population and labor force.

For young persons, it is also possible to tell from the survey results whether their main activity during the survey week is going to school or is something else; and this, too, can be related to their labor force activity.

Normally, the annual averages are simply arithmetic means of the results from all of the 12 surveys conducted during a calendar year. However, if comparisons are being made between students and young persons not in school, or if it is of interest to examine the situation when school is in session, it is useful to calculate "school year averages," i.e., an average of the data for all calendar months except the summer months of June, July, and August. Such school year average figures were provided for the Fortune magazine article and, in fact, the BLS itself frequently publishes school year averages for unemployed teenagers. In 1964, the school year average of unemployed youth in this age group was 126,000 lower than the annual average.

In our overall count of the unemployed during the summer months, we include the larger number of teenagers who are actually looking for jobs, but we regularly publish seasonally adjusted figures which make correction for the customary summer increase. In June 1964 we reported 4.7 million actual unemployed, but

only 4 million after seasonal adjustment. Last month (April) there were 3.6 million actually unemployed but the seasonally adjusted figure was 3.7 million.

5. Will you prepare a report for this committee on the methodology used by the Bureau of Labor Statistics in estimating teenage unemployment, with specific reference to the Fortune magazine article. Please include in the report, also, a statement of your plans for obtaining teenage unemployment figures in our cities and counties. As you know, no one knows for sure just where these unemployed teenagers are.

Answer

I believe my answer to question 4 adequately explains the methodology we use in estimating teenage unemployment. The BLS provided Fortune magazine with school year average data on the labor force status of teenagers and other young persons, with separate detail for those whose main activity was school attendance and for all others. The wording in the Fortune article is not precisely accurate in suggesting that we purport to measure "the number of youngsters who are normally in the labor force." Obviously, the teenage labor force will be at a seasonal peak in the summer when schools are closed for vacation. The great majority of the additional teenage workers will be found among the employed, however, rather than among the unemployed.

As I have stated earlier, we do not have information on unemployment among teenagers for individual cities. In fiscal 1966, however, the Bureau of Employment Security expects to contract with the Bureau of the Census for sample surveys in about 15 major labor markets, using as a nucleus for the sample those households interviewed in the current population survey. These surveys will provide information on all the unemployed, with separate information for the teenage unemployed. It is hoped that the surveys can be extended to additional areas in future years, and that the data obtained can provide a basis for estimating unemployment in other areas not specifically covered.

6. I would like to read a quote from the Assistant Secretary of Labor, Mr. Daniel Moynihan. This statement appeared in the American Child magazine of November 1964, and I wish you would explain it to the committee: "Last October, out of some 9 million teenage boys in the population, some 3.4 million were in the work force. Three million were working. Sixty percent of those were in school. Four hundred thousand were unemployed, half of whom were in school."

Mr. Myers, do you feel that these unemployed youths seeking part-time employment should be included in the unemployed totals along with heads of families who can't find a job? Who made the decision that these statistics, which are very misleading to the layman, be compiled this way? How do you justify including a babysitter seeking occasional jobs in the same totals with a family head drawing unemployment compensation?

Answer

Mr. Chairman, I shall answer your question to the best of my ability, but I am not sure that my answer will have any relevance to the question of a mid-decade census. The census uses essentially the same definitions of employment and unemployment that are used in the monthly report on the labor force. Both count working teenagers among the employed, and both count among the unemployed young people who are going to school but who are also looking for a job.

Our employment and unemployment figures serve many purposes. One is to measure the utilization and the lack of utilization of manpower—our most valuable economic resource. The Nation's measures of wage payments, incomes, and productivity, among others, rely heavily on our data. We could not possibly exclude 3 million employed youths—or even the portion of those who are going to school—without seriously impairing the accuracy of these vital economic indicators. Of course, we take full account of the fact that some of these young people work only part time.

But if we count these youths when they are employed, we cannot consistently ignore them when they represent an available unused resource, that is, when they are unemployed. Here again, however, we distinguish between those who are looking for full-time work and those seeking part-time jobs.

The definitions we employ were formulated by leading Government statisticians a quarter of a century ago and have been reviewed again and again, with little change, by statisticians and economists within and outside the Government. Most recently they were reviewed by the President's Committee To Appraise Employment and Unemployment Statistics which, while proposing research to sharpen the definition of unemployment, did not recommend any change with

respect to the inclusion of teenagers. Our definition of unemployment is similar to that used by many other countries, and is consistent with the standards adopted by the International Conference of Labor Statisticians.

On the other hand, our unemployment figures are not intended to serve as a measure of economic distress, and obviously the unemployed include many persons who are not in a state of privation. That is not to say that unemployment for a teenager may not be a very serious matter; it may deny him the opportunity of obtaining a college education.

There are many misconceptions about out unemployment statistics which we seek constantly to overcome. One of the most common misconceptions is that we do not distinguish between the unemployed head of a family and the unemployed student seeking part-time work. The fact is that we obtain, and regularly publish, separate statistics for many types of unemployed. Last month (April), for example, a few of the significant classes of unemployed were as follows:

Class	Number unemployed	Unemployment rate (not seasonally adjusted)
Men (age 20 and over).....	1,586,000	3.5
Women (age 20 and over).....	1,033,000	4.4
Teenagers.....	933,000	15.2
Total.....	3,552,000	4.8
Married men (wife present).....	967,000	2.6
Male heads of households.....	1,124,000	2.8
Older men (age 65 and over).....	97,000	4.6
Experienced wage and salary workers (all ages).....	2,805,000	4.5
Adults seeking full-time work.....	2,384,000	3.8
Adults seeking part-time work.....	233,000	3.8
Teenagers in school seeking full-time work.....	74,000	-----
Teenagers in school seeking part-time work.....	203,000	-----

7. Mr. Myers, you know and I know that the proposed census would be a great help to everyone, including the Department of Labor. Is your opposition to the census, therefore, based principally on the fact that you were told to oppose it by the BOB?

Now, for the record, we probably need more studies in depth on labor problems, as mentioned in Secretary Wirtz' letter, but do you agree that all of these sample studies will be improved and be much more useful if we have new census benchmark data in 1966?

Answer

I do not believe the Department's response to the subcommittee—which was considered and arrived at independently—can properly be regarded as "opposition" to a mid-decade census. We have recognized that such a census would have many advantages for the Department of Labor.

The Secretary has, however, stressed the Department's need for statistics of greater depth and frequency than those provided by a general census. In an area in which budgetary funds have always been severely limited, we have stressed the importance of considering all the statistical needs of Government. If sufficient resources are available, Congress may find it possible to provide both a mid-decade census and a very substantial expansion of programs of current statistics.

8. Mr. Myers, in your present plans, when will we have reliable unemployment figures, distributed by sex, race, and age, for our major cities?

Answer

As I have mentioned earlier, the Department expects to produce unemployment figures with detail by sex, race, and age for 15 major urban areas during the coming year. The information used by these surveys and future surveys will be used to improve existing procedures for developing estimates for all metropolitan areas. Expansion of this number to cover all major areas will be governed largely by the rate at which Congress is prepared to make funds available. Our sample surveys for individual areas are rather expensive to be sure, but much less expensive than a census would be. Moreover, the Bureau of Employment Security is undertaking to develop such information more economically through fuller use of information regarding the characteristics of the insured unemployed—about half the total.

9. On the other hand, if we approve this census legislation, we'll have these data in 1966 for every city in the United States; don't you agree?

Answer

A 1966 census would indeed provide detail on unemployment and other matters for a far greater number of localities than it would be practicable to include in sample surveys of the MRLF type. The full results of a census would not be available until 2 or 3 years later than the census date, but they would, nevertheless, be of great value.

10. Are you telling us that the Labor Department doesn't need this information in the administration of the Great Society programs?

Answer

A mid-decade census, although not indispensable to the administration of Department of Labor programs, would be definitely beneficial.

U.S. DEPARTMENT OF JUSTICE.
Washington, D.C., June 1, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Department of Justice concerning H.R. 1966, H.R. 2187, H.R. 2857, H.R. 4423, H.R. 6093, and H.R. 6183, to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in years 1966 and 1975 and every 10 years thereafter.

The bills would add a new subsection (c) to section 141, title 13, United States Code, which now requires the Secretary of Commerce to take a decennial census of population, unemployment, and housing, to require a mid-decade census of these items in the years 1966 and 1975 and every 10 years thereafter. However, the information which would be obtained in the mid-decade census, as opposed to the information now compiled decennially, would not be used for the apportionment of Representatives.

Whether or not essential information might be obtained in a less cumbersome, less expensive, and more direct way involves considerations as to which this Department defers to the Bureau of the Budget and other Government agencies more directly concerned with such matters.

Your letter requests that we discuss the needs of the Department for current population data particularly in States, counties, towns, and other minor civil divisions, especially in relation to H.R. 5505, the "one man, one vote" bill, and H.R. 6400, the voting rights legislation.

H.R. 5505 would provide for the establishment of congressional districts composed of contiguous territory, in as compact form as practicable, and under apportionments made upon "the basis of the 18th and subsequent decennial censuses." Each district would be limited in population according to the formula provided for in the measure. It is noted that the bills here involved would provide that the information obtained from the mid-decade census "shall not be used for apportionment of Representatives." In view of this and the provision of H.R. 5505 that "there shall be not more than one redistricting during any decennial census," information obtained as a result of a mid-decade census would probably not be too useful for redistricting under H.R. 5505 if that proposal were enacted into law.

Since the voting rights legislation is still pending before the Congress and we are not sure as to the provisions it will contain when enacted, it is not possible at this time to say what statistics which might be compiled under a mid-decade census would be useful in implementing that legislation.

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

Sincerely,

RAMSEY CLARK,
Deputy Attorney General.

OFFICE OF ECONOMIC OPPORTUNITY—MAJOR STATISTICAL REQUIREMENTS AND THE MANAGEMENT INFORMATION SYSTEM¹*Major statistical requirements*

Major statistical requirements of the Office of Economic Opportunity have their source in the requirements set forth in the Economic Opportunity Act of 1964. These are identified in the following broad areas:

1. *Allocation of assistance by States and in some cases by local areas.*—Statistical allocation factors specifically mentioned in the Economic Opportunity Act of 1964 are population, unemployment, family income, students enrolled in institutions of higher learning, high school graduates, related children under 18 years of age living in families with annual income of less than \$3,000, the number of public assistance recipients, the number of related children under 18 years of age living in families with incomes of less than \$1,000, migrant or transient low-income families, school dropouts, military service rejection, incidence of disease, disability, infant mortality, housing conditions, adequacy of community facilities and services and the incidence of crime and juvenile delinquency.

2. *Evaluation and coordination of the Federal antipoverty effort.*—Current statistics are needed to discharge program responsibilities under the act and to assist the President in coordinating the antipoverty efforts of all Federal agencies. The OEO needs to have current monthly or quarterly data on most of the items listed as allocation factors. This need is immediate and data collection systems in the operating programs are being established and discussions with the Bureau of the Census are underway on meeting a wide range of OEO requirements, e.g., more detail on sources of income and types of assets.

The principal statistical difficulty for States and communities in their efforts to establish community action programs appears to be the need for current data. The communities recognize that the statistics now available are in many respects unreliable for community planning in view of the dynamic changes in modern American life. The Bureau of the Budget is presently studying this problem.

3. *Research on poverty.*—Causes of hard core poverty and the means of reducing poverty will require continuing research. Requirements in this area will be generated as various projects are implemented.

Management information system

The Office of Economic Opportunity is in the process of establishing a management information system to provide a fully operational, computer-based, integrated data system for support of the management and the operational functions of the Office of Economic Opportunity. This information system, as directed by section 613 of the Economic Opportunity Act, will embrace all Economic Opportunity Act titled and related programs and include data subsystems in research, business and employment, program management, applicants and participants, staff personnel, facilities, contracts, and financial data.

It is of paramount importance that this data system be fully operational in the shortest practicable time. A capability has already been established for certain subsystems, however, establishment of the total comprehensive system with the attendant time constraints is a task of unprecedented magnitude and one which has not been attempted on such an integrated basis anywhere in Government.

To implement such a program on this time frame of reference it was necessary to pursue a two-phased approach to the problem—one to solve immediate problems and the second to design a longer range management information system. Concomitant with and directly integrated into the system will be a communications network linking all regional offices, camps, local agencies, etc., to provide information on program status and problem areas as well as providing a central repository system to disseminate information of all Federal, State, and local programs to public officials and other interested parties.

Phase I of the management information data system consists of detailed program definition of the overall data system framework and an implementation plan for the total OEO management information system. Also included in phase I is an expedited operating capability utilizing existing OEO data files currently in machinable format, and a basic communications teletype network.

Phase II will consist of a fully operational computer based integrated data and communications system to support the management and operational functions of OEO, to be operational in early 1966.

¹ See also statements on need for "antipoverty" statistics by Mayor Wagner of New York (p. 164) and John C. Bullitt, directors, New Jersey Office of Economic Opportunity (p. 162).

In implementing the phase I effort, the OEO data center was able to draw on over 25 man years of system design effort already developed for other governmental agencies by utilizing existing programs, records, and files. These were readily modified for OEO programs to permit immediate implementation of such programs as Headstart, Job Corps applicant processing, VISTA applicant processing, poverty area identification, trend analysis, etc.

Project Headstart, a preschool program for 4- and 5-year-olds, now utilizes the computer system for 19 separate reports, ranging from Headstart respondent summaries by name and county to application processing, identifying over 45 application evaluative parameters, thus relieving OEO of significant clerical workload. These reports, by county, include the number of children for whom aid is being requested, the number of children predetermined to be in need, and finally, a projected number of children for whom assistance will be requested for each selected State. Other reports are derived from funding data, and will indicate the amounts expended or authorized and the amount requested in terms of local and Federal share by county. A number of reports are planned which will serve management, research and operations based upon data to be obtained for each child included in Project Headstart. Such will include individual and aggregate data relating to health, personality, social adjustment, and family data.

The same type of system is being utilized in Job Corps application processing, assignment, and evaluation as well as VISTA processing and assignment.

Community action programs are utilizing the management information system for application processing, status reporting by individual grantee on programs by individual subcategory via preschool programs, health, urban renewal, etc. The Neighborhood Youth Corps utilizes the system for reports on agreements signed, proposals pending, financial reports, etc. The OEO administrative group utilizes the same system for monthly transactions, contract status, monthly and quarterly financial reports, etc. All of these computer programs are compatible and allow drawing information from one or all for separate reports or new programs.

The data compiled on individuals and programs will allow OEO, for the first time, to relate all individual and program efforts to the overall war on poverty as well as permitting continuing progress reports on these individuals and programs. This data will be aggregated to provide research information for evaluation and actual measurement of individual programs as well as total program effect by communities.

The management information computer system is a management tool—nothing more—but it is one of the most valuable ones we have in the war on poverty. As a total management information system is developed, it will permit management to require efficiency and economy, including tight financial discipline; to recognize problems in their formative stages and to respond to them quickly and positively on the basis of hard facts; and, to evaluate and reappraise programs and efforts. Most of all, this computer based system will strengthen our capability to identify, develop, and evaluate sound people-oriented programs to root out poverty where it exists in this Nation.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 20, 1965.

Hon. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives.

DEAR MR. CHAIRMAN: I am enclosing a statement prepared by Mr. Robert Kahn regarding a mid-decade census.

I would greatly appreciate it if his statement could be included in the record.

Thank you for your help and assistance.

Sincerely yours,

JEFFERY COHELAN,
Member of Congress.

LAFAYETTE, CALIF., May 17, 1965.

Congressman HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Government Statistics,
House Office Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: I recently wrote to Congressman Jeffery Cohelan suggesting to him that the national census be conducted at 5-year intervals rather than at 10-year intervals as has been the practice in the past.

I was pleased to learn that your subcommittee will be holding hearings on a proposal to authorize a national census of population in 1966.

I will not have the opportunity to be in Washington at this time but I would like, very much, to express my thoughts to you.

I would strongly urge that there be a census of population in 1966 and that it be as complete as the 1960 census. By that, I mean that it include a census of housing and all of the socioeconomic factors that were developed in the 1960 census.

It appears unnecessary to have to make the specific point—yet it seems most prudent to make the specific point—that the sound economic development of our country—and of business within our country—is dependent upon current and reliable information. A basic source of that information has been, in the past, the decennial census.

It happens that most of my clients are located in California, which is experiencing very rapid growth. As a result, the 1960 census data is becoming less and less valid as a basis of making economic decisions.

I make particular use of the information contained in the census in analyzing marketing areas for the purpose of recommending action, either for or against, on the development of retail business and shopping centers. I also apply it in guiding retail clients in whether or not to invest in retail stores.

I think it is obvious that soundly conceived retail expansion results in the best use of our economic resources. Bad expansion leads to job insecurity for the employees of retail stores and, through bankruptcy and liquidation, economic penalties to the suppliers of retail stores.

Basically, the net result of border-planned retail expansion is an economic penalty that the entire society cannot afford.

I realize that for many years the ability to conduct a complete census every 5 years was limited by the gigantic task involved in tabulating the data accumulated. Fortunately, this is a field where the benefits of our electronic data processing equipment has been a boon to the planners in our business community. I think everyone was most pleased with the speed with which the 1960 census was tabulated and published. Although I do not have specific dates, it seems to me that the data was available in less than half the time taken by the 1950 census. I realize that more data was published in 1960, and that it represented a job that would have been completely impossible with equipment available as recently as 1940.

The need for accurate and complete data more often than each 10 years has already been recognized in the policy to conduct the census of business, the census of manufacturing, the census of agriculture, and other such surveys every 5 years. The information from the business censuses is important to the economic planning of the country in general terms; the information available for making complete census of population is necessary for the specific planning decisionmaking in our economy.

Our forefathers established the 10-year interval. The Constitution was solely concerned with a required enumeration of population for the purposes of adjusting representation in the House of Representatives. I am certain that, despite their great foresight, they never anticipated an economy such as we have today, or else I am certain they would have required an enumeration every 5 years.

I further urge that the action taken by your committee be one of setting a new policy of a complete census of population every 5 years, rather than merely treating the proposed 1966 Census of Population as a special census.

Sincerely,

ROBERT KAHN.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 21, 1965.

Re legislation providing for a mid-decade census.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that some hearings have been held this session by your subcommittee on the captioned matter and that additional hearings are anticipated.

This letter is to express the hope that favorable action will be taken on the proposal authorizing a census in 1966. Such a census would be of inestimable value both to the city of Philadelphia and to the Commonwealth of Pennsylvania, which, like the rest of the country, urgently need current data to replace the now inapplicable 1960 census material.

The 1960 census statistics have become a grossly inadequate and ineffective base for the extensive steps forward which have since been made in the essential planning and effectuating of urban renewal, economic growth, the antipoverty program, and related social problems, as well as many other facets of our rapidly changing and advancing economy. The continuing and accelerated need for a mid-decennial census has also been underscored by surveys and reports from our municipal and State sources, as has already been indicated in testimony before your subcommittee.

With kindest regards,

Sincerely yours,

HERMAN TOLL,

Member of Congress, Fourth District, Pennsylvania.

STATEMENT OF JOHN C. BULLITT, DIRECTOR, NEW JERSEY OFFICE OF ECONOMIC OPPORTUNITY, IN SUPPORT OF PROPOSED MID-DECADE CENSUS LEGISLATION

According to estimates made by the Federal Census Bureau, the population of New Jersey increased more than 10 percent from the census of 1960 to 1964. We know that our State has been growing rapidly in population terms. We know that there is a great deal of movement in and out of our State. We know that certain communities are losing population while others are increasing very rapidly. This we know in general terms, but have no accurate data on which to guide the very essential programs for which I, as director of the New Jersey Office of Economic Opportunity, am responsible.

This presents a real handicap to effective planning, programs, and evaluation. The immediate decisions which I and many other administrators must face will be increasingly based on informed guesswork rather than fact.

Since we cannot wait 6 more years for accurate information, we will do our best until then. The various counties, municipalities, or State agencies will collect whatever information they can—which is usually very little. What is done involves duplication. It would be more effective, efficient, and economical to have centralized collection done for all pertinent jurisdictions by the most competent available agency—the Bureau of the Census.

Only by having an up-to-date basis, in fact, can programs be operated with maximum economy and responsiveness to the needs they are designed to serve. Only with such facts can appropriate public policies be developed in an ever more rapidly changing society.

It is for these reasons that I wish most strongly to endorse legislative proposals which would provide for a mid-decade census. Such a census could conceivably select less complete information than the decennial census, but nevertheless furnish much-needed data to help us proceed constructively and economically toward the identification and solution of social and economic problems.

We must have the information essential for program planning, for evaluation and for control. If we do not have the data against which to test the appropriateness and efficiency of our actions, then programs will continue which are no longer needed and new needs will go unrecognized. The success of programs can only be tested against the facts.

Data are needed for many other purposes as well. They are needed for practical everyday reasons immediately related to specific decisions on program allowance, eligibility, allotment. The claims of the needy citizens of New Jersey and every

State, and of the communities which are proceeding to establish community action programs, must be supported by detailed information.

We now refer back to 1959 data reflected in the 1960 census. We are making operating decisions in 1965 on the basis of facts as they were in 1959. Modern government is too big a business to operate on such an archaic basis. What business today would operate on the basis of a 6-year-old market survey?

Gaps in data are well recognized. I need not detail them here. The President's Committee on Employment and Unemployment Statistics, for example, known as the Gordon committee, in its report made specific reference to the serious inadequacy of State and local data on unemployment. Yet nationwide programs are developed and operated on the basis of these data. Another example is the effect of internal migration on population change. New Jersey has a relatively high rate of immigration. It is very unevenly distributed around several municipalities and counties of New Jersey. We run great risk of error if we simply assume for a decade that the past experience continues unchanged.

As director of the New Jersey Office of Economic Opportunity, I see every day a great need for improved and more current data about poverty and unemployment—not only to enable me and others working in this area to plan programs, but to measure their effectiveness. We especially need to measure the income effects of the several antipoverty efforts. Shifts in income by population and by area will be one of the prime ways in which we can judge the appropriateness and effectiveness of programs. This same information will also be needed to guide future legislation.

Whatever be the technical method of the data collection—whether by full census, by special census, by survey, or whatever, I am convinced we must have relevant information more frequently and I fully support a mid-decade census.

STATEMENT OF ROBERT F. WAGNER, MAYOR OF THE CITY OF NEW YORK

Congressman Staggers and members of the subcommittee, as mayor of the city of New York I thank you for affording me this opportunity to write to you once again in favor of a mid-decade census. As you know, I strongly supported such a proposal in 1961, when the Federal Government was planning a census for 1965. At that time, along with the heads of my key city departments and agencies and their technical staffs, I submitted many reasons why a mid-decade national census should be taken. With the passage of time arguments presented then have been proved to be even more valid.

GENERAL NEED FOR A CENSUS IN 1966

I believe there is overwhelming evidence pointing to a need for a continuing series of population and housing statistics on a small area basis. By this I do not mean only on a regional and subregional level, such as standard metropolitan statistical areas and counties, but also on the smallest geographical level practicable, by census tract and block. The Federal Government's vast computer resources could easily permit the achievement of such a goal.

Obviously, a detailed national census cannot be conducted annually. However, we are living in a dynamic period of our Nation's history when a decennial census—which was a superb innovation in 1790 and of inestimable value in 1960—no longer meets the needs of the many users of census data, in both public and private sectors. The amount of money spent on a 1966 census would be insignificant in relation to the billions of dollars spent on Federal, State, and municipal programs in the fields of public safety, health and welfare, educational and regulatory services, to say nothing of housing and urban renewal programs and highway and other transportation construction. Yet all these fields rely heavily for policy decisions and programing on data collected by the Bureau of Census.

REAPPORTIONMENT

It is well known that the political structures of all State and many local governments have been profoundly affected by the Supreme Court rulings concerning equal legislative representation, with apportionment to be based in the future on the distribution of citizens as determined by the most recent census. In this era of rapid urbanization and high mobility, apportionment based on the population distribution of even 5 years past is likely to fall short of the objective sought. Up-to-date information through a mid-decade census would facilitate equitable apportionment of legislative districts.

However, this aspect of the proposed legislation is not my primary purpose for making a statement to this committee. I am deeply concerned with the serious problems which this country's municipalities—my own included—are facing. In solving some of the complex tasks of urban government, we often turn to census data for guidance. However, the further we get along in time from 1960, the less useful are the 1960 benchmark data. The most urgently needed data are the very ones for which we have few adequate methods and tools (other than a U.S. census) by which to develop detailed current estimates.

POVERTY PROGRAM

The proper and equitable disbursement of time, effort and funds available for the antipoverty program is currently being evaluated. In order to concentrate our forces on those population groups that are in most need of our help, we must first know who they are and where they live. I urge that priority consideration be given to the income questions in the proposed census. The most effectively to administer the various types of poverty programs—some of which are already underway—we need more recent income information than 1959 income as reported in the 1960 census.

We need current income by size of family. We need data on households by income, further refined by detail on the age, sex, and marital status of the head of household. We need to know what portion of the income of the low-income families and individuals is allocated for rent. When such cross tabulations are produced, the smaller the geographic area the better. We need to identify the specific geographic areas in which poverty of different types is concentrated.

Accompanying income figures, there should be figures on our labor force. We need to know where our unemployed are living and who they are. We need guidance as to whether we need more jobs for skilled persons or more education to raise the skill levels of the unemployed and whether the unemployed are young, middle aged or old—male or female.

LAW ENFORCEMENT

New York City's needs for mid-decade census data are intimately related to the daily activities of the agencies serving its people. As an example, one of the concerns of my administration has been law enforcement and the prevention of narcotic addiction and juvenile delinquency. The city's police department and youth board cooperate in studying the characteristics of the city's communities relative to the incidence of crime and juvenile delinquency. These statistics are essential to planning various remedial and preventive actions. However, it is difficult to assess the significance of current crime occurrences for a specific area if our descriptive population data for that area are 5 years old. We need current population data on which to base the computation of crime rates to make them meaningful.

HEALTH, WELFARE, HUMAN RIGHTS

A mid-decade census would provide an important focus for the development of current estimates and forecasts much needed by city agencies concerned with the health and welfare of our population. We tabulate vital statistics and other health statistics by age, sex, and race, for small areas of the city, but do not have current population information on which to base our computations of disease rates and thus to pinpoint our health problems more precisely. We compile detailed current welfare expenditure statistics, but because we lack current general data, we cannot determine the proportion of our total population which is receiving aid of various types.

We are justly proud in New York City of having pioneered in legislation barring racial or religious discrimination in the sale and rental of private housing and the rental of public housing. The programs of our commission on human rights must be backed up by research; our progress in this field can best be measured through more frequent local area census data.

CURRENT ESTIMATES AND MIGRATION FORECASTS

In New York City, the major missing ingredient in order to estimate current population is migration data. The increasing urbanization of our Nation's population and the high degree of their mobility makes it especially important to be able to track such movements and to identify the characteristics of persons

who are migrating. Even the simplest type of mid-decade census would enable us to compute net migration by age, race, and sex. This is a key to the Nation's economy and of interest to municipalities of all sizes. No area can plan only for the needs of its present residents. It must also forecast and plan for the needs of its future residents—those to be born in the community as well as persons migrating to the area.

I might also note that in order to qualify for Federal grants of various types or to report on the proper utilization of such funds, we are often asked by Federal agencies to provide current and forecast measures of population and housing. The Federal Government, by instituting a mid-decade census in 1966, to be extended to a regular and permanent quinquennial census program, could aid in making our estimates and forecasts more accurate.

URBAN RENEWAL AND HOUSING

This is especially true in the field of urban renewal. While cities can, through their own records, keep account of changes in the physical housing inventory brought about by new construction, demolition and so forth (and this is no mean task for a city the size of New York) such a physical inventory is limited. It does not cover the characteristics of the housing supply and household composition, which are essential to our planning for urban renewal. The proposed 1966 census, at a minimum, should contain all of the population and housing items included in the hundred percent count for the 1960 census.

Those full-count items are necessary for block statistics which are essential elements in the small area analysis for New York City's urban renewal program. Without this vital information it becomes extremely difficult for our planners to evaluate whether areas should be cleared, subjected to conservation, or to rehabilitation of a long-term or of a short-term stopgap nature and to suggest meaningful priorities for these actions. Block data are also needed to arrive at relocation requirements which may be involved. Such small area information is indispensable to the developments of an overall community program, including some determinations of the costs involved.

TRANSPORTATION AND OTHER REGIONAL PLANNING

Another field of cooperative Federal, State, and city endeavor which has come into the forefront in recent years has been that of regional transportation planning. There is urgent need to measure the relative growth of the central cities—the focal points for transportation, employment, major shopping and cultural pursuits—as opposed to the suburbs. There was much evaluation of the population decline of the central cities relative to their suburbs during the 1950–60 decade. Now there seems to be some basis for believing that this phenomenon has begun to reverse itself. However, without a national mid-decade census we are guessing.

In summary, I wish to reiterate my administration's position on the urgency, appropriateness, and fortuitous timing of a national census in 1966. In a swiftly changing world and national environment, such a census would serve a function of almost inestimable value. Only the highlights of those uses which have dramatic public impact have been enumerated above, although there are thousands of other applications widespread throughout our Nation's social, welfare and economic research activities. A current census assumes especially great importance in terms of:

- (1) The need to have an updated basis for the apportionment of legislative representation.
- (2) The need to have a firm statistical base for the development and implementation of Federal, State, and municipal programs to eliminate poverty, inadequate education and unemployment.
- (3) The need to have critical local area data to plan and evaluate programs in the areas of law enforcement, narcotics addiction and juvenile delinquency.
- (4) The need for local area measures to discover the geographical distribution within the city of complex problems related to health, general welfare, and discrimination of all types—race, sex, age, etc.
- (5) The need to have more frequent benchmark data against which to check forecasts of the probable levels of population and households, so essential to planning for the urban areas of tomorrow.
- (6) The need for detailed local area population and housing data in order to cope with the shorter range problems related to housing and urban renewal and to the planning of our city's economy, its community and cultural facilities.

(7) The need for adequate and current data to implement the broader regional studies which are to affect the lives of the citizens of vast urban complexes, particularly in the fields of transportation and recreation.

I hope my views will be of assistance to you in your deliberations. I strongly support the concept of a mid-decade census, and urge the approval of legislation authorizing and directing such a census.

OFFICE OF THE MAYOR,
San Francisco, June 4, 1965.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the city of San Francisco, I am writing to you to express my strong support of H.R. 8613, and similar bills which would authorize a national census of population, unemployment, and housing in the year 1966 and in 1975, and subsequent mid-decade years. The need for current and reliable information concerning the cities of our Nation is fully understood by those of us, who are responsible for administering municipal governments.

To my knowledge, there is no better way to obtain satisfactory information concerning our population and housing, and all the specific details which we require for municipal programs than through the census. Alternative sample survey programs which have been put forth, although helpful for our planning purposes, in no way can be accepted as substitutes for a census. As the wealth of information and detail available from the 1960 census for the city of San Francisco clearly demonstrates, a 1966 census which would furnish us with the block-by-block and street-by-street information is badly needed in our anti-poverty, education, rapid transit, health and welfare, urban renewal slum clearances, and many other programs.

Moreover, it seems to me as a former Member of the House that Congress has a responsibility to itself to see that these Great Society programs accomplish their most worthy objectives. Certainly, Congress should not appropriate funds without current information concerning such vital factors as population growth, unemployment, family income and all of these factors should be known in terms of age, sex, race, marital status, educational level, and all the rest. In my opinion, the cost of this proposed census is cheap when compared to the \$70 billion which the Federal Government will spend in grants-in-aids to the States and local communities during the next 5 years.

Our great State of California and the city of San Francisco have special needs for a new census now, because of the population growth and shifts since 1960 and the pressures which these forces exert upon all of our facilities. And, I know I speak for every mayor of every city, when I ask for information to help fulfill the promises of our Great Society.

With every best wish, I am,
Sincerely,

JOHN F. SHELLEY, Mayor.

THE CITY OF NEW YORK,
CITY RENT AND REHABILITATION ADMINISTRATION,
New York, N.Y., May 27, 1965.

HON. HARLEY O. STAGGERS:
Chairman, U.S. House of Representatives, Subcommittee on Census and Statistics, of the Committee on Post Office and Civil Service, Washington, D.C.

DEAR REPRESENTATIVE STAGGERS: May I add my voice to those of other New York City officials in support of proposed legislation for a 1966 census. And may I urge also that this census should not merely be a "head count" but should gather descriptive information about the households and their housing arrangements.

Particularly valuable to the work of my staff would be block-by-block and tract statistics relating to such characteristics of households as income, size, ethnic group, and labor force attachment. Of equal interest would be such characteristics of housing units as rent, size, amenities, and type and condition of structure.

The dynamics of urban change, and the increased dependence on reliable current data as a basis for informed decisions lead to the inevitable conclusion that 10 years is too long an interim from one census to the next. Provision should be

made in the future for a census to be taken every 5 years, at the mid-decade as well as at the decade.

Sincerely,

HORTENSE W. GABEL, *Administrator.*

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., June 7, 1965.

Hon. HARLEY O. STAGGERS,
Chairman, Subcommittee on Census and Statistics, Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: Reference is made to your letter of April 13, 1965 inviting the Commissioners of the District of Columbia to furnish your subcommittee a statement concerning the need for a 1966 national census.

The Commissioners very much appreciate your invitation to make a statement on the need for a mid-decade census. Without addressing ourselves to any specific legislative proposal, the Commissioners strongly support a mid-decade census of population and housing. In this matter we agree with the vast majority witnesses who testified before your committee in 1962, and we wish to resubmit our 1962 statement, a copy of which is attached.

Indeed, the needs expressed in our 1962 statement are even more critical now than they were then. New and large-scale programs that have appeared in recent years make the absence of current demographic information, detailed both in characteristics and in geography, an increasingly critical problem. The maturing of the community renewal program of urban renewal, the rapid growth of the anti-poverty activity, and the acceleration of transportation planning, are examples of rapidly developing urban programs that are very seriously hampered by the lack of current demographic, social, and economic information which the censuses of population and housing provide. These examples are not unique to the District. They are national programs that affect every city, and the need is serious in almost every large metropolitan area.

But in addition to these vast new programs that the District shares with other municipalities, there are other very important programs unique to the District, the rational planning of which founders on the obsolescence of the 1960 Population and Housing Censuses, as, for example, the District's efforts to establish higher education facilities, and its efforts to establish an efficient precinct and voting structure and political framework in anticipation of possible home rule. Social mobility in the District, both horizontal and vertical, is very dynamic. The District is part of the fastest growing metropolitan area in the Eastern United States. As we proceed through the last half of the present decade, it is no exaggeration to say the need for reasonably current and accurate demographic information will become desperate.

The U.S. Bureau of the Census now conducts six separate censuses—population, housing, agriculture, business, manufacturing, and governments. Each of these, with the exception of the population and housing censuses, is now authorized and conducted every 5 years. Yet the population and housing censuses constitute a basic, in many cases the basic, information source for most urban planning and other municipal and metropolitan programs. With the enormous growth of urban populations, so that metropolitan areas now contain the vast bulk of the entire American population, and with the corresponding growth in metropolitan problems and programs, it is simply a basic necessity that the censuses of population and housing be conducted more often than once every 10 years.

The Commissioners have been advised by the Bureau of the Budget that while there is no objection to the submission of this report, the Bureau is opposed to enactment of the proposed legislation.

Sincerely yours,

JOHN B. DUNCAN,
Acting President,
Board of Commissioners, District of Columbia.

STATEMENT FOR QUINQUENNIAL CENSUS HEARING (1962)

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 efforts 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.

WALTER N. TOBRINER,
President, Board of Commissioners, District of Columbia.

STATEMENT OF PATRICK HEALY, EXECUTIVE DIRECTOR, NATIONAL LEAGUE OF CITIES, ON BEHALF OF THE NATIONAL LEAGUE OF CITIES, WASHINGTON, D.C.

Mr. Chairman and members of the committee, I am Patrick Healy, executive director of the National League of Cities (formerly the American Municipal Association), an organization representing approximately 13,000 cities and towns of all sizes throughout the country, in support of H.R. 6183, by Representative Staggers, and similar legislation which would authorize quinquennial censuses of population. At NLC's most recent annual congress of cities, held in Miami Beach, Fla., last July, representatives of these 13,000 municipalities unanimously adopted the following statement of policy governing this matter:

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.

The Nation's local governments provide the immediate and vitally necessary services to America's increasingly urban civilization. At the local level, municipal officials are engaged in the creation of a climate for the full development and utilization of the human and economic resources of the Nation. Municipal officials do, indeed, accept and welcome this responsibility. In fact, they oppose any effort to delete or delegate this primary aim of local government.

In the effective discharge of our responsibilities, however, municipal officials face a series of extremely complex problems. Some cities have an aging physical plant requiring renewal and restoration which must be used to provide intensified local government services. Some municipalities face the impact of a staggering population growth with an influx of emigrants from rural areas and young families with a great demand for schools, sanitation facilities, and other municipal services. People are not only moving into cities and towns, but municipalities across the country are expanding their boundaries to embrace them.

Many municipalities must deal with acute problems of juvenile delinquency, unemployment, underemployment, aging populations, concentrations of minority groups, and declining populations. This list could be expanded indefinitely; for, where there are people with problems, the first agency to receive 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 providing of a wide variety of public facilities, including, to name but a few, water supply, transportation, 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 required here come largely from the census of population undertaken by the Federal Government. When municipal officials make decisions on such subjects, they must have the most information available on the population these facilities and programs are intended to serve. A sewage treatment plant which will efficiently serve a population of 25,000 will not be efficient for a population of 50,000. When municipal officials plan any basic public facility, they must judge its capacity in relation to the needs of the city and its ability to provide them. For this determination they must know what their population is now, what their facilities are, what the characteristics of the population are, what they expect all of these to be like in the future. If they had to make decisions in 1959 concerning investment in any public facility, they would have been working with census data which was 9 years old. They would have been projecting growth rates and other factors into a future from estimates based upon out-of-date data. The same can be said for deliberations taking place today which are based upon 1960 figures.

This places 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 depends upon having 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 municipal officials design a facility to serve people locally, it should do just that. It should not be obsolete just after it is finished due to overloading or overcrowding. Simple economics require that facilities be built which will serve their intended purpose for a maximum period of time. Adequate census data is the cornerstone of this effort.

A 10-year census is an indispensable tool for national planning—public and private. No one could seriously suggest that municipal officials base their decisions on census figures taken every 15 or 20 years just because taking a census every 10 years is too costly. The information obtained from this national survey of population 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 every 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 the Nation has in preserving our 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, poverty, and other programs. The successful operation of these programs depends upon sound national and local planning work based upon accurate population data. To get the most out of the public dollars entrusted to them, municipal officials must have up-to-date population data for use by the planners and administrators of the programs, as well as the decision-makers who must evaluate the basic needs of this community and make the decision to carry out any given governmental action. I would suggest that Congress, in its decisions on these programs, would benefit the most updated census data. The same observation would apply, I think, to the decisions concerning these programs which must be made in the executive branch of the Federal Government. Here, as is the case at the local level, it is a question of whether the expenditure of great amounts of money are buying what they are intended to buy; or, whether they are being devoted to a problem which has passed as opposed to problems which are emerging.

In closing, let me add that I think that the committee is to be highly complimented for their devotion to this problem. Municipal officials are certain that the preponderance of the testimony given at these hearings by experts and laymen alike supports the contention of municipal officials that you should favorably consider legislation which authorizes quinquennial censuses.

Thank you for permitting us to testify on this matter.

AMERICAN INSTITUTE OF PLANNERS,
Washington, D.C., June 1, 1965.

HON. ARNOLD OLSEN,
Subcommittee on Census and Statistics, House Post Office and Civil Service Committee, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN OLSEN: We appreciate the opportunity of submitting a statement supporting H.R. 6183 and other bills that prescribe a mid-decade census of population, unemployment, and housing.

Your subcommittee has heard a good deal of testimony on this legislation in this and the previous two sessions of Congress from professional city planners across the country. The need for a mid-decade census has been thoroughly documented by these officials who are actually grappling with the day-to-day problems of predicting and planning urban development. Planners probably use census material more than any other single group. In fact, approximately 7 out of every 10 key census persons designated by the U.S. Census Bureau to advise on local collection of census material work for local planning agencies.

In this letter, we would like to add a few national considerations from the viewpoint of the planning profession in support of H.R. 6183.

First, it should be stated that the testimony you heard from individual planners in subcommittee field hearings and in Washington, D.C., does represent the experience and views of the entire profession. The 3,900 members of the American Institute of Planners are solidly behind the need for accurate, timely census data and this statement in favor of H.R. 6183 does represent official institute policy.

It has been said one of the main purposes of community planning is to provide the facts necessary for the right public decisions.

Just as correct data is needed in preparing a legal brief, so correct research data is necessary in making wise decisions affecting urban development. Using data collected in 1960 to describe conditions or trends of 1965 is not only inaccurate, but dangerous, for many important decisions involving zoning, highway location, extension of sewer lines and building new schools depends upon accurate, current community data. Such data also forms the basis for future predictions. The dynamics of urban change and growth make a decennial census inadequate to the task.

Of course the planner is forced to estimate population and housing data in the absence of an accurate census. These estimates can never approximate the accuracy of census data.

Another point in this connection needs to be mentioned. There is a severe shortage of trained planners on the State and local level. Considerable attention has been given by previous witnesses to the cost to local agencies of making the estimates necessary to supplement decennial census data. Some of the cost represents irreplaceable staff time that must be diverted from other important tasks. Recent studies have shown about 300 planners graduate each year from recognized graduate schools, but there is a demonstrated, measurable need for at least 500 a year. The time of these trained professionals is valuable, and many agencies have been forced to divert an inordinate amount of time to updating census data, often without comparability to similar programs in surrounding jurisdictions.

The Bureau of the Budget, in opposing a mid-decade census, stated that sample surveys could provide essentially the same data as a full-scale census. No doubt this is true on the National, State, and large metropolitan area level. But samples do not provide accurate data for small cities, neighborhoods, or blocks—the area with which most working planners are concerned. It is developing estimates for these smaller components that requires so much time and energy at the present time.

The point has been made that many Federal programs of assistance to States and localities, in coping with problems of urban growth, are tied to census figures in establishing allocations among States. For example, two laws tied to 1959 income data that have been recently enacted are the antipoverty program and the allocation of aid to local school districts. As technicians working in urban growth areas, we must express our concern that the fast-growing parts of the country—those in severe need of Federal assistance in providing services for new residents—are discriminated against in these Federal allocation programs. This problem will increase, for each session of Congress enacts new and more comprehensive programs of Federal assistance. There are at least 60 now in daily use by local urban officials, ranging from hospital construction to new parks. These scarce Federal funds should be used in the areas they are needed most, and upon an equitable basis. If allocation of the funds is tied to population distribution patterns more than 5 years old, it is our opinion that the funds will not be fairly distributed.

The benefits from conducting a census of population and housing every 5 years will far outweigh the costs, and it is in the national interest to do so.

Sincerely,

ROBERT L. WILLIAMS,
Executive Director.

AKRON, OHIO, June 1, 1965.

Congressman ARNOLD OLSEN,
House Post Office and Civil Service Committee,
House Office Building, Washington, D.C.

On behalf of the American Marketing Association, I wish to enter into the record of your committee hearings the following copy of a message sent earlier to the Census Bureau regarding a mid-decade census of population and housing:

The board of directors of the American Marketing Association unanimously passed a resolution encouraging the Census Bureau to request Congress for enabling legislation for mid-decade census of population and housing starting in 1975.

This resolution reflects the views of many of our members who feel that the decennial censuses of population and housing are no longer adequate to meet the informational needs of our complex and dynamic economy.

The businessmen and university scholars who make up the membership of the American Marketing Association are concerned with improving the effectiveness of the marketing of the Nation's output of goods and services. Business decisions and the analysis of business problems are typically based upon a mixture of factual information, guesswork, and intuition. The greater the proportion of factual information in this mixture, the more likely are sound decisions which promote economic growth.

Factual information on population growth and mobility and on changes in the housing inventory of small geographic areas contained in the censuses of population and housing is vitally important to many marketing decisions and to the analysis of critical business problems. When this factual information becomes 6, 8, or 10 years old it really is not as "factual" as it appears, and it becomes ever more difficult to use, even with major adjustments. Although the process of making such adjustments is burdensome, it is not impossible. It is done all the time. The real difficulty lies in the fact that procedures used in adjusting data become less and less reliable the further one moves from the benchmark. Adjustments from 6-, 8-, or 10-year-old census data provide local area information which is accepted as "factual" only because of its honorable heritage.

If the business and public policy decisions which rely on this information were small and inconsequential, the American Marketing Association would not be bothering you with this letter. But these decisions are large and they are important. Many of these decisions involve hundreds of jobs and millions of dollars; others are larger. The public policy decisions which rely on these data are even larger.

The stakes are simply getting too high to continue to rely on the decennial censuses. We realize that such census programs are costly, but poor planning resulting from inadequate information would be even more costly to the entire country. Widespread and intensive use of basic population and housing information in all facets of civic and business activity in a \$600 billion economy fully justify essential census programs.

This resolution in no way deprecates the sample surveys conducted by the Bureau of the Census at annual or more frequent intervals. These programs are widely used for many business purposes and they should be continued. The expansion of current population surveys to include annual estimates of population by metropolitan area is especially noteworthy. Our feeling is that censuses of population and housing every 5 years would strengthen the sample survey program.

Many State and local governments, professional societies, business groups, and individual Congressmen have already given their full endorsement to a 5-year census. As a nation we already recognize the need for updating benchmarks about agriculture, business, manufactures, mining, State, and local government, and transportation every 5 years. The need for 5-year benchmarks for population and housing are equally compelling.

We hope that this resolution by the American Marketing Association will encourage the Census Bureau to:

1. Recontact the many groups who previously expressed themselves on this subject.
2. Reconsider the mid-decade program with 1975 in mind instead of 1965 and develop an appraisal as favorable as warranted by facts and support found.
3. Present this appraisal to proper key administrative officials and appropriate congressional committees or members.
4. Seek enabling legislation now. The inauguration of a quinquennial census of population and housing might have important implications for the 1970 censuses. Planning should begin as early as possible in order to assure a smooth transition from a decennial to a quinquennial program.

In this effort you may wish to cite the American Marketing Association's resolution. Not only do we urge you to do so, but we will gladly assist any way we can in your efforts to implement this resolution.

Sincerely,

AMERICAN MARKETING ASSOCIATION,
EDWIN H. SONNECKEN, *President.*

STATEMENT OF ROYE L. LOWRY, EXECUTIVE DIRECTOR, FEDERAL STATISTICS
USER'S CONFERENCE, WASHINGTON, D.C.

When hearings on a proposed mid-decade census were held in 1962, the Federal Statistics Users' Conference asked its members to reply to a series of questions propounded by the subcommittee at that time. In order to contribute most effectively to the subcommittee's deliberations at this time, members of FSUC were again asked to reply to the same questions they answered in 1962.

CENSUS WOULD BE USED

As in 1962, members of FSUC again indicated that they would make extensive use of statistical materials forthcoming from a 1966 census.

As in 1962, many nongovernmental uses would be business uses. These business uses would be primarily for economic and market analysis and for updating benchmarks to use for city and other small area samples for private economic and market surveys. Facility location, urban renewal and metropolitan area comprehensive transportation planning were other uses of mid-decade census materials named by members of FSUC.

COUNTY STILL MOST USED GEOGRAPHIC UNIT

In 1962, members indicated interest in geographic detail in statistics in the following order:

- County
- Metropolitan area
- State
- City
- Census tract
- Block

Now, members indicate the following order of importance in geographic detail:

- County
- State
- Metropolitan area
- City
- Census tract
- Region
- Block

HEAD COUNT CENSUS IS NOT ENOUGH

As in 1962, members of FSUC would not find either a simple head count of persons or a single count of housing units adequate for their purposes. Only one-fourth of FSUC members replying to the questionnaire would be satisfied with simple counts of persons or housing units.

CURRENT SURVEYS STILL PREFERRED BUT BY SMALLER MARGIN

In 1962, only one FSUC member in three who responded to the subcommittee inquiry preferred a mid-decade census to expanded current surveys. In 1965, two in five preferred a mid-decade census to expanded surveys.

In both years, FSUC members who answered the subcommittee's questions expressed a considerable amount of concern about the need to choose between current statistical data (surveys) and a periodic census. Many users who are favorable to the census in principle support expansion of current survey programs when forced into a choice between the two. A number expressed concern about the possibility that a 1966 census might "endanger" current programs.

Others, who feel that their need would be best met by a mid-decade census opt for expanded survey programs instead because of the lower cost of surveys.

WHY SOME HAVE CHANGED THEIR MINDS

Some users who favored an expanded survey program in 1962 now support the proposed 1966 census because the changing character of business problems with which they deal call for more detailed information than would be forthcoming from an expanded survey program.

Others who favored an expanded survey program have become disillusioned about the prospects for aggressive action to make the program proposed by the Budget Bureau in 1962 a reality. They favor a 1966 census because they see no prospects for getting needed geographic detail in any other way.

Still others, who supported expanded surveys and a mid-decade housing inventory now favor a 1966 census and future mid-decade censuses as a more likely way of assuring a mid-decade housing inventory.

On the other hand, some who supported a 1965 census do not favor a 1966 census. They feel that census staff and resources would not be able to carry through a high-quality 1966 census and plan adequately for the 1970 census at the same time. These users would rather see the Bureau of the Census plan its program for the 1970's on the basis of a 1970 census, a 1975 census, together with modifications of current programs as a single package—an information system to yield the demographic, social, and economic information about people needed to meet the upcoming problems of the seventies.

CENSUS SUPPORTERS WOULD ACCEPT SOME TIMELINESS LOSSES

Those who favor a mid-decade census are much stronger in their support than they were in 1962. Then, only a third of those who favored a census would do so if it meant a loss of timeliness in other census programs; now, two-thirds of those who favor a census consider it more important than maintaining the timeliness of other census programs.

PUBLIC NEEDS SHOULD DETERMINE

Respondents to the FSUC questionnaire strongly felt that the question of whether there should be a 1966 census should be determined by the needs for information for public policy decision-making.

Two respondents felt so strongly about this that they did not give their views on the matter of surveys versus a census. They felt that public policy needs were foremost and they they as individual users were not competent to determine whether such need would be served better by a 1966 census or by expanded surveys.

A number of users who supported the proposed 1966 census clearly felt that such a census would be justified only if it were required for public policy needs. Likewise, a number of users who preferred an expanded program of surveys qualified their views by indicating that the decision should be made on the basis of informational needs for public policy purposes.

UNITED STATES SAVINGS & LOAN LEAGUE,
Chicago, Ill., May 10, 1965.

HON. HARLEY O. STAGGERS,
U.S. House of Representatives, Subcommittee on Census and Statistics of the
Committee on Post Office and Civil Service, Washington, D.C.

DEAR MR. STAGGERS: The recent public hearing of your Census and Statistics Subcommittee of the House Post Office and Civil Service Committee on pending mid-decade census legislation has come to my attention. In this regard, I would like to submit the following statement for inclusion in the hearing's record:

The United States Savings & Loan League, servicing over 5,100 associations with total assets in excess of \$115 billion, supports fully the proposed mid-decade census legislation.

With the rapidly changing social and market structure of our dynamic economy, it is imperative that the census benchmark data be brought up to date. As a prime user of census data, we find it increasingly difficult to accurately measure shifts in markets and market conditions when the latest benchmark data is over 5 years old.

The rapid growth of the savings and loan business since 1960 has made individual associations acutely aware of the need for the best possible market data on its area so the association can serve adequately the thrift and housing markets. A major source and often the only source of data and information on the local economy is derived from census publications.

Therefore, we respectfully urge that the mid-decade census legislation be given full consideration and implemented at the earliest possible date.

I hope the above statement will be of assistance to you in your efforts to obtain the necessary legislation for a mid-decade census.

Sincerely,

NORMAN STRUNK,
Executive Vice President.

PELHAM, N.Y., May 10, 1965.

Mr. HARLEY O. STAGGERS,
Chairman, House Subcommittee on Census and Statistics, U.S. House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: I send you herewith a statement on the proposed mid-decade census of population, unemployment, and housing, as requested in your letter of May 3.

As the time available for preparing this statement did not permit consultation with my former colleagues or with members of the committee staff, my form of presentation may not be exactly standard or I may have failed to cover all the points that you are most interested in. Please feel free to select parts that you think would be most useful, or if time permits, to ask for supplementary comments.

Yours sincerely,

ROBERT W. BURGESS.

STATEMENT BY R. W. BURGESS

This statement has been prepared in response to a request from Mr. Harley O. Staggers, Chairman of the Subcommittee on Census and Statistics of the House Post Office and Civil Service Committee. The request was addressed to the undersigned as a former Director of the Census, my service having run from February 4, 1953, to March 3, 1961.¹

I am firmly convinced of the desirability of more frequent complete enumerations of the people of the United States, with determination of the changes during consecutive 5-year periods in the populations of cities, counties, and other civil divisions, and also the changes in their characteristics, including distribution by age, sex, marital status, housing, personal and family incomes, employment and unemployment, and education. These statistics are needed on an accelerated schedule to help formulate and carry through satisfactory plans for national advancement. A large proportion of the statistical and economic framework that underlies the operation of American governmental and industrial institutions originates in the various censuses. Many of the major improvements that have been introduced from time to time in our national mode of life could not have been developed without these census results.

Careful consideration has been given to the use of sampling procedures as a substitute for a mid-decade census. There is no question that sampling does provide acceptable estimates to deal with situations which change gradually from month to month by the cumulative effect of changes in individual elements. But when the population of a county or smaller unit increases in a 10-year period by 80 to 100 percent or more, I do not believe the results of sampling will satisfy users of the statistics.

The need for a census rather than merely the results of a sampling study depends on an appreciation of the significance of the range of the statistical results. For instance, the average percentage increase in the population of the United States from 1950 to 1960 was 18.5 percent, while the figures by States ranged from 78 percent for Nevada to a loss of 7 percent for West Virginia. It is agreed that the overall change for the United States as a whole could be and was estimated correctly enough from the records for births and deaths, immigration and emigration, and movement of the Armed Forces in and out of the country, even though some of these basic records use some sampling. There is, however, no set of records for migration between the States or between counties and other civil divisions. Moreover, a complete national census is required to secure changes in age distribution, personal and family incomes, marital status, education, and other characteristics of the population.

Historically, this country conducted the first national population census in 1790 and has continued to take censuses of increasing complexity every 10 years. Parts of these censuses covering subject matter fields such as manufactures and agriculture were separated more or less from time to time and ultimately taken several years before or after the main population census. The purpose of this separation as carried out recently was to spread out the burden on the computing and other equipment. The established plan now is to take censuses of agriculture, manufactures, business, transportation, and State and local governments every 5 years. The proposal for a mid-decade population and housing census is in one sense merely an extension of a schedule which has proved desirable in other fields.

¹ See also statement of Dr. Roy V. Peel, Director of the Census from 1950-53, p. 118.

GOVERNMENTAL AFFAIRS INSTITUTE,
Washington, D.C., May 12, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics, Committee on Post Office and
Civil Service, House of Representatives, Washington, D.C.*

MY DEAR CHAIRMAN STAGGERS: Thank you for your letter of May 3 with its inquiry on pending legislation to provide for a mid-decade census of population. As you know, this matter of a mid-decade census has come up from time to time in the past and I'm glad to know your subcommittee is considering these proposals now.

During my own 4 years as Director of the Census (1961-65) I noted at firsthand the many requests made of the Bureau for detailed information about our country, especially for detailed information at what is called the small area level. National and regional data can often be provided during the 10-year census-taking gap by use of sample surveys, but the problem of small area statistics remains.

Now that 5 years have passed since we last detailed the benchmarks of our society, there is a constant need to update data at the level of the county, city, town, township, ward, district, and other minor civil divisions. So very often business and government planning cannot function effectively on the basis of national and regional sample surveys, nor even on State and metropolitan area estimates, no matter how good these are—and they are good.

Programs for education, plans to combat poverty, civil rights and voter rights efforts, to mention just a few in the headlines today, are examples of the need for detailed, exact data at the small area level. In the rapidly changing America of the sixties, a mid-decade census would appear to be the best method by which these data might be secured, and I would hope your subcommittee might give favorable consideration to this pending legislation.

Sincerely,

RICHARD M. SCAMMON, *Vice President.*

FORD MOTOR CO.,
Dearborn, Mich., May 7, 1965.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics, Committee on Post Office and
Civil Service, House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN STAGGERS: I apologize for the delay in answering your letter of April 12. My current assignment at Ford takes me into the international arena and I have just returned after spending a couple of weeks in Europe and a week in South Africa.

While the pressure on my time does not permit me to prepare a revision to the statement submitted to your subcommittee in 1961, I would like to reaffirm that I still strongly hold the view that a mid-decade (1966) census is urgently needed.

Ford Motor Co. would find such information extremely helpful in establishment of dealer locations and in many other important marketing areas such factual information, in turn, will help to increase the efficient marketing of automotive products to the customer.

For the purpose we have in mind, it would be desirable if the data were in sufficient detail so that information would be accurate by census tracts and city blocks.

Also, it would be extremely helpful to have information on employment migration, education, and income as well as the standard items of age, sex, color, and family relationship.

We would hope that the development of such important data would in no way affect the scope or timeliness of other census programs. However, we would be prepared to accept some loss in timeliness if this could not be avoided.

Cordially yours,

R. J. EGGERT,
Manager, International Marketing Research.

STATE OF ALASKA,
Juneau, June 9, 1965.

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

DEAR CONGRESSMAN MURRAY: It has been brought to my attention that your committee is considering legislation which would provide for a mid-decade census and has held public hearings on this subject in the first part of May.

If not too late, I would like to add my voice to those who favor such legislation. Information developed by such a census would be invaluable at this time when Alaska and other States are moving to comply with the Supreme Court's reapportionment decision.

Kindest regards.

Sincerely,

WILLIAM A. EGAN, *Governor.*

COMMONWEALTH OF VIRGINIA,
COUNTY OF FAIRFAX,
Fairfax, Va., June 9, 1965.

Hon. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics, House Committee on Post
Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR MR. STAGGERS: The Board of Supervisors of Fairfax County, Va., at its meeting on June 2, 1965, unanimously endorsed a mid-decade national census. There are many kinds of data which can be accurately measured only by a census, such as details on composition of the population, labor force, families, etc. Since this information is vital to our county in planning for future needs, we would benefit considerably from having a thorough professional census made.

One event of particular significance which has occurred since the 1960 census is the construction and completion of virtually all the interstate highway system within the county. We know that this has had a dramatic impact on our employment, residential, and transportation patterns. We feel it would be most unfortunate to have to wait until after 1970 to determine in detail what the changes have been.

There are several other specific problems we have encountered. Perhaps the most important is projecting our future school population and the new classrooms which will be required. Another need is for good commuting data in order to project our transportation needs. Up-to-date information on income distribution, housing, and valuation, aids us in projecting anticipated revenues, and in accurately identifying the development patterns of the county. In addition, we would like the basic information to evaluate more carefully our low-income problem.

Representatives of Fairfax County would be happy to appear before your committee to testify in detail on the value of a mid-decade census.

Sincerely,

CARLTON C. MASSEY, *County Executive.*

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 14, 1965.

Hon. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Census and Statistics,
Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: As a member of the Housing Subcommittee of the House Committee on Banking and Currency, I have been concerned for some time now with the need for accurate information and statistics on housing and population. Activity in the operating programs to rebuild our cities is proceeding at an accelerated pace. Billions of dollars, public and private, are being invested in housing, urban renewal, city planning and community development activity. As you know, the House will shortly take up the 1965 Housing and Urban Development Act which authorizes a 4-year, \$6.1 billion housing program.

The traditional decennial census does not reflect the dynamic shifts 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 past decade were seriously handicapped by the fact that 1950 data were obviously out of date and 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 and such data are essential to prevent gross errors in urban planning and community development.

Despite the adverse position taken by the Bureau of the Budget on the proposal for a middecade census, Mr. Robert Weaver, Administrator of the HHFA, expressed the firm support of the Housing Agency for this legislation and outlined the need for current information on housing characteristics and the correlation of these characteristics with population. I agree with Mr. Weaver that there is a need for detailed data on the condition, value, and rents of the housing inventory in specified local areas and subareas. Data are needed for census tracts and blocks to measure blight and the spread of blight, and to determine whether renewal should be undertaken. To plan for meeting the relocation housing needs of families to be displaced by urban renewal and other public improvement programs, it is necessary to ascertain the characteristics of families occupying units in areas scheduled for demolition. Detailed information is required as to the condition, size, rent or value of occupied and vacant housing units in individual housing markets and submarkets, if adequate market analyses are to be made preparatory to insurance of mortgage loans or commitment of direct loans under various housing programs.

There is one final point which needs to be made in regard to housing statistics and information. Numerous representatives of the housing industry as well as city officials came back to it time and again in testimony before your subcommittee. That is the need for small-area information. 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 priorities should be given and I urge that the scope and level of the quinquennial census include block data in order to realize the fullest value of the census dollar.

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 housing to the level established by the Housing Act of 1949—a decent home and a suitable environment for every American family. Only by constantly reassessing our housing statistics program can we continue and develop programs aimed at achieving this objective.

In closing, Mr. Chairman, I want to say that I think your subcommittee is to be complimented for its excellent work on the legislation in question. With kind regards,

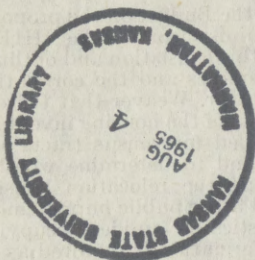
Sincerely yours,

THOMAS LUDLOW ASHLEY, *Member of Congress.*

Mr. POOL. This will conclude all the hearings on this subject.
Thank you.

(Whereupon, at 11:55 a.m., Wednesday, May 12, 1965, the subcommittee was adjourned.)

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Theresa L. ...

Mr. ... This will include all the hearings on this subject.
Thank you.
(Whereupon at 11:55 a.m. Wednesday, May 12, 1965, the ...
... was adjourned.)