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# C 33/10 1970 CENSUS QUESTIONS

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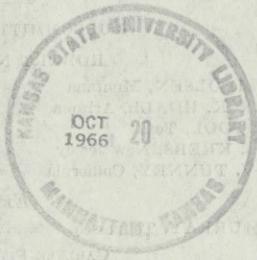
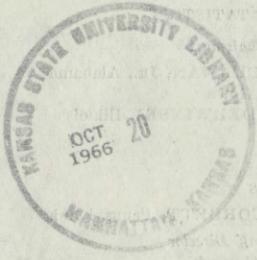
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COMMITTEE ON POST OFFICE AND CIVIL SERVICE

HEARINGS  
BEFORE THE  
COMMITTEE ON  
POST OFFICE AND CIVIL SERVICE  
HOUSE OF REPRESENTATIVES  
EIGHTY-NINTH CONGRESS  
SECOND SESSION

AUGUST 23, 24, 25, 1966

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



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## 1970 CENSUS QUESTIONS

TUESDAY, AUGUST 23, 1966

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

The committee met at 10 a.m., in room 346, Cannon House Office Building, Hon. William J. Green presiding.

Mr. GREEN. The committee will come to order.

Our purpose in meeting this morning is to consider and give advice and counsel on questions to be asked in the 1970 Census of Population and Housing. Ordinarily this is a matter for the Subcommittee on Census and Statistics, but, in view of the importance of this subject to additional members, the subcommittee has recommended that hearings be held by the full Committee on Post Office and Civil Service.

Representative Thaddeus J. Dulski, second ranking majority member of the committee, is unable, because of a previous commitment, to be present and act as chairman for the committee hearings which commence today.

Mr. Dulski, therefore, wishes to have his statement inserted in the record.

(The statement is as follows:)

STATEMENT OF HON. THADDEUS J. DULSKI, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF NEW YORK

Mr. Chairman and members of the committee, I think we should consider this hearing as the first of a series of meetings with Bureau of Census officials and other interested parties in the planning of one of the biggest undertakings of all time—the careful counting and statistical reporting of the characteristics of over 200 million of us. Facts are always essential, especially now. The 1970 census will be a prime source.

As a starter this morning, we have such problems as to whether a question on religion should be asked in the 1970 census. This has never been done before and is a subject of deep concern. We shall be considering also whether social security numbers should be enumerated, and we shall be weighing the advantages versus maintenance of the privacy of the individual. Other problems we face are in the areas of health, housing, and transportation.

I am glad to see the list of expert witnesses we have, and I know the members of the committee will join with them in doing everything possible to help arrive at the solutions. I shall be following these developments closely.

Mr. GREEN. In view of the very special interests of Chairman Nix of the Subcommittee on Census and Statistics in the subject matter, he has asked me to insert his statement in the record. Without objection, it is so ordered.

(The statement follows:)

## STATEMENT OF CHAIRMAN ROBERT N. C. NIX OF THE SUBCOMMITTEE ON CENSUS AND STATISTICS

Mr. Chairman, fellow members of the committee, and guests, the 1970 Census of Population and Housing is the largest one-time task under the jurisdiction of the House Committee on Post Office and Civil Service. Wherever we go throughout the United States, to the large cities and to our suburban and rural areas, it is the job of the Bureau of the Census to count and accurately enumerate characteristics of everyone we see. This is always an important job for the apportionment of the Congress and for the preparation of statistics to be used in the guidance of our Nation socially and economically. But I cannot think of a time in the past when a national census of population has been taken during a more critical period.

As we are well aware as Members of Congress, representatives of our constituents, and from the great legislative program of the 89th Congress, these are times of change. The age groups of our population are changing and, indeed, we can see the emphasis in our young people of today. The social structure of our population is changing, cities are changing, we are trying to help the poor and underprivileged, and we have never seen such dynamics in the economic aspects of our country. I might add that even the methods of taking a census are changing.

It seems to me, therefore, and I am hopeful that the membership agrees, that it is essential for us to start at this early time in the review and discharge of our responsibilities for the 1970 census.

Mr. GREEN. At this point, without objection, I should like to also place in the record our letter inviting witnesses to testify.

(The letter follows:

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON CENSUS AND STATISTICS OF THE  
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,  
Washington, D.C., June 30, 1966.

DR. A. ROSS ECKLER,  
Director, Bureau of the Census,  
Washington, D.C.

DEAR DR. ECKLER: As the Bureau of the Census intensifies its plans for the 1970 Census of Population, it occurs to me that the Congress might start early in working with you on our review. This would keep the Congress closely informed and would serve the dual purpose of providing you with our consideration, advice, and counsel on matters you may wish to discuss.

While the 1970 census is an area of jurisdiction of the Subcommittee on Census and Statistics, the subjects are important to the social, economic, and cultural growth of the entire country and, therefore, are of direct concern to all members of the Committee on Post Office and Civil Service. Accordingly, the full committee is scheduling hearings the end of August, starting the 23d for 2 or 3 days as required.

We extend our invitation to you to participate in the hearings by being the lead-off witness. We are inviting others who have an interest in census statistics to follow your testimony.

The hearings will be held in room 346, Cannon House Office Building. Your appearance would be on August 23d at 10 a.m. If you will let us know the amount of time you wish for your statement, we shall be glad to provide it. We would appreciate it if we might have 50 copies of your prepared text in advance for use of the committee members, the reporter, and the press.

I am hopeful that you will find these arrangements of assistance in your work and look forward to hearing from you.

Cordially,

ROBERT N. C. NIX, *Chairman.*

Mr. GREEN. Without objection, later in the hearings I shall insert in the record statements filed with the committee in lieu of personal testimony. We are now ready to proceed.

May I call our colleague, Hon. Cornelius E. Gallagher of New Jersey.

We would like to welcome you, Mr. Gallagher, before our committee and it is certainly a great pleasure for us to have you with us this

morning. We thank you for coming and giving us the benefit of your very knowledgeable views on the subject of questions proposed for the 1970 census.

**STATEMENT OF HON. CORNELIUS E. GALLAGHER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY**

Mr. GALLAGHER. Thank you, Mr. Chairman. I welcome the invitation to appear before your committee and to take part in some small way in the important work of the upcoming 1970 Census of Population and Housing.

I wish to compliment the committee for the work that it has been doing in this very important field on a subject which is becoming rapidly revolutionized in a mechanical way and therefore is presenting new problems.

As chairman of the Special Subcommittee on Invasion of Privacy, I have become aware of the increasing need for continuous congressional scrutiny of Federal programs to insure the traditional right to privacy of all American citizens. With the other members of my subcommittee, Representatives Benjamin S. Rosenthal and Frank J. Horton, I am deeply concerned with the preservation of this right in the face of innovations in information-gathering procedures of the Federal Government. Thus, I will confine my statement today to possible problems in protecting the privacy of individuals which are posed by the 1970 U.S. census.

In this connection, I am especially interested in two aspects of the proposed changes in the census-taking procedures. First of all, I am deeply concerned with suggested additions to the questionnaires; secondly, I have misgivings about the intended use of computers in the compilation and distribution of the information gathered by the Bureau of the Census.

Before proceeding with these points, however, I should like to commend the Bureau for its plan to distribute its questionnaires by mail, rather than to rely on personal interviews conducted by enumerators. Such a system provides for greater privacy. I believe the decision to employ it reflects the concern shown by my subcommittee.

Also in response to our investigation, the Bureau agreed to eliminate overly personal questions from its farm census. I believe that this is a step in the right direction. However, when the Bureau advocates the inclusion of questions relating to religious preference or membership, it is taking a dangerous step backward.

No matter how useful such information might be, whether to the Federal Government or to private secular and/or nonsecular organizations, individual responses to such inquiries would be identifiable, and their official recording would pose grave potential dangers. Such questions are asked in censuses of contemporary totalitarian states. They should not be posed by the U.S. Government.

When coupled with social security numbers—as is also under consideration by the Bureau—such information could be made more readily available to any interested parties, be they benevolent or nonbenevolent. Evidently, it is the belief of the Bureau that the use of social security numbers would make it possible to combine

census information with other already-collected data and still protect the confidentiality of the census information.

The testimony of computer experts before our subcommittee last month, however, disclosed that at the present time, technology is unable to provide the means for this protection.

Mr. Chairman, at this point I would like to read just one paragraph from a letter that I received only yesterday from Paul Baran of the Rand Corp., who is, as you know, with the computer sciences department of for the Rand Corp.

Mr. GREEN. Would you like that put in the record?

Mr. GALLAGHER. Yes, sir.

(The letter referred to follows:)

THE RAND CORP.,  
Santa Monica, Calif., August 18, 1966.

HON. CORNELIUS E. GALLAGHER,  
House of Representatives, Washington, D.C.

DEAR MR. GALLAGHER: Here is another piece in the technical press that may be of interest to you, together with a copy of my reply to the editor.

Sincerely yours,

PAUL BARAN.

[From the Electronic News, Aug. 8, 1966]

#### GOVERNMENT CLOSEUP

#### COMPUTERS GET A BAD PRESS

(By Ray Connolly)

It was not long after Johann Gutenberg's discovery of movable type as a means of mass production of books that a cry arose among lecturing medieval scholars. Dissemination of knowledge on such a wide scale—without their subjective interpretation—would surely lead to social chaos, they argued.

Society survived, yet this monkish vanity is still a part of man's nature. Thus a similar cry has arisen in the land with the advent of the electronic computers. The cry recently became a roar with testimony in Washington that establishment of a national data bank would represent a serious threat to the privacy of all citizens.

The issue arose when a special House Subcommittee on the Invasion of Privacy decided to look into the current Budget Bureau study of a national data bank for centralization of Government statistics.

Chairman Cornelius E. Gallagher, a New Jersey Democrat, set the tone of the hearings by challenging the proposal of his opening statement: "If safeguards are not built into such a facility, it could lead to the creation of what I call the computerized man, stripped of his individuality and privacy."

Yet Mr. Gallagher wants to be fair; wants to hear both sides. "What we are looking for is a sense of balance. We do not want to deprive ourselves of the rewards of science; we simply want to make sure that human dignity and civil liberties remain intact."

The role of devil's advocate is needed in any inquiry of this kind, and it was assumed by two of Mr. Gallagher's colleagues as well. They were Frank Horton and Benjamin Rosenthal, both of New York. "Is the increased threat to personal liberty too great a price to pay," asked Mr. Rosenthal, "for the anticipated efficiency and progress that the data bank promises?"

No response to these fears was offered by America's electronic data processing industry. The Congressmen recorded much opposition to the plan, some of it from witnesses with no more than a superficial knowledge of the problems.

No computer makers sought to testify, as they could have. By failing to do so, they were remiss in their responsibility to the public and to a government which is by far their largest customer.

Here was an opportunity to outline the many industry and university studies on the question of privacy of information stored in a computer memory. Such studies have ranged from the philosophical concept of large time-shared systems down to the detailed development of user codes that can be changed at will to prevent unauthorized access to computer memories, or portions thereof.

In the absence of IBM, General Electric, Honeywell, Sperry Rand, Control Data, RCA, and all the rest, the Budget Bureau was left to defend its position alone. Unfortunately, the agency received precious little publicity in a public press which sought to highlight the more melodramatic charges of such public figures as author Vance Packard.

The hoary image of the computer as a "giant brain" whose impersonality will one day reduce human values to an unrecognizable series of digits was raised once more by Mr. Packard, a man certainly aware of his own image.

Capitalizing on public ignorance of computer technology, Author Packard sought to ascribe "student unrest at the vast State universities" to man's newest machines. The students resent, he said, "their treatment as numbers being controlled by a computer."

He compounded this nonsense with the observation that a "second obvious hazard inherent in central data banks is that they will increase the distrust of citizens in their own Government and alienate them from it." As they discover that data is misused and abused, the people, warned Packard, "will become wary of what they tell their Government."

The author played it to the hilt with the Congress, succoring man's vanity, warning the committee of impending doom. He seems determined not to become one of those "trivial personalities" that Virginia Woolf has said winds up "decomposing in the eternity of print."

On the basis of his testimony, however, he should be relegated to those ranks. It is unfortunate that the computer industry—whose sense of public responsibility has yet to match its grasp of technology—was unable to make a contribution to this cause.

More important than Packard, however, is that the management of an industry anxious to expand man's ability to communicate with speed, efficiency and economy, has not sought the public forum more often to disabuse an uninformed and uncertain public of the myths surrounding EDP.

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THE RAND CORP.,  
Santa Monica, Calif., August 17, 1966.

THE EDITOR,  
*Electronic News, Fairchild Publications,*  
New York, N.Y.

DEAR SIR: Mr. Connolly raises a provocative issue in his recent column (August 8, p. 8.) entitled, "Computers Get a Bad Press," discussing the recent House Subcommittee on the Invasion of Privacy hearings. He notes:

"No computer maker sought to testify as they could have. By failing to do so, they were remiss in their responsibility to the public and to a government which is by far their largest customer.

"Here was an opportunity to outline the many industry and university studies on the question of privacy of information stored in a computer memory. Such studies have ranged from the philosophical concept of large time-shared systems down to the detailed development of user codes that can be changed at will to prevent unauthorized access to computer memories or portions thereof."

Perhaps the reason that no computer manufacturer testified was that they were exercising even higher responsibility. They chose not to claim that all the problems in preserving secrecy in a time-shared system are solved today.

Their collective silence speaks more eloquently than the expected public relations barrage to their largest customer. I think that it is judicious wisdom underfoot; not oversight. For, how else can one explain this simultaneous display of modesty by computer manufacturers—who rarely miss an opportunity to proclaim their accomplishments? This modesty is too unusual to be attributed to accident.

I believe that a common, unpublicized view by those concerned with the nuts and bolts weaknesses of such systems would hold that, "the many industry and university studies on the question of privacy of information stored in a computer memory," exist more as an accepted folklore than in fact.

As one who has for many years been interested in the problems of preserving privacy in interconnected computer-communications systems, I have been unable to find the large body of literature to which Mr. Connolly refers. I have, on the other hand, had less difficulty in accumulating an extensive file of open reports that describe how to wiretap and eavesdrop. I wish the size of my two files was reversed.

It is true that minimal safeguards have been devised and are in use in our present time-shared systems. For example, the use of the password (either printed or nonprinted) is a common practice. But, mere wiretapping circumvents this protection. The safeguards built into the present generation of time-shared systems all suffer the defect of requiring the assumption of complete integrity of too many persons connected with the computer installation. Can you think of any general-purpose, time-shared computer systems that are presently approved to handle governmental classified data?

The larger question to which the House subcommittee addresses itself is a system performance in a world where everyone is not as honorable or as wise as Mr. Connolly might wish.

I was highly impressed with the depth of understanding and insight to which the House subcommittee displayed in probing this awkward and complex problem. (I would strongly urge the serious reader to obtain the complete transcript of the July 26-28 hearings for a better statement of the problem.) I believe that the computer industry will come to demonstrate an equal level of civic responsibility. Their first step will be the creation of better safeguards commensurate with the sensitivity of the misuse of the information processed. Only after this has been done will the industry be able to convince the committee and the Nation that there are no problems that computer technology can't solve.

Wishful thinking is no substitute for doing one's homework. Our computer companies have been so busy getting their time-shared systems working, that this range of problems has been deferred to be solved at a later date. Perhaps, now is the time.

Sincerely yours,

PAUL BARAN, *Computer Sciences Department.*

Mr. GALLAGHER. And I would like, if you would allow me, to read a paragraph from it at this point. There are many people who feel that it poses no small problem and that computers can be programed in such a way that confidentiality can be protected and thus the right of the individual and his privacy can be adequately protected for confidentiality.

Mr. Baran, who has spent a great deal of his life in computer systems with regard to our security systems, has this to say:

As one who has for many years been interested in this problem of preserving privacy in the interconnected computer communications systems, I am unable to find a large body of literature on this subject of protection. I have, on the other hand, had less difficulty in accumulating an extensive file of open reports that describe how to wiretap and eavesdrop, in connection with computers, and radiation transmission.

I wish that the size of my two files were reversed. It is true that minimal safeguards have been devised and are in use in our present time-shared program. For example, the use of a password either printed or nonprinted is a common practice, but mere wiretapping circumvents this protection. The safeguards built into the present generation of time-shared systems all suffer the defect of requiring the assumption of complete integrity of too many persons connected with the computer installation.

This is a question that he poses to the industry: "Can you think of any general-purpose, time-shared computer systems that are presently approved to handle governmental classified data?"

This is from a man who is entrusted with the question of storing confidential data, who has testified that such systems do not in fact exist. This bears directly on the program that you are presently investigating.

Finally, I seriously question the advisability of including questions concerning such highly confidential matters as medical histories and voting records in the 1970 census. It seems to me that this information is far removed from the essential interest of the census which is to collect population information for apportionment purposes.

The question of what information should be gathered in the 1970 census gains even more significance when one considers the prospect

of to whom it would be made available. I note that the Census Bureau has conducted extensive studies aimed at determining ways to facilitate maximum use of census data. With the increased use of computers, the Bureau predicts that it will be possible to provide information not only for those areas usually recognized in the census, but for a wide variety of other interests as well. These might include: city, county, and State governments, in addition to private business, educational, health, social welfare, and planning groups. It is my understanding that special services might be provided at cost to individuals or organizations requesting them. This would indicate, therefore, that information gathered by the Census Bureau for its specific purposes might later be sold to private interest groups at the cost of compilation and reproduction. Such a procedure certainly raises serious questions as to the protection of the privacy of the individual who supplies the information in the first place.

This brings me to my second point—the computerization of census data. During the hearings conducted by our subcommittee last month, it became clear that while modern technology offers vast advantages, it carries with it an inherent threat to individual privacy. Expert testimony demonstrated that even the computer community is unaware of the profound implications of its creations, and that government officials who have had the administration of computer technology thrust upon them have not come to grips with the problem of privacy as it relates to modern technology.

In the case of our specific investigation last month, the Bureau of the Budget apparently was prepared to launch a Federal data bank until its proponents had undergone a self-education process before our subcommittee and came to the conclusion that much more concerted thought would have to be devoted to the issue of privacy before the establishment of such an information center could be seriously considered.

The same kind of soul searching is called for here today. The Census Bureau has exerted much effort in examining new ways to utilize its data. It is now time for the Bureau to examine ways to protect man's privacy from the machine.

I am especially concerned with the relation between the computer and census data, because the computerization of such information could lead to the premature establishment of a national data bank. Data bank supporters have already indicated a special interest in linking data in the Census Bureau with information in the Internal Revenue Service. Should this interest be realized, it would represent only the first step toward centralization of data.

My words today could be construed as being alarming, but we must not be misled: The more sophisticated our technological tools become, the more susceptible our country becomes to a form of dictatorial rule. Such a system has been kept highly hypothetical in this Nation in the past; but we have never before been confronted with the awesome power of this new machine age.

It does not take much to convert a democracy into something else. For centuries, European nations innocently collected detailed information about their citizens through censuses and later through identification cards or passports. The use of such information was never conceived of for reasons other than efficiency and economy. We cannot and should not forget that it was just such a system that

facilitated the mass murders in Germany during the late thirties and forties. On the basis of what we can learn from the utilization of the "fragebogen" in Nazi Germany, we should be able to recognize all of the uses to which centralized data can be put.

Thus, I voice my opposition to the inclusion of social security numbers and questions outside the realm of traditional population information in the 1970 census. I further urge that a comprehensive study be undertaken now to determine what threats to individual privacy may be raised by the proposed computerization of census data and how they may best be counteracted.

I very strongly believe that as technology offers tighter state control, we must make doubly sure today that we do not create the means for a nonbenevolent elite to overpower the lives and minds of our sons and daughters tomorrow.

Thank you, Mr. Chairman.

Mr. GREEN. Thank you very much, Mr. Gallagher. The committee is pleased with your testimony, and especially in the light of the fact that you have done wonderful work in the Special Subcommittee on Privacy that you head as chairman.

Let me say again, Mr. Gallagher, that we very much appreciate your meeting with us this morning.

Does anyone have any questions?

Mr. KREBS. I have a question or two, Mr. Chairman.

Mr. Gallagher, you made reference in your testimony to the utilization of voting records in the 1970 census. Could you tell us some more about that?

Mr. GALLAGHER. It is my understanding that there will be some questions in the upcoming census, or there is thought about it, to determine voting patterns that will be reflected in the 1970 census. I think that this really has nothing to do with population and therefore it is not germane to the original intent of census taking. I see no purpose for it. I do, however, see a potential threat, a potential coercion to people to have this type of question now asked of them under penalty of law by the Federal Government, when a secret ballot is a traditional right of every American.

Mr. KREBS. Thank you very much. I certainly agree with you. You are getting into a very delicate area when you start making official records on the voting habits of various people who are questioned.

Another point made here that concerns me quite a bit is the possibility of information gathered for the purpose of census being sold. Has there been any experience with that thus far?

Mr. GALLAGHER. Mr. Krebs, I would like to make two points on this. One, the Census Bureau perhaps deserves the highest commendation for protecting those who supply them with information. On the aspect of confidentiality of the Census Bureau, it seems to me it is unimpeachable.

The thing that disturbs me, however, is that the information that the Census Bureau has acquired and will acquire is now under assault. There are other agencies who would like to have access to the census information for various purposes. This is one of the best reasons which the proponents of the central data bank have given in support of their proposal: the fact that the census does have a very valuable information source.

If one assumes that at some point the Census Bureau will give its information to a national statistical data bank, then one gets to the second part of the question. The proponents of the statistical data bank have already testified that they intend to distribute the information collected by them to various people, various scholars, various organizations.

I would assume they would be charging some kind of a fee for this information. So it is possible that, if we carry this plan through to its logical conclusion, the information on American citizens given to the Bureau of the Census will then be transferred to a statistical data bank and that users or customers will be able to draw on that information.

Mr. KREBS. One more question. I guess basically the thought that your testimony gives rise to in my judgment is whether we are going to continue using the U.S. Federal census for the purpose of learning how we can better do our housekeeping rather than setting up material that will encourage the establishment of a master police agency. When you start talking about giving the Internal Revenue Service access to this information and then some other Government agency, are you not in effect setting the groundwork for the kind of a secret police operation that we do not relate to a democratic society?

Mr. GALLAGHER. Exactly. This is the concern that I share with this committee. In fact, I refer to it in my statement about the "fragebogen," which was a questionnaire established under Hitler in the towns and villages that helped him centralize data on each individual citizen. This was done without the computer.

Now, if you put all of this information into a central data bank, total information on every U.S. citizen, it could be stored in a room 10,000 feet square and therefore you would have a dossier on each American existing at the other end of a button with which you would have instantaneous retrieval of this information.

I think we are getting on very dangerous ice. I think that we are at a point now where we must consider where we are going. I am sure that the proponents of the central data bank are not looking to set up a police state, but the fact is that the apparatus will in fact exist if you have a nonbenevolent person having access to that information.

I would like to add just one other thing. At the hearings that we had on this matter the experts from the computer sciences testified that it is impossible to set up a system under today's conditions, at this stage of technology, in which it would be impossible not to extract information from that computer on individuals unless personal identifications are deleted. They are not advocating that we do it, but the fact is that we must now rely on good will and trust, and set up a system that in fact does not exist as to protection.

I would like to again go back and compliment the Census Bureau. I think they are aware of this question of confidentiality.

This statistical data bank would computerize the information of 20 different agencies in the U.S. Government. That would be the start. So it is a very real threat that your question poses.

Mr. KREBS. I have no other questions, but I do want to thank my friend and colleague for making a meaningful statement and for his contribution to the work of this committee.

Mr. GALLAGHER. Thank you very much.

Mr. GREEN. Mr. Gross.

Mr. GROSS. Thank you, Mr. Chairman.

Mr. Gallagher, I think you made some good points, but it seems to me that this business of restriction is restriction in name only. Would it not be possible for any interested agency of government, if the records are available anywhere, to use them with respect to any county in Iowa or New Jersey or any other grouping of citizens?

The Internal Revenue Bureau, for instance, and I do not know what value the census would be if we made it so restrictive that the information could not be used. In other words, by computerizing this information you certainly would expedite the dispensing of it. If they are permitted to look at the information, it would be only a question of expedition. Is that true?

Have I made myself clear?

Mr. GALLAGHER. As I understand, Mr. Gross, are you saying that the only real worry we have here is the use of the information?

Mr. GROSS. That is one of them. That is one of your fears, I take it from your statement, the use of the information?

Mr. GALLAGHER. Yes, sir.

Mr. GROSS. You are apparently opposed to putting this information into computers and a central bank.

Mr. GALLAGHER. Yes, sir.

Mr. GROSS. The information would be available to any other agency of the Government, would it not, under other conditions?

Mr. GALLAGHER. I see now. My understanding of it is that the information that the Bureau of Census now has is not available to, for instance, Internal Revenue. If an Internal Revenue agent wanted to have access to census information he would not have the authority to do so, nor would they relinquish the information that they have.

My concern is the proliferation of this information now as it exists in many agencies, is the best protection that the citizen presently has. I am sure that they are already using computers down at the Census Bureau. The thing that worries me is the centralization of all of this information in one national statistical bank. The advocates of this bank say that they can program confidentiality, the protection that the citizen now has under the census law. This protection can be programed into a computer and therefore no one will have access to this information who is not in authority.

The thing that disturbs me is putting your or my social security number into the computer and extracting all information that you may have given to the Census Bureau, all information that is in the IRS, all information in your military records, all your school tests, everything that you ever did could in theory be put in this computer and therefore there could be a complete personal intelligence type profile on any American citizen.

Right now it would be very difficult for anybody to have access to the personal questions and identify a person's personality or his name or social security number with the information that he gave to the Census Bureau. However, if you put it in a central data bank, and you had people who are not as strict or do not view as significantly the protection of the citizen as does the Bureau of the Census, if you now let others have access to the information, I am afraid that the

information will be available for other purposes. Because the information is available for other purposes, the information that the Census Bureau will get will not be as meaningful. People now begin to wonder whether or not they really should answer these questions if they are going to think, for instance, an IRS agent may have access to this information.

So this is my concern. It is not the use of computers but it is the centralization of all of this information in one giant bank.

Mr. GROSS. The use could be just as evil, if you want to put it that way, the use could be just as evil whether in a giant bank or in the hands of a number of officials. It seems to me that you are restricting it on the basis of expedition. There is bound to be an accumulation of this in the Census Bureau. It would be in the charge of the Census Bureau, is that correct?

Mr. GALLAGHER. Yes, sir.

Mr. GROSS. No matter how you obtain it, through census takers or through the mail, or however?

Mr. GALLAGHER. Yes; I agree with that.

Mr. GROSS. One other question. You have spoken of a subcommittee. What is the subcommittee of which you speak?

Mr. GALLAGHER. It is a special committee authorized by Chairman Dawson of the Government Operations Committee.

Mr. GROSS. A subcommittee of the Government Operations Committee?

Mr. GALLAGHER. Yes, sir. That is correct. If I could respond to your question, I think that the Census Bureau also would agree that if people thought their information was going to be turned over to another agency, they would be restrictive in their answers.

Mr. GROSS. I come back to the point that no matter how the information is obtained it would still be available to some evildoer if he wanted to ferret it out for that purpose.

Mr. GALLAGHER. Not as readily as it would be if you put it in a central data bank. I think there are many cases where high Government officials have been refused access to Census Bureau information. This is not so with some of the other agencies. For instance IRS. I think there are some 18 different people or groups who would have access to your IRS return. This is not so with census information, so when you have a centralization, you also have a lessening of the protections in the Census Bureau information.

Mr. GROSS. That is all at this time, Mr. Chairman.

Mr. GREEN. Mr. Waldie?

Mr. WALDIE. No questions.

Mr. GREEN. Mr. Broyhill?

Mr. BROYHILL. I just want to say I appreciate the testimony of the gentleman from New Jersey and his coming before the committee.

Mr. GALLAGHER. Thank you very much.

Mr. GREEN. Mr. Gallagher, on behalf of the committee, thank you. We found your views enlightening and helpful. I assure you we share your deep concern for the problem of invasion of privacy and we commend you for coming and giving us your views on the census.

Mr. GALLAGHER. Thank you very much for allowing me to be here today and for your courtesy.

Mr. GREEN. Our next witness is Dr. A. Ross Eckler, Director of the Bureau of the Census.

Dr. Eckler, it is good to have you with us today. I am glad to note that you are a career civil servant appointed by the President to the Directorship of the Bureau of the Census. It has been pleasant working with you in the past and we look forward to your testimony this morning.

You may introduce your colleague and proceed.

**STATEMENT OF DR. A. ROSS ECKLER, DIRECTOR, BUREAU OF THE CENSUS, ACCOMPANIED BY DR. CONRAD TAEUBER, ASSISTANT DIRECTOR FOR DEMOGRAPHIC FIELDS, BUREAU OF THE CENSUS**

Dr. ECKLER. Thank you, Mr. Chairman.

I would like to introduce Dr. Conrad Taeuber, assistant director for demographic fields.

Mr. GREEN. We welcome you, Dr. Taeuber.

Dr. ECKLER. I would like to express my personal pleasure at being again before this committee, which either as a full committee or subcommittee, has given us so much assistance and helpful advice on a number of occasions in the past. We look forward to continuation of this very profitable and helpful relationship.

We appreciate this opportunity to meet with the committee, to review with you the status of our planning for the 1970 census, and to have the benefit of your advice on a number of questions.

The Nineteenth Decennial Census in 1970 will be the biggest census ever taken in the United States. Counting an estimated 205 million persons would be a major undertaking at any time. To count the 180 million persons in 1960 required the employment of some 180,000 temporary fieldworkers who traveled 50 million miles. To collect the information from the 53 million households required 172 million questionnaires. The information on these schedules was recorded on 1,000 miles of microfilm and was then transferred to magnetic tape. Electronic computers produced the statistics. The published statistics on 143,000 pages provided information for each of the 18,088 incorporated places in the United States, for the 31,309 townships or similar minor civil divisions, for each of the 3,134 counties and county equivalents, and for each of the 50 States. For the larger cities, statistics were also published for subdivisions within the city; including about 750,000 city blocks. Since 1960, users have bought approximately \$5 million worth of special services relating to the 1960 census data.

Reaching all the people in the population, especially in the congested sections of our big cities, has become an increasingly difficult job, and the indications are that in this respect the job in 1970 will be more difficult than ever before. There has also been a rapidly growing need for the data which a census provides to assist in the planning and carrying out of programs in our metropolitan and other urban areas, as well as in rural areas. There are many more users of these data than ever before; they need the results in much more detail than in the past; and they set higher standards of accuracy, reliability, and timeliness of the statistics than have been required previously. The Bureau is devoting major efforts to getting ready to meet these new demands.

As you know, for the last several years the Bureau has been testing a new approach to census taking. We have conducted a number of tests including a census in the Louisville metropolitan area in 1964, and another in the city of Cleveland, Ohio, in 1965 in an effort to learn whether it would be feasible to conduct a census largely by mail.

At the same time, we were testing whether the public could and would answer questions in a form that could be read by machine, to permit us to eliminate the costly steps involved in transcribing the data by hand. We received affirmative results on both counts; most households were willing to fill out their questionnaires and return them by mail; and most households answered the questions in a fashion that could be read by machine.

#### MAIL-OUT, MAIL-BACK CENSUS

As a result, we have concluded that the basic data collection procedure to be used in the 1970 census of population and housing will be a "mail-out, mail-back" system. Questionnaires will be sent to householders with the request that they fill them in and return them to the Census Bureau by mail.

Enumerators will collect information from those households which do not return a questionnaire and those whose questionnaires are not of acceptable quality. We believe, on the basis of field testing and research that the mail system, supplemented by enumerator followup where necessary, will result in improvement in the quality of census data and some savings below the cost of duplicating the 1960 census for the 1970 population. Of course, there are a number of details of the system which need to be developed and work on these will be going forward during the next 2 years.

In many areas, existing lists of residential addresses will be utilized. In other areas, new lists will be developed through special enumerator canvass, or other techniques. The type of list to be used in a particular area will depend on which one is most effective for the purposes of the 1970 census. While the mail-out, mail-back system will be used to collect data for most of the population, we have yet to determine to what extent we will need to continue to rely on more conventional means.

The first requirement of a census is to find every dwelling unit and household and every person. In the past, enumerators have prepared a list as they made their rounds, and have then secured the necessary information about each unit and person. If a census is to be conducted by mail, it is necessary to have a complete mailing list before the census starts and to have it in such a form that the information can be readily tabulated for the areas for which the final statistics are to be available.

The new procedure requires that for a major part of the United States a list of all addresses at which people live or might live be established in advance. In the bulk of the urban areas we expect to begin with a commercial mailing list of residential addresses on computer tape. From this list we will print individual address cards to be used in an advance check of the list by the post office. These will be given to the carriers with the request that they sort these cards, add any residential addresses known to them which are not on the list, report any corrections which may be necessary, and indicate addresses

which no longer exist. Necessary changes will be made in our computer list and a questionnaire will be mailed to each address on the updated list. At the time of mail delivery the carriers will again be asked to note any residential address on their routes for which they have no questionnaire and report these to the local census office. A questionnaire will then be sent to these additional addresses. The address list will serve as a control against which returns will be checked off and enumerators will then follow up as necessary.

Clearly this procedure involves a great deal of cooperation with the post office along the lines which we have had in each of the tests.

The starting commercial mailing list will have been purchased from a firm or firms able to supply reasonably complete and accurate lists in the form of computer tape. Last month we issued an announcement inviting proposals for supplying such lists on terms most favorable to the Government. As soon as we have been able to evaluate the proposals received in response to this invitation we will proceed with contractual arrangements.

#### TEST RESULTS

The tests which we have conducted lead us to believe that the American public will cooperate in a major way in this new approach to taking the census. In most of these tests we have received mail returns from between 80 and 90 percent of the households, and a large proportion of the returns were immediately acceptable or could be made acceptable through a telephone call. About two-thirds of the questionnaires were returned in 2 days. Accordingly we estimate that the number of enumerators can be substantially reduced below the 200,000 who would be required if we repeated the 1960 procedures. In 1970, the number of fieldworkers may be more nearly 125,000.

The studies which we have made indicate that we can expect to obtain more nearly complete coverage than in the past. This results, in part, from the doublecheck which the letter carriers will be asked to make in order to increase the completeness of the address lists. We will also improve coverage because the period of enumeration will be shortened, thus minimizing the possibility of missing or double-counting people who move at about the time of the census.

The reduced manpower requirements in the field should enable us to give greater attention to the hard-to-enumerate areas of our big cities. Under this system the areas in which the number of acceptable returns is low can be identified early. Specially trained enumerators can then be sent into these areas to complete the census there.

Our research indicates that census information collected by self-enumeration generally tends to be better than information collected by interview. Members of the household can supply information about themselves, or can check with each other or with records about items of information on which the housewife might have been uncertain in responding to an enumerator's inquiry. Consequently, respondent errors, as well as interviewer biases, tend to be reduced.

As in 1960, we will collect a limited amount of information from all households, and select, purely by chance, a sample of one in four households from which more detailed information is to be collected. The data to be secured from all households consist essentially of the population information which is needed for apportionment purposes and also the housing items which are needed by city blocks.

The one family in four, which is drawn in the sample, would receive its questionnaire at the same time as the other three receive theirs. This will make it possible to concentrate all the publicity at the time of the census on the full census operation. In this respect, too, the new procedure promises substantial improvement over that of 1960.

#### CONSULTATION

We have made a determined effort to obtain advice on how to maximize the usefulness of the 1970 census. For example, last February representatives of 71 national organizations met with us in Washington to review the plans as of that time. We asked them and their organizations to give us suggestions on how the census might be developed to meet those needs for census data which can be anticipated now. Under the sponsorship of the Bureau of the Budget, a committee representing some 40 interested Federal agencies has been established to consider how their needs can best be met. We have also established a number of advisory committees of nationally recognized experts to consult with us in planning for the 1970 census.

Members of the Census Bureau staff have recently participated in meetings in 21 cities in all parts of the country to ask for suggestions as to how the 1970 census would best meet the needs of users. More than 2,000 persons participated in these meetings. As representatives of many organizations, they reflected the wide variety of uses by city, county, and State governments, and by business, labor, educational, health, social welfare, transportation, planning, and other interests. Some suggestions were received for items which should be added to meet new needs, but there were very few suggestions for deletions.

At these meetings great emphasis was placed on the need to make more information available for small areas within cities and counties. Again and again, we were told that the information which is collected should be exploited more thoroughly than before. With the increased use of computers, it should be possible to provide information for the areas usually recognized in the census, and also for other areas that are of special importance to users of census data.

If we are to meet the needs that have been expressed, it will be necessary to provide information for 1,600,000 city blocks instead of the 750,000 in 1960. Moreover, the amount of information supplied for each block will need to be expanded to include not only the housing information which has traditionally been the focus of the census block reports, but also information about the population which was not provided by blocks in 1960.

#### NEW OR CHANGED ITEMS OF INFORMATION

As a result of these consultations we have received suggestions for some additional items and for changes in items which have been included in the past. Some of these are being tested in the field now. A number of proposed new items are or might become controversial in the sense that questions of public policy have been or might be raised about them. We would welcome the committee's view on these, as well as on any others that may not seem so controversial to us.

Religion; that is, religious preference or membership, has been proposed as an item for inclusion in the census.

I note in connection with Congressman Gallagher's testimony, this is not a question which the Census Bureau is advocating. We are at this position not advocating questions but we are sifting, reviewing the representations that have been made to us. So we are not in the position of advocacy, but we are trying to find out what would be the most useful selection for final composition of the schedule.

Proponents point to the major importance of religion in American life and to the fact that the census of the United States has never collected such information, though Canada and many other countries include it in their censuses. They stress the need for information on the distribution, growth rates, educational levels, and occupational distribution of members of the many religious groups. Religious organizations have a major effect on government services in relation to education, health care, social welfare activities and housing. Because religious practices have important consequences for business and marketing, a number of business representatives have urged that religion should be included on the questionnaire. Churches, themselves, would have much use for this information in planning their own activities.

In opposition, it is pointed out that no census of the United States in the past has asked this question; that including a question on religious preference in the census, which is taken under mandatory powers, might seem to some persons to be contrary to the traditional division of church and state, and that requiring a person to report his religious preference or membership to the Federal Government might be interpreted by some as an improper invasion of privacy.

Another item often recommended for inclusion is the social security number. It is argued that social security numbers are so widely used for purposes of identification that there would be little hesitancy about providing this information.

The social security number would make it possible for future censuses to report changes for identical groups of people over time without asking them to report about the past. It would be possible, for example, to study the extent to which some of the unemployed represent a hard-core group, by comparing their situation at the time of two successive censuses, or at the time of a census and a later survey. This could be done more accurately and with less burden on the public than by asking people at one time to report the situation at some previous time. Inclusion of social security numbers would make it possible to use information from other records to supplement the census records. The information thus transferred to the Census Bureau would be subject to the same guarantees of confidentiality as those applied to census information itself. In this way valuable data could be compiled without incurring the costs of additional surveys and without burdening the public.

For example, following the 1960 census a number of studies were undertaken in which records for individuals were given to the Census Bureau with the request that they be matched against the census returns and that statistical tabulations be prepared for the group of matched cases. The largest of these studies was one in which the death records for 4 months following the census were used to make studies showing the difference in length of life of different groups of people in the United States. Studies like these would be greatly facilitated if the matches could be made with the social security numbers.

The opposition to inclusion of social security numbers seems attributable mainly to the belief that should some official choose to disregard the statutes requiring confidential treatment of individual census records, the effects of such violation would extend to more people because of the availability of the identifying number.

Public reaction to the inclusion of these questions so far has understandably been somewhat mixed. The Minnesota poll recently reported that in the State of Minnesota, 92 percent of the people said they would have no objection to reporting their social security number, but 36 percent said they did not think it proper to ask about religion in the census.

With the growing attention to transportation problems in urban areas, there is a very special interest in having detailed information regarding the journey to work in terms of distance and direction, as well as the means of transportation. Meeting these needs would require more detailed questions than those used in 1960, and it would also impose a substantial addition to the work of processing. Each of the addresses of the place of work would need to be coded in the same geographic detail as place of residence.

A number of public agencies and persons concerned with aid to physically and mentally handicapped persons have asked that persons with such handicaps be identified in the census. The national health survey provides a good deal of information, but the sample that is used in that survey does not yield any data for States or metropolitan areas. Experience has indicated that there are serious technical problems in securing such information. However, we are still exploring the possibility that useful questions which are suitable to census taking can be developed in this field.

The assimilation of persons of foreign origin has long been of considerable interest. Censuses in the past have shown the country of birth of the foreign born and the country of birth of the parents of persons born in this country. It is suggested that the influence of foreign origin often extends further than to the second generation and that the census should endeavor to secure information about the background of persons of the third or later generations of foreign origin.

The provisions of the Civil Rights Act of 1964 regarding the collection of statistics on registration and voting in connection with the 1970 census raise a number of legal, as well as administrative questions. Further study is required before any determination on inclusion of these questions can be made.

Information on housing quality is of great importance to the many local agencies dealing with housing, urban renewal, city planning, public health, recreation, and police and fire protection. These data are also used by mortgage bankers, real estate firms and the construction industry, as well as the Federal Government.

In the 1960 census each enumerator was instructed to classify housing units as dilapidated or not dilapidated. Those in the latter group were further classified as sound or deteriorating. The results were not completely satisfactory, for it was very difficult to get enumerators to forgo their own preconceptions and to use uniform criteria in arriving at their judgments. For this reason, and also because the 1970 procedure does not require an enumerator to visit each housing unit, we expect to develop a number of objective items which in combination should yield an improved basis for judging the quality of a housing unit.

The Census Act provides that the decennial census cover housing, including utilities and equipment. Selecting the list of such items presents new problems at each census. There is no longer any value in asking about electricity, refrigeration, or kitchen sink—items which now are almost universally available, but at one time provided significant indicators of the level of living. Preference has been given to questions on equipment which involve matters of public concern, such as water or power supply, the need for sewerage systems, the distribution of automobiles, or the spread of communications media. Information on household appliances is also of considerable interest to marketing and industrial groups. We have not yet developed a list of items that are appropriate to the situation as it will exist in 1970. There is considerable interest in these items, and the list suggested for consideration is a long one which will require careful study.

#### IMPROVEMENTS

In our planning we have kept in mind the content and cost of the 1960 census. We have, however, been made increasingly aware of some major new needs and some new ways on which census data can be made more useful.

The Great Society programs have generated needs for some new data and for more detailed tabulations than were required previously. To meet these and other needs calls for a greater expansion of the program than can be absorbed within expected savings. A few cases will illustrate the nature of the new demands.

In past censuses we have provided statistics in many metropolitan areas for small subdivisions known as census tracts. This program would also require some expansion in the light of present day needs. Recognizing tracts for all cities of 50,000 and over and the remainder of their metropolitan areas would result in presenting statistics for about 32,000 tracts in 1970, compared with about 23,000 in 1960.

If it is necessary or desirable to double the number of city blocks for which information is provided, and also to increase the amount of information provided for each, and to increase the number of census tracts as indicated, this will involve additional cost.

As was pointed out above, statistics showing the journey to work in some detail would yield information of great value for urban transportation planning. While the collection of this information will add only moderately to the cost of collecting the census data, the processing of this information will add a considerable amount to the cost of the census.

The 1960 census included a survey which provided information on the terms and arrangements under which housing was financed. The statistics applied to the country as a whole and to 17 large metropolitan areas. The Bureau has received strong representations that such information should be provided for a larger number of metropolitan areas and that it should be available separately for the central cities and the suburban sections of such areas. Meeting these requests would also add to the cost of the census.

The Congress has recognized that some of the data in a census can be collected on a sample basis, thus reducing overall costs and burden to the public. The 25-percent sample is adequate for summary statistics by census tracts and for municipalities or other areas with a

population of 2,000 or more. Some items of information which have been proposed for the census would not be needed for these small areas, but for larger areas only. Consideration is being given to the feasibility of a 2-percent national sample for this purpose.

There are many users who need statistics for small areas which do not conform to census tracts. They are concerned with areas such as school districts, voting precincts, health areas, traffic zones, et cetera. The new methods of identifying addresses, coupled with the greater use of electronic computers, will provide a degree of flexibility to meet such needs which has not been possible in the past. The addresses with which we start must be identified to individual blocks. In effect, they must be coded to block sides. Thus, we will be able to prepare standard tabulations for almost any locally defined area by combining block sides. One application of this flexible system would enable the Bureau to provide the census data for new congressional or legislative districts, as well as the old ones. This system will make it possible to meet the rapidly growing demand for census statistics for a wide variety of special-purpose local areas.

We plan to include in the census program those tabulations and publications which meet broad general public interests. Services which are intended to meet special needs of localities or organizations are to be offered at cost of compilation and reproduction. Such users would not be asked to share the cost of data collection or of the basic processing. We are giving a great deal of attention to ways in which the needs for special services can best be met as part of the basic census operation, and within timetables and at costs which would be acceptable to the users of the data.

The growth of metropolitan area and city planning has placed a premium on census data for small areas. In many communities there are or will be centralized data processing organizations, ready to take the census tabulations and relate them to data from local sources, in order to provide information needed for local purposes. A number of Federal agencies also have a major interest in the results of such analyses. In order to take these developing needs and possibilities into account in formulating the tabulation plans for the 1970 census, a special project is planned for New Haven in the spring of 1967 in connection with a census pretest. Such a project provides an opportunity to assess the needs of cooperating Federal, State, and local agencies and of developing procedures which will increase the utility of census data for their uses.

Every census creates some benefit for succeeding ones, and for interim statistical work. The 1970 census will involve the establishment of an address list on computer tape coded to detailed geographic areas. This resource will be available to the entire Government statistical program. If the Congress should approve a mid-decade census, this list, with appropriate updating, would serve as the foundation for a mailing list for that census. The selection of samples for statistical work in the years between the censuses will be facilitated by it. If kept up to date, the list will be a capital asset which will yield benefits to the Federal Government for a long time to come.

With the experience that has been gained in the management of modern electronic computers and related equipment, it is our confident expectation that we can again make substantial gains in the speed with which results are made available to the public. The value of

census data is greatly enhanced if it can be issued on a timely basis. The need for early release of the data has been impressed on us again and again in our contacts with users of census data. Early release of the data is a major objective of our planning for the 1970 census.

Thank you, Mr. Chairman.

Mr. GREEN. Thank you very much for your very thoughtful statement, Doctor.

I will begin the questioning at this point.

I was intrigued by your testimony concerning whether questions determining religious preference or membership should be asked and I think in your statement you said that business interests have indicated they would be interested in such information. In your opinion, is there any legitimate area where business could be interested to the extent that the Federal Government should provide information based on data collected for the census?

And would the collection of religious data be at all helpful to the Government?

Dr. ECKLER. I believe that the collection of religious data, on the basis of the information we have received from proponents, would provide a very important additional breakdown of our population. A classification in terms of religion is significant and sheds light on a number of the features of the population, such as birth rates, the need for school facilities, possible health facilities, and so on.

A number of kinds of government planning, perhaps more at the State and local level than at the Federal level, would be facilitated by information on religious composition of the population of an area.

Mr. GREEN. I think it would be good at the start, as we will have many detailed questions, if we might see a sample of the forms that you will be using in the 1970 census, and possibly you could demonstrate to us how these would be used. I think we all have copies. I would like, if you will, for you to demonstrate to us how you would use these forms and how they would be filled out.

Dr. ECKLER. Yes. I have here, and I believe you have, a sample form which was used in our test in Cleveland a little over a year ago. This form, which I am going to run over briefly, includes the questions asked on a 100-percent basis.

I noted that some items are collected from all members of the population and others from a 25-percent sample.

Mr. GREEN. May I ask at the outset: was this mailed, or distributed by enumerators?

Dr. ECKLER. This was carried out as a mail census. This was one of our important tests of this new procedure.

Mr. GREEN. Was it successful?

Dr. ECKLER. Yes.

Mr. GREEN. What was your rate of return?

Dr. ECKLER. The rate of return by mail was in the general neighborhood of 80 percent. We would hope that with the somewhat better publicity which can be obtained at the time of the nationwide census, we can improve that record.

Mr. GREEN. Are there any questions on religion, that have been alluded to in Mr. Gallagher's statement as controversial, included in the questionnaire?

Dr. ECKLER. No, the ones referred to were not in this test. We did not ask a question on religion; we did not ask for social security number, medical history, or voting records.

Mr. GREEN. Were the results of this questionnaire computerized?

Dr. ECKLER. Yes.

Mr. GREEN. Would you demonstrate to us in effect how this worked?

Dr. ECKLER. Yes, I will be glad to.

If we take the top line of this questionnaire, it is for the listing of the head of the household and in this case, the copy I have, he is to write out his name, last name, first name, middle initial, and write out the relationship "head of household." Then, in the next column, column 3, on relationship we expect him to mark in a code, by what we call a Fosdic-type of coding, to show what category he falls in.

There are a series of circles which are printed on the questionnaire, and we expect him to use a black pencil and fill in the circle that is appropriate. In this case the top circle is for head of household.

Then we move to the next column and there are two circles for male and female, and he fills in the circle for male.

Then the next column on color or race. He is white, and he fills in the top circle on the left there.

The next column is for month and year of birth, and he writes down December 1914. We also ask him to put this information in coded form so that our equipment can pick it up by electronic sensing.

In column 7 he indicates whether he is born in the first 3 months of the year, January through March, or the last 9 months. He is born in December so he blackens the lower circle April through December.

Then the next series of circles he takes the top line and identifies the circle which has the first three digits of his date of birth. He is born in 1914 so he blackens the circle under 191 and the remaining digit of his birth is 4 so he blackens the circle for 4. So that in combination our equipment then can read that and determine that the person is of a certain age. He is born after April 1, and it will immediately convert this to an age for census tabulation.

The final thing he does is to mark his marital status. He is now married, so he blackens the top circle.

Similar information would be provided for each member of the family. Here it shows a wife and a son and mother-in-law.

Then on the back of the form there are some questions pertaining to the housing units.

Would you like to have me go through those also, Mr. Chairman, or is this illustration sufficient to give an idea of our method?

Mr. GREEN. I think it is sufficient unless any members of the committee would like more.

You have indicated, Doctor, that you have discussed with the Post Office their cooperating in the taking of the 1970 census by mail. You have indicated that they are willing to cooperate. Were they enthusiastic about this?

Dr. ECKLER. I certainly believe there is complete agreement on their part that this represents a desirable combined effort.

When you ask whether they are enthusiastic, I guess perhaps their reaction may be the same as mine would be if a task, in addition to my regular tasks, were placed upon me which perhaps at some point will interfere with my other work. But certainly I believe that they have been highly cooperative in every respect.

(The Census Bureau sample form is as follows:)

U.S. DEPARTMENT OF COMMERCE  
BUREAU OF THE CENSUS  
Form SC 502X

Budget Bureau No. 41-6465  
Approval Expires 12-31-65

Page 1

a.	b.	c.	d.
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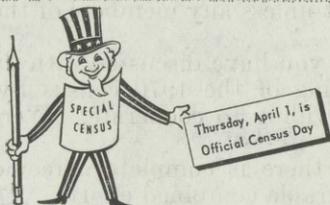
## EXAMPLES AND INSTRUCTIONS

Step 7 Answer questions H1 through H11 as follows:

- H1 A household may be made up of (a) a single family, (b) a person living alone, (c) two or more families who live and eat together, or (d) any other group of persons, related or unrelated, who share living arrangements.
- H2 Fill in one circle. Consider an apartment vacant if it has been rented or sold, but not yet occupied. A vacant apartment may be furnished or unfurnished.
- H3 If you have a telephone, write your telephone number. If you do not, fill the circle.
- H4 Fill one circle. Count only rooms that are used for living purposes, such as living rooms, dining rooms, kitchens, bedrooms, recreation rooms, etc. Do not count kitchenettes, strip or pullman kitchens, halls, vestibules or foyers, balconies, laundry or furnace rooms, unfinished attics, basements and other space used for storage.
- H5 Fill one circle. A kitchen or kitchenette is a place primarily used for the preparation of meals and has the following: (a) a range, or stove, or cooking equipment (hot plate or other electrical appliances), (b) a sink with piped water, and (c) a refrigerator or icebox. If all three items are not included, fill the circle "No".
- H6 Fill one circle. Count only flush toilets installed inside this house or building.
- H7 Fill one circle.  
 "Steam or hot water" refers to a central heating system or furnace supplying steam or hot water through pipes to more than one room.  
 "Warm air furnace" refers to a central heating system or furnace supplying warm air through separate ducts to more than one room.  
 "Floor, wall, or pipeless furnace" refers to units which deliver warm air only to the rooms directly above or next to the furnace.  
 "Built-in electric units" are units permanently installed in floors, wall, or ceiling.
- H8 Fill one circle. Do not count, as a business, professional or other offices which are in the home, if they are operated by persons who are members of the household. Similarly, work activities in the home, such as dressmaking, offering music lessons, etc., are not considered as a business.
- H9 Fill one circle as follows:  
 "Owned or being bought by you or some one else in your household," even if it is mortgaged or not fully paid for.  
 "Rented for cash rent" if any money rent is paid. Rent may be paid by someone not living in the household.  
 "Occupied without payment of cash rent" if you occupy your house, apartment or rooms rent free. Some examples are personages, houses or apartments provided by friends or relatives who live elsewhere, or occupied in exchange for services by caretakers or janitors.
- H10 Answer this question if (a) this house is for one family only and (b) you own or are buying it. If not, leave this question blank. Include the value of the entire house, the land it is on, and any other structures on the same piece of land.
- H11 Answer this question only if you pay cash rent for your house or apartment. If not, leave this question blank. Report the rent you have agreed or contracted to pay whether the furnishings, utilities or services are included or not.
- Step 8 Check out and mail your form, as explained on page 3. Mail the form on Thursday, April 1, or as soon thereafter as possible.

Make  
no  
mark  
in  
this  
margin

Make  
no  
mark  
in  
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margin



FOR CENSUS TAKER'S USE

e. Block number

0	1	2	3	4	5	6	7	8	9
○	○	○	○	○	○	○	○	○	○
○	○	○	○	○	○	○	○	○	○
○	○	○	○	○	○	○	○	○	○

**List in Col. 1** → Everyone who usually lives here, and anyone staying or visiting here who has no other home.

- All family members and other relatives living here, including babies.
- All lodgers, boarders, servants, hired hands, and other nonrelatives living here.
- All persons who usually live here but are temporarily away.
- All persons with a home elsewhere but who stay here most of the week while working or attending college.

Do not include: Any college student away from here at school (or who is here only on vacation).  
Any person away from here in the Armed Forces or in an institution such as a nursing home, mental hospital, or sanitarium.  
Any person visiting here who has a usual home elsewhere.

DO NOT MARK THIS COLUMN	Line No.	Col. 1 NAME of each person who was living here on Thursday, April 1, 1965, or who was staying or visiting here and had no other home.	Col. 2 Exact relationship	Col. 3 Relationship category	Col. 4 SEX	Col. 5 COLOR OR RACE	DATE OF BIRTH			Col. 9 MARITAL STATUS
							Col. 6 Month and year of birth	Col. 7 Month of birth	Col. 8 Entry for year of birth	
	①	Hylands, Alex B. <small>Last name First name Middle initial</small>	Head <small>Relationship</small>	Head of household Wife of head of household Son or daughter of head Other relative of head Not related to head	Male	White Negro Japanese Chinese	Dec 1914 <small>Month Year</small>	January thru Mar. April thru Dec.	186-187-188-189- 190-191-192-193-194-195-196- 0 1 2 3 4 5 6 7 8 9	Now married Widowed Divorced Separated Never married
	②	Hylands, Edith F. <small>Last name First name Middle initial</small>	Wife <small>Relationship</small>	Wife of head of household Son or daughter of head Other relative of head Not related to head	Female	White Negro Japanese Chinese	July 1919 <small>Month Year</small>	January thru Mar. April thru Dec.	186-187-188-189- 190-191-192-193-194-195-196- 0 1 2 3 4 5 6 7 8 9	Now married Widowed Divorced Separated Never married
	③	Hylands, Phillip M. <small>Last name First name Middle initial</small>	Son <small>Relationship</small>	Son or daughter of head Other relative of head Not related to head	Male	White Negro Japanese Chinese	Mar. 1942 <small>Month Year</small>	January thru Mar. April thru Dec.	186-187-188-189- 190-191-192-193-194-195-196- 0 1 2 3 4 5 6 7 8 9	Now married Widowed Divorced Separated Never married
	④	Franklin, Esther L. <small>Last name First name Middle initial</small>	Mother-in-law <small>Relationship</small>	Other relative of head Not related to head	Female	White Negro Japanese Chinese	June 1896 <small>Month Year</small>	January thru Mar. April thru Dec.	186-187-188-189- 190-191-192-193-194-195-196- 0 1 2 3 4 5 6 7 8 9	Now married Widowed Divorced Separated Never married
	⑤	<small>Last name First</small>							36-187-188-189- 190-191-192-193-194-195-196- 0 1 2 3 4 5 6 7 8 9	Now married Widowed Divorced Separated Never married

## EXAMPLES AND INSTRUCTIONS

**STEP 1.** Study the examples on lines 1 through 4. All written entries and all circle fill-ins have been made correctly.

**STEP 2.** Fill Col. 1 NAME Enter the name of each person living here on April 1, 1965. List persons in the order shown at top of Col. 1.

**INCLUDE:**

Everyone who usually lives here, whether related or not.  
All persons staying or visiting here who have no other home.  
All family members living here, including babies.  
All other relatives living here.  
Lodgers and boarders.  
Servants, hired hands, and other nonrelatives living here.  
Persons who usually live here but are temporarily away.

\*Persons who have a home elsewhere but are staying here most of the week while working or attending college.

**DO NOT INCLUDE:**

College students away at school or here only on vacation.  
Persons away in the Armed Forces.  
Persons away in an institution such as a nursing home, mental hospital, or sanitarium.  
Persons visiting here with usual home elsewhere.

**STEP 3.** Fill Cols. 2 to 9 for each person listed in Col. 1.

**Col. 2 EXACT RELATIONSHIP** Write in the relationship to the head of the household of each person listed. Be as specific as possible. Write "Sister," "Mother-in-law," "Step-daughter," "Maid's husband," "Nurse," etc.

**NOTE:** If a household consists of two or more unrelated persons who share expenses, anyone may be listed as "Head." List others as "Partner."

**Col. 3 RELATIONSHIP CATEGORY** Fill one circle for each person. A child, stepchild, or legally adopted child of the head should be marked "Son or daughter." Others related to the head by blood or marriage should be marked "Other relative." All nonrelated persons such as lodgers, roomers, partners, living-in servants, etc. should be marked "Not related to head."

**Col. 4 SEX** Fill one circle for each person.

**Col. 5 COLOR OR RACE** Fill one circle for each person.

**Col. 6 MONTH AND YEAR OF BIRTH** Write in month and year of birth. If you do not know, estimate as best you can.

**Col. 7 MONTH OF BIRTH** Fill one circle for each person.

**Col. 8 ENTRY FOR YEAR OF BIRTH** Fill one circle in the first row to show the first 3 figures of the year of birth. Then fill one circle in the second row to show the last figure, as shown on the examples on this page.

**Col. 9 MARITAL STATUS** Fill one circle for each person listed.

**STEP 4.** Question 10 - If there are more than 9 persons in household, fill the circle. We will call to get information about the others.

**STEP 5.** Answer Questions 11 to 14. If you mark "Yes" in 11 or 12 be sure to list the name(s) and reason. In 13, if you mark "Yes" in the first part, be sure to answer the second part.

**STEP 6.** Turn this example form over for directions for filling questions about your home.

10. Fill this circle  if there are more than 9 persons in your household. Do not list more than 9 persons on this sheet. We will call to get information about the others.

11. Is there anyone left out of Col. 1 because you were not sure whether he should be listed - for example, a new baby still in the hospital, or a lodger who also has another home?  Yes  No  
If "Yes," write name(s) here and the reason: \_\_\_\_\_

12. Is there anyone listed in Col. 1 who is away from home now - for example, on a vacation or in the hospital?  Yes  No  
If "Yes," write name(s) and reason this person is away: *Esther L. Franklin away on trip to Canada.*

13. Do any of the people listed in Col. 1 live and eat separately from the rest of the household?  Yes  No  
Do any of them have cooking equipment for their exclusive use on which they prepare meals?  Yes  No

14. Are any of the people listed in Col. 1 roomers, lodgers, or boarders here?  Yes  No

→ Please turn to page 3 and answer questions H1 to H11



Page 3

• Questions H1 and H2 are asked to be sure we include all living quarters in the census.  
 • Questions H3 to H11 are about the house, apartment, or rooms in which the people listed on page 2 live.

H1. Are there any households, other than your own, at this street address?  
 • Yes — How many households are there at this street address, including your own?  
 2 households  
 3 households  
 4 households  
 5 households  
 6 households  
 7 households or more  
 No — Is there anyone living at this street address who is not listed on page 2?  
 Yes  
 No

H2. As far as you know, are there any vacant apartments at this street address?  
 Yes  No

H3. Please enter the telephone number for this household  
 Telephone number  No telephone  
 434 - 8772

H4. How many rooms are in your house (or apartment)?  
 (Count kitchen as a room, but do not count bathrooms or half-rooms)  
 One room  
 Two rooms  
 Three rooms  
 Four rooms  
 Five rooms  
 Six rooms  
 Seven rooms  
 Eight rooms or more

H5. Do you have a kitchen or kitchenette?  
 Yes, for our household only  
 Yes, but shared with another household  
 No

H6. Do you have a flush toilet?  
 Yes, for our household only  
 Yes, but shared with another household  
 No

H7. How is your house (or apartment) heated?  
 (Fill one circle ONLY for the kind of heat you use most)  
 Heated by:  
 Steam or hot water piped to individual rooms  
 Warm air furnace with ducts to room registers  
 Floor, wall, or pipeless furnace  
 Built-in electric units  
 Room heater(s) connected to chimney or flue  
 Room heater(s) not connected to chimney or flue  
 Other method  
 Not heated

H8. Is there a business on this property or in this building?  
 (A business is a clearly recognizable store or commercial establishment; for example, a grocery, restaurant, barber shop, etc.)  
 Yes  
 No

H9. Is this house (or apartment):  
 Owned or being bought by you or someone else in your household?  
 Rented for cash rent?  
 Occupied without payment of cash rent?

H10. If you live in a one-family house which you own or are buying—  
 What is the value of this home; that is, about how much do you think your house would sell for if it were for sale?  
 Less than \$5,000  \$15,000 to 17,499  
 \$5,000 to 7,499  \$17,500 to 19,999  
 \$7,500 to 9,999  \$20,000 to 24,999  
 \$10,000 to 12,499  \$25,000 to 34,999  
 \$12,500 to 14,999  \$35,000 or more

H11. Answer this question if you pay rent for your house (or apartment)—  
 a. If you pay rent by the month—  
 What is your monthly rent?  
 \$ 135 .00  
 (Please enter amount paid and also mark the proper circle) (Amount of monthly rent paid to nearest dollar)  
 Less than \$30.00  \$80 to 89.99  
 \$30 to 39.99  \$90 to 99.99  
 \$40 to 49.99  \$100 to 124.99  
 \$50 to 59.99  \$125 to 149.99  
 \$60 to 69.99  \$150 to 199.99  
 \$70 to 79.99  \$200 or more  
 b. If you pay rent by the week or some other period of time—  
 What is your rent, and what period does it cover?  
 \$ .00 per (Nearest dollar) (Week, year, etc.)

Please examine the entries you have made on pages 2 and 3 of this Census form.

1. Be sure you have filled out Cols. 2 through 9 for each person listed on page 2.  
 2. Be sure you have answered Questions 11 to 14 at the bottom of page 2.  
 3. Be sure you have answered Questions H1 through H11 on this page.  
 4. Write your name below. Also enter the date.  
 Alex B. Hylands 4/1/65  
 Signature Date  
 5. Fold this form the way it was sent to you.

Please put it in the envelope addressed to the Census Office. The numbers that appear above your address should show through the window. Mail it to us. No postage is required. Thank you.

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f. Type of unit or quarters  
 Housing unit—First form  
 Housing unit—Continuation  
 Vacant unit—Fill H1, H4 to H8, H10, H11, H24, H25  
 Group quarters—First form  
 Group quarters—Continuation  
 Inmate quarters—First form  
 Inmate quarters—Continuation

H24. Vacancy status  
 Year round:   
 For rent  
 Sole only  
 Rented or sold, not occupied  
 Occasional use  
 Other vacancy  
 Seasonal  
 Migratory

H25. Months vacant  
 Less than 1 month  
 1 up to 2 months  
 2 up to 4 months  
 4 up to 6 months  
 6 months or more

Mr. GREEN. Here is what I am getting at. Do they feel this will interfere with the work they are doing now?

Dr. ECKLER. I believe that this will require them to use overtime of their carriers. This is not a tremendous additional load percentage-wise, but it is a very significant one nevertheless, and they will have to plan carefully all throughout the country. Presumably their carriers who will be doing this work of checking before and at the time of the delivery would have to put in some overtime. This has been tested out in Louisville and in Cleveland and elsewhere so that they have a good idea already of the nature of this impact.

Mr. GREEN. Is there any estimate of how this will increase the workload of the normal letter carrier or supervisor. Is there any estimate as to whether or not there would be extra remuneration for the service they perform in handling the census?

Dr. ECKLER. Yes, sir; there is a great deal of information from these tests. The major increase in the load will be on the letter carriers themselves. Supervisors and clerks will have some additional work, but I believe it centers most heavily on carriers. There would be compensation for this. We definitely would pay the Post Office Department for the services rendered here and it may well be that much of this would be overtime work which would be done outside of the regular hours of the carriers.

Mr. GREEN. You said also in your statement that you expected more complete coverage by the use of the mail. In light of my own experience with direct mailings and the return, I almost find this a little hard to believe.

Could you demonstrate statistically how this would be possible?

Dr. ECKLER. Yes, sir. I would be happy to do that, Mr. Chairman.

In the first place, we start out with as good a list as we can get, presumably in large part from commercial sources. Then we will have that checked over by the carriers on the individual route to see what additions need to be made. There is no doubt that the mailing lists do not have all of the stops that are made by the carriers so their first job will be to provide us with listings—that is, cards—on which appear the addresses that are not in our list. Then they will be added to our list and we will mail out to all of those in this updated, increased list. At the time they make the delivery, they are again asked to check to see whether there is a form for every stop on the route. If there is any omission, they will again let us know and we will see that a form is provided for that additional stop.

So we believe that this does give us a very good coverage of the points at which mail is delivered or at the places where people reside on routes. We believe they can provide a better coverage of that than a typical census enumerator who has been trained a short time in the problems of coverage, and who has a map that he may not be too familiar with. He has some experience, but not certainly anywhere near as much as the mail carrier. We believe these people can give us a somewhat better coverage of the addresses at which people are located.

As for the information supplied within the household, that depends on how well the householder supplies it and our tests have shown the information supplied will be somewhat better than in the past. There may be some omissions because of carelessness, but the coverage of the individual addresses should be better.

Mr. GREEN. I know, from my own experience with mailing, whenever I use a mailing list including the names and addresses, I have gotten thousands of the letters returned because people have moved or the address was not accurate.

Dr. ECKLER. This address list will not have names on it. It will have merely the address itself. So if there has been a case where some new family moved in, the new family will be the one enumerated.

Mr. GREEN. What will you do with multifamily dwellings?

Dr. ECKLER. We will hope that the list, to begin with, will give information on that in a great many cases. If the list at first does not have it, we hope the carriers will know of these different stops within the apartment houses and so forth and will provide us information on those individual units.

Mr. GREEN. Has the question ever arisen of people objecting to giving personal data through the mail?

Dr. ECKLER. It has been extremely rare, Mr. Chairman. Of course, you will find, I think, an occasional person will object to any kind of inquiry. In the case of Cleveland it was a very small fraction, something like a tenth of 1 percent, where there was objection. We believe, and I think Congressman Gallagher noted in his testimony, that there will, in general, be a greater willingness to supply information on the impersonal basis of mailing it in rather than giving it to an enumerator whom they may know personally. So we think there would be somewhat greater willingness.

Mr. GREEN. Could you detail for us and for the record what basis you have for your belief that the public will respond to questionnaires through the mail? Do you have specific examples of the success of an operation like this?

Was the form we discussed earlier used in Cleveland?

Dr. ECKLER. Yes. The Cleveland and the Louisville tests are the most comprehensive and significant evidence of it. We have been doing this in a number of earlier tests which I will not try to name, but it has been tried out in a number of cases and we are satisfied from all of this experience; and the public reaction, generally, is that people are willing to take the trouble to fill out the forms and mail them in.

It certainly is true, as I think you implied in your earlier question, that some people will not. They just do not get around to it or they put it off, and in those cases we will have a control list against which we check off the responses and then we will have to send enumerators in the usual fashion to follow up on those and get the information.

Furthermore, there will be some persons who do not give all of the information, or who give sketchy or inconsistent answers and we will have to follow up to get that straightened out. We may do some following up by telephone, some by personal interview.

Mr. GREEN. I think past experience indicates there have been suspicions of why questions were being asked in certain neighborhoods and particularly in the poorer neighborhoods. Are you taking any steps in the 1970 census to relieve that fear that some people have as to why questions are being asked?

Dr. ECKLER. We certainly will do everything we possibly can to get across the information of what the census is about and why the citizens should cooperate. We tried local information centers where people can go and ask questions. We will certainly try to find if there are foreign-language newspapers or any other media of that sort that will

reach these people and we will try to use them. It may be possible to find local leaders, such as clergymen or other people who have a considerable number of supporters or followers, to try to get the message across. We are going to use all of the means we can. But there is a real problem of getting across the fact that these people do not have to worry about being identified, that they have a duty as citizens to be reporting. But we still have more to learn about how to induce them to report.

Mr. GREEN. You can assure this committee, then, that every reasonable effort will be made to take this action?

Dr. ECKLER. I think not only every reasonable effort, but probably some unreasonable efforts, Mr. Chairman.

Mr. GREEN. Fine. Rather than monopolize this—I see the time is running out—I would like to yield to my colleague from New Jersey, Mr. Krebs.

Mr. KREBS. Thank you, Mr. Chairman.

Doctor, I would like to compliment you on a very helpful statement. I have some questions, but certainly your testimony is so meaty we could probably spend the whole day asking questions.

First of all, you said in your statement that the Census Bureau is not taking a position on the inclusion of religion in the questionnaire, and then you proceeded to report the attitude of the pros and the cons. But you have to come back in the final analysis to the fact that the Census Bureau does make the determination. What is the position of the Bureau with respect to the question of including religion in the questionnaire?

Dr. ECKLER. I think it is too early to try to give a position on that, Mr. Krebs. I could give you my personal view on it.

Mr. KREBS. Would you, please?

Dr. ECKLER. My personal view is that the kind of doubts and opposition that came up before the 1960 census seem to be developing again. We decided not to include it in 1960 and I think the opposition is just about the same as it was then. So if I had to guess on a personal basis, I think we might come out at the same place and omit the question. I hate to say this because some of the people who have very strong interest in this may interpret this as a closing out of their interest and needs.

I would like to have the record show that, despite my current personal views, final determination could be that we ought to have it.

Mr. KREBS. You also dealt the same way with the question of the inclusion of the social security number. How do you feel about that?

Dr. ECKLER. Again on a personal basis, Mr. Krebs, I would like to believe that the importance of this is great enough to justify it being included.

Mr. GROSS. Is what?

Dr. ECKLER. The importance is great enough to justify its being included.

Mr. GROSS. Being included?

Dr. ECKLER. Yes, sir.

Mr. KREBS. Let me follow it up with this: One of the things that impressed me about the confidentiality of the information reposing in the files of the Social Security Administration is that even I, if I want to get information regarding a participant, cannot get it. Do

you think it would be possible to apply the same standards of confidentiality to a total file or total number in the computer system and maintain the confidentiality that has been maintained by the Social Security Administration?

I think somebody could give information to the Social Security Administration, in virtue of their conduct, with the feeling that this information would remain what it was supposed to be, one of confidentiality, and would not be handed out indiscriminately or sold to people for commercial purposes; or, more importantly, for enforcing what might be looked upon as infringement of our democratic rights.

Dr. ECKLER. I would be happy, Mr. Krebs, if you would also associate the Census Bureau in this record of scrupulous observance of confidentiality.

Mr. KREBS. I have no objection to including the Census Bureau, but, in fairness, let me say I am not as conversant with the Census Bureau as I am with the Social Security Administration. As a matter of fact, I can call up the Census Bureau and get information whether or not it is confidential in nature, but I cannot get a bit of information out of the Social Security Administration. So I would say thus far the score seems to be in favor of the Social Security Administration.

Dr. ECKLER. If I might clarify one point there, I think the information you have obtained from us does not pertain to individuals. We are proud of the fact that we have a vast amount of information of tabulated character which does not reveal information about an individual. So I am happy if we have given you tabulated information.

Mr. KREBS. I think you put your finger on the very point here. When you are dealing with abstract statistics, there is nothing confidential about it.

Dr. ECKLER. Yes, that is right.

Mr. KREBS. When you begin to deal with details of personal life, you are getting into another area. I think that is what Mr. Gallagher fears and I am afraid of it too.

Dr. ECKLER. That is right. The Census Bureau has traditionally placed the greatest emphasis upon the maintenance of confidentiality of individual records. Congressman Gallagher is completely right when he says we would be unable to collect information promptly and accurately if people did not have the assurance that the confidentiality would be maintained. We are very proud of this record which goes back many, many years. I know of no violation of this that has ever come to my attention. So I believe whatever provisions, if any, are made eventually for a data center, there would need to be very carefully developed legislation to assure the same kind of confidentiality, the same kind of treatment as the Social Security Administration and we have maintained. Moreover, we can and do preserve confidentiality against a subpoena.

I believe that is pretty generally agreed. I believe it is possible to develop such legislation.

Mr. KREBS. That leads me to the next question. These hearings on this whole problem have given birth to a new designation, "the Federal data bank." Do you want to tell us in detail what a Federal data bank means?

Dr. ECKLER. I believe it would be better for other people to testify on this because it is not a direct part of the 1970 census planning. But nevertheless, it comes up as a question and I do need to say something about it.

First of all, I would emphasize the fact that we place great emphasis upon the confidential treatment of all of our material. We do not make it available in the form of individual records to Social Security, to Internal Revenue, FBI, or to enforcement or regulatory agencies. We do have occasions in which we are able to obtain information of administrative nature from other agencies to supplement that which is collected in the census. I believe this is a very desirable development because it means that people are not subjected to duplicate canvassing for the same information, and if we can have access to information already collected and bring it to the Census Bureau to supplement information that is collected there, we will have greater efficiency, better information for the guidance of Government and for business and other groups, and there will be no reduction of the confidentiality that now exists.

When we obtain any information, for example, from Internal Revenue or Social Security, it is given exactly the same confidentiality as that applying to our own data. There have been a number of very important savings which have been made possible in our program in recent years through this use of the records of other agencies.

There are data in our agency to which have been added some of the data from Internal Revenue or Social Security. A tabulation of statistical information which is useful for many purposes, has combined our work and that of another agency.

Mr. KREBS. Would I be right in saying that while the concept of a Federal data bank is the creature of the Bureau of the Budget, the Census Bureau would not be averse to establishing such a system for your purposes?

Dr. ECKLER. That would be assuming there would be legislation which would give protection to our material.

Mr. KREBS. I am starting from scratch and asking you what you think about it and what you would recommend if such legislation were recommended in terms of protecting the rights of individuals.

Dr. ECKLER. I would think in view of the questions that have been brought up, the editorials in the papers and so forth, that extremely careful consideration ought to be given to these matters of invasion of privacy and confidentiality and so forth and there ought to be a very careful development of appropriate legislation and probably rather extensive hearings held to be sure no problems are overlooked. Under authority of existing legislation, we have achieved gains by having the records of our agency supplemented by those of another agency, while fully preserving confidentiality.

For example, with respect to the Social Security Administration and the Internal Revenue Service, and ourselves, there have been gains in recent years because of this combination.

Because of the importance of this subject, I wish the chairman's permission to submit a fuller statement for the record.

Mr. GREEN. Without objection, it is so ordered.

(The statement is as follows:)

The following statement is devoted primarily to privacy as it is regarded at the Bureau of the Census. Census takers have been concerned with privacy for more

than 100 years, and they have built up a tradition of respecting this right. The laws and regulations under which the Census Bureau operates insure it. These laws would not permit the Census to relinquish its responsibility for safeguarding the confidentiality of the information it collects by turning the records over to any other organization. New legislation would be required, in my opinion, to establish a "data center." In view of recent discussion in the Congress and elsewhere, I would assume that such new legislation would not weaken in any way the protection now given to information entrusted to the Census Bureau by individuals or by establishments. This position reflects the historical background described in the following paragraphs.

The confidence of the people is essential to the work of the Census Bureau. This work involves collecting information from individual respondents and summarizing the data into statistics that are needed by Government agencies, business organizations, labor groups, research institutions, and the public generally. The Bureau cannot collect this information at low cost and within reasonable time limits without the trust and cooperation of the people. Although the law compels people to answer questions, collection of information would be much more expensive, cumbersome, and time-consuming if this law had to be invoked frequently.

Fortunately, it does not. The census is generally understood by virtually all of the people, who readily provide information. Enumerators are constantly reporting instances in which people not only complied with the law in giving the required information, but also gave additional assistance to enumerators to help them in their duties. We place a high value on this kind of cooperation and want to keep it.

The reason people are willing to give information about themselves is that they know the Bureau keeps it confidential. As long ago as 1850, the U.S. marshals, who then collected the information for the census, were told that this information was "obtained exclusively for the use of Government, and not to be used in any way to the gratification of curiosity, the exposure of any man's business or pursuits, or for the private emolument of the marshals or assistants." Since 1879, the law has required those who collect census information to take an oath that they will not disclose it, and has made it a misdemeanor for any supervisor or enumerator to give to an unauthorized person "statistics of property and business." An 1889 law broadened the scope of the enforcement provisions to include "any information gained by him in the performance of his duties," and an 1899 law made the section applicable to all Census employees—not just to those who collect the information.

The law as now worded (title 13, United States Code, sec. 9(a)) forbids, under penalty of fine or imprisonment, any officer or employee of the Department of Commerce or the Bureau of the Census to—

(1) Use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied;

(2) Make any publication whereby the data furnished by any particular establishment or individual under this title can be identified; or

(3) Permit anyone other than the sworn officers and employees of the Department or bureau or agency thereof to examine the individual reports.

An exception in section 8 of title 13 permits the Bureau to give an individual information collected on himself in a previous census, but the Bureau provides it only on written request of the person himself or his legal representative. This provision has been valuable to many older people who do not have birth certificates and need proof of age to get social security, medicare, or other benefits. The relevant parts of section 8 are:

(a) The Secretary may, upon a written request, and in his discretion, furnish to Governors of States and Territories, courts of record, and individuals, data for genealogical and other proper purposes, from the population, agriculture, and housing schedules prepared under the authority of subchapter II of chapter 5, upon the payment of the actual, or estimated cost of searching the records and \$1 for supplying a certificate.

\* \* \* \* \*

(c) In no case shall information furnished under the authority of this section be used to the detriment of the persons to whom such information relates.

Last year, for example, we provided nearly 800,000 persons with information which they had requested about themselves.

The President of the United States, in his proclamation before the 1960 census, said: "No person can be harmed in any way by furnishing the information required. Individual information collected in the taking of the Eighteenth Decennial Census will not be used for purposes of taxation, investigation, or regulation, or in connection with military or jury service, the enforcement of school

attendance, the regulation of immigration, or the enforcement of any National, State, or local law or ordinance. There need be no fear that disclosure will be made regarding any individual person or his affairs."

Protecting the information given by a person is particularly important because almost any question the Bureau asks him may involve information that he does not wish to disclose. Some people are sensitive about age, some about education, some about marital status, some about income, and some about national origin or color. We simply could not do our job if we did not recognize these sensitivities, and we appreciate having legislation that permits us to do so.

While we recognize a need for privacy of individuals, we also recognize a need for statistics, and by statistics I mean information to be made publicly available on people in groups and not information on individuals. For example, we publish information on the total number of people in Washington, the number aged 65 and over, the number with incomes below \$3,000, and the like; but we will not release any information on John Jones or Sara Smith.

The need for statistics must be recognized, for they are used so extensively that the welfare of the people is bound up in them. Moreover, the need is growing, probably in response to two factors. One is the insistence of government agencies, business organizations, and others in dealing with increasingly complex economic and social problems that decisions be based on facts. The other is that methods of management and data-handling systems have greatly enlarged the possibilities of classifying and using facts.

The Bureau of the Census, as a statistical agency, is fully aware of the growing needs for factual information to help guide government and business decisions. We believe that considerable progress has been made through steps we are taking to expand our access to records of other agencies and to use the most up-to-date means of providing statistical information to users. But, as noted earlier, we regard the confidence of the public as essential to our work, and we will not impair that confidence.

Mr. KREBS. Mr. Chairman, I am just going to say that I certainly do not want to monopolize the time for questioning, but I do feel this is so important that I would like to ask if it is possible for the doctor to come back tomorrow. I have a lot more questions and at the same time I recognize my colleagues have a right to ask questions, too.

Mr. GREEN. Is that possible, Doctor?

Dr. ECKLER. Yes, I am at the disposal of the committee, sir.

Mr. GREEN. Fine. We certainly appreciate having you come.

Mr. GROSS?

Mr. GROSS. Thank you, Mr. Chairman.

Dr. Eckler, if you are simply going to collect confidential information and sit on it in the Census Bureau, why collect confidential information?

Dr. ECKLER. The information, when you say sit on it in the Bureau—

Mr. GROSS. Yes, obtain it for your own files without giving it to anyone. And if you give it to other agencies of the Government, it is less than confidential, is it not?

Dr. ECKLER. If we gave information on individuals to other agencies it would not be confidential. But the major purpose of census operation is to provide information on groups of the population, for a great many different kinds of groupings. For example, the people in a particular area, whether this is a city or part of a city or a county or town or whatever else it may be or the people in a particular kind of group. For example, the ones in a particular income level, the poor people or the unemployed or those with lower education or those with other characteristics or those in particular occupational groups. These tabulations are very extensive:

I referred in my statement to 143,000 pages of tabulations published in the 1960 census. These presented summary information for various combinations that different users felt would be helpful.

In addition to this, there would be unpublished material. This again is the kind of information we furnish on groups of people.

Mr. GROSS. This test made in Cleveland, the special census in Cleveland, in no way represents the census that you propose to take in 1970; is that correct?

Dr. ECKLER. No; I read only the 100-percent questions?

Mr. GROSS. I am sure these questions would be asked but many others would also be asked.

Dr. ECKLER. All I was illustrating for the sake of the committee was the questions asked on a 100-percent basis.

Mr. GROSS. I understand that. It seems to me this hearing is a little premature in that we ought to have some idea of the questions you propose to ask in 1970 before these hearings are closed. I do not care whether it is this session of Congress or the next session. I want to know the questions which you propose to ask. We are not getting them here today. We have too little to go on. Mr. Gallagher says he has a report that you are going to ask questions concerning voting records. Is this true?

Dr. ECKLER. There is a requirement in the Civil Rights Act, title VIII, I believe, 1964, that requires information on voting and registration.

(The above-mentioned portion of the Civil Rights Act, title VIII, was submitted for inclusion in the record. It is as follows:)

PUBLIC LAW 88-352, 78 STAT. 266

TITLE VIII—REGISTRATION AND VOTING STATISTICS

SEC. 801. The Secretary of Commerce shall promptly conduct a survey to compile registration and voting statistics in such geographic areas as may be recommended by the Commission on Civil Rights. Such a survey and compilation shall, to the extent recommended by the Commission on Civil Rights, only include a count of persons of voting age by race, color, and national origin, and determination of the extent to which such persons are registered to vote, and have voted in any statewide primary or general election in which the Members of the United States House of Representatives are nominated or elected, since January 1, 1960. Such information shall also be collected and compiled in connection with the Nineteenth Decennial Census, and at such other times as the Congress may prescribe. The provisions of section 9 and chapter 7 of title 13, United States Code, shall apply to any survey, collection, or compilation of registration and voting statistics carried out under this title: *Provided, however,* That no person shall be compelled to disclose his race, color, national origin, or questioned about his political party affiliation, how he voted, or the reasons therefor, nor shall any penalty be imposed for his failure or refusal to make such disclosure. Every person interrogated orally, by written survey or questionnaire or by any other means with respect to such information shall be fully advised with respect to his right to fail or refuse to furnish such information.

Mr. GROSS. By the Census Bureau?

Dr. ECKLER. Yes. The provision is that it be included in the census of 1970. There are, however, some legal and administrative questions in connection with this so that I believe a detailed discussion of this would be better at a later date. But this is one possibility under the civil rights legislation.

Mr. GROSS. I do not understand what you would get that is not already obtainable in the States or the counties or the Federal Govern-

ment. I just do not understand what it is that you would get that is not available otherwise.

Dr. ECKLER. I think that the major purpose of this might be to look at the characteristics of those who voted and those who did not vote.

Mr. GROSS. You are not going to ask who voted for Johnson as opposed to Goldwater?

Dr. ECKLER. No, indeed.

Mr. GROSS. Or Gross as opposed to someone else?

Dr. ECKLER. No. The question pretty clearly would be limited to whether the person did vote in 1968 and, if he did not vote, was he registered to vote.

Mr. GROSS. Those records are available.

Dr. ECKLER. The voting records as to number who voted, certainly are available, Mr. Gross. Registration information is not so universally available. It is available in some States and not others. But I believe the major interest of those who developed the legislation on this was to look at the characteristics of those who voted as compared with those who do not vote.

Mr. GROSS. Mr. Chairman, if Dr. Eckler is coming back tomorrow or in the near future, I would hope that he would bring to us a list of the questions proposed to be asked in the 1970 census. If that has not been firmed up, I am willing to wait until it is firmed up because I want to know what questions are proposed, tentative though they may be. I think Dr. Eckler has a pretty good idea of what is proposed to be asked in the 1970 census and I would like to get it down in black and white so we can see it, because we are having some unfortunate experiences these days with respect to snooping and prying and one thing and another.

(The following list of subjects being considered for inclusion in the test census of Metropolitan New Haven in April 1967 was submitted for inclusion in the record. It is as follows:)

There is given below a draft list of the subjects being considered for inclusion in the test census of Metropolitan New Haven in April 1967. Since this is a test census it includes some items which are being tested there. The findings will aid in determining whether these items or modifications of them should be considered for inclusion in the 1970 census. This applies particularly to those items which were not included in 1960 and those for which the wording has been changed from that which was used in the 1960 census questionnaire. In the list below, subjects marked with an asterisk (\*) are for all persons or housing units; subjects not so marked are for a 25-percent sample.

SUBJECTS IDENTICAL WITH OR SUBSTANTIALLY SIMILAR TO 1960 CENSUS CONTENT  
POPULATION

*Name	Date married
*Relationship to head of household	Number of times married and widowed
*Sex	Number of children ever born (for women)
*Color or race	Veteran status (for men)
*Month and year of birth (age)	Employment status and hours worked
*Marital status	Place of work
Place of birth	Means of transportation to work
Place of birth of parents	Occupation, industry, and class of worker
Year moved into this house	Weeks worked in 1966
Place of residence 5 years ago	Income in 1966
School attendance	
Years of school completed	

## HOUSING

*Telephone number	Number of complete and partial bath-rooms
*Entrance, access from outside	Number of automobiles
*Number of rooms	Whether home is on a farm
*Presence of complete kitchen	Number of bedrooms
*Presence of complete bathroom	Number of housing units in building
*Kind of heat	Number of stories in building and whether it has an elevator
*Tenure—owned or rented	Fuels used for heating and cooking
*Whether a business on the property (for one-family houses)	Presence of air conditioning
*Value of home (for owned one-family houses)	Presence of clothes washing machine
*Rent (for renters)	Presence of clothes dryer
*Status and months vacant for vacant units	Presence of separate home food freezer
Average cost of electricity, gas, water, and heating fuels if not included in rent	Number of radio sets
Year house built	Number of television sets
Presence of hot and cold running water	Whether house has a basement
Presence of flush toilet	Source of water
Presence of bathtub or shower	Whether house is connected to a public sewer
	For trailers—whether mobile or on permanent foundation

## NEW SUBJECTS BEING CONSIDERED

## POPULATION

Social security number

Major activity 5 years ago. Check one of six categories—Working, in Armed Forces, Looking for work, Keeping house, Going to school, Something else

## HOUSING

Utilities and facilities included in rent. Check each item included—Heat, Hot water, Gas, Electricity, Air conditioning, Furniture, Offstreet parking, Swimming pool

Number of built-in clothes closets. Check None, 1, 2, 3, 4, or 5 or more

Mr. GROSS. Just one other question: How will the 125,000 enumerators be selected that you may use?

Will it be on the basis of political patronage or will they be selected on the basis of some qualification?

Dr. ECKLER. They will be selected in accordance with recommendations made but all of them will have qualifications in the sense that they will be given tests which show their ability to carry on this kind of work. This has been true in the last two or three censuses and we expect it to continue, the system of asking for recommendations and then seeing the candidates are given tests; those who are not able to pass are not taken on.

Mr. GROSS. I wish the day would come in this country when we could select enumerators, rural mail carriers, and postmasters on something other than a political basis, and I have been on both sides of that fence. I hope the day will come when people performing these services will be free from politics, Dr. Eckler.

Mr. KREBS. Will the gentleman yield?

Mr. GROSS. Yes.

Mr. KREBS. It is my understanding, Mr. Gross, that these hearings were called for the purpose of ascertaining, insofar as it is possible, what questions are to be included in the questionnaires, and we are not holding the hearings to examine the questionnaire but rather to help formulate it.

I would like to ask the chairman if that is not the purpose of the hearings.

Mr. GREEN. I think the gentleman's impression is correct and that is why we are here, trying to help determine what questions should be included in the 1970 census. And I think these hearings themselves create many questions in our mind as we proceed, and it would be very good, Doctor, if you could come back again. I would not necessarily say tomorrow. I am going to leave that up to the staff, if I have the consent of the committee on that, and allow them to arrange a date with you and fix it into our already planned schedule of hearings on these matters.

Are there any further questions?

Mr. WALDIE. Mr. Chairman?

Mr. GREEN. Mr. Waldie.

Mr. WALDIE. I know under the statute you already have the authority to ask religious bodies to answer questions. Would you have to have that authority to ask individuals religious questions?

Dr. ECKLER. I do not believe specific authority is needed to ask a question on religion. I believe that comes under the general authority of the Secretary to select inquiries that are used in the decennial census.

Mr. WALDIE. Why do you have to have it to ask religious bodies?

Dr. ECKLER. This involves approaching a quite different group. This census approaches the religious bodies themselves, the various congregations.

Mr. WALDIE. Does it require statutory authority to ask them questions?

Dr. ECKLER. Yes. We believe it would not come under the general authority of the decennial census, and that you would need separate authority to canvass the congregations.

Mr. WALDIE. When did Congress give you that authority?

Dr. ECKLER. This goes back a long way.

Mr. WALDIE. Have you used it every time?

Dr. ECKLER. The last complete census of religious bodies was in 1936. An enumeration was started in 1946 but money was not given to complete it. But it is a statute that goes back I would guess at least 50 to 60 years.

Mr. WALDIE. Mr. Chairman, if it takes specific statutory authority to ask a religious body religious questions, it would occur to me it would probably take more authority to ask an individual his religious affiliation. If there is a way of determining the Secretary's authority to ask that question, I would like to know that.

Mr. GREEN. I think this committee should look into this important point. I would like in that connection, if possible, for the staff of the committee to prepare for us a brief outline of the authority they now think the Bureau of the Census has and I would like, Doctor, to thank you for the list of the questions to be asked in the New Haven test which is being placed in the record.

I would yield to Mr. Matsunaga now. As I know, he has many important questions, but time is running out and I think we will have to hold that.

Thank you very much, Doctor, for coming today. We certainly appreciate it.

Dr. ECKLER. Thank you.

Mr. GREEN. The committee stands adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 12 noon, the committee adjourned, to reconvene at 10 a.m., Wednesday, August 24, 1966.)

## 1970 CENSUS QUESTIONS

WEDNESDAY, AUGUST 24, 1966

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

The committee met, pursuant to recess, at 10 a.m., in room 346, Cannon House Office Building, Hon. Paul J. Krebs presiding.

Mr. KREBS. The committee will come to order.

This morning the committee will continue hearing testimony on questions to be asked in the 1970 Census of Population and Housing, and testimony on related matters.

Yesterday the committee was pleased to hear Congressman Cornelius E. Gallagher, of New Jersey, on the preservation of the privacy of individuals, "in the face of innovations in information-gathering procedures."

We were glad to have with us, also, Dr. A. Ross Eckler, Director of the Bureau of the Census. Dr. Eckler has kindly agreed to return for additional questions tomorrow. We welcome him in the audience this morning.

I shall now call our first witness, Dr. Frank Notestein, president of the Population Council.

Dr. Notestein, welcome. If you have anybody with you that you want to assist you, they are welcome to do so. If not, when you are ready you may proceed.

### STATEMENT OF DR. FRANK NOTESTEIN, PRESIDENT, THE POPULATION COUNCIL, NEW YORK, N.Y.

Dr. NOTESTEIN. Mr. Chairman, it is a privilege to appear before this committee in behalf of the census of the United States. I have been professionally concerned with the census for more than 40 years; at Cornell University, as a member of the research staff of the Milbank Memorial Fund studying trends and differences in human fertility, then for 23 years as organizer and director of Princeton University's Office of Population Research, and finally, since 1959, as president of the Population Council. The council is a nonprofit organization founded by Mr. John D. Rockefeller III in 1952 to foster efforts to deal with the social and medical aspects of population problems here and abroad. It makes grants in support of research to universities and kindred institutions, awards fellowships for advanced training, and employs a staff that engages in research and technical assistance. Never having been associated with the Bureau of the Census in other than advisory capacities, I am appearing as a professional demographer and an administrator of research that depends on

census data—if you will—as a nonrepresentative sample of the academic consumer.

My testimony amounts to variations on a single theme: the importance in the national interest of maintaining, strengthening, and exploiting to the full, the record of our population. I have views, as I am sure members of the committee have, on matters of detail—on methods of enumeration, sampling and analysis, and on questions of content. The best recommendations on these subjects come, however, not from individuals but from the work of technical committees studying these questions both in and outside government. I want to touch on such questions only as illustrations of my major theme: the importance we should attach to deepening our knowledge of the size of the population, its characteristics and its modes of change.

These aspects of the matter tend to be minimized in competition with a host of special, but entirely legitimate, interests that obtain sharply focused support. The census is, and must remain, a fundamental instrument of constitutional government for the democratic and impersonal allocation of representation and the reallocation of resources at Federal, State, and local levels. It is an essential administrative tool of government. It is also an indispensable instrument for future planning by private business and government. But that is not all. In a sense these functions are of a secondary importance, for they deal with the means of coping with problems rather than with the identification of the problems themselves. Too often quasi-administrative needs tend to overshadow the fact that we must deepen our knowledge of our human inventory if we are to be quick and sure in the identification of our emerging needs and opportunities.

I should like to illustrate the possibilities by noting the importance of three topics: (1) Family composition, (2) the problems of poverty, and (3) the future growth of population.

We have all too little information about the family and the ways in which it is changing in the various parts of our population. We know all too little about the ways in which our public policies in housing, education, social insurance, medical care, employment practices, and systems of public assistance bear on this most fundamental institution of society. We do know that, with the progressive urbanization of the population and its increasing mobility, the family has become less and less responsible for its dependent members. We know, for example, that the only societies which have been able to develop a substantial proportion of older people have been the very ones to strip them of both economic function and social prestige. We know that the quality of our youth in school and at work depends in large measure on familial guidance. Yet we devote trivial resources to finding how families function in the various parts of the population and the nature of the changes that are occurring. Moreover, the census has not been adequately exploited in the study of these questions. The need is not so much for additional questions as it is for adequate funds for the kinds of cross-tabulation and analyses that utilize the information already collected.

The need is similar when facing the facts of poverty. An efficient use of the census does much more than identify the geographic distribution of poor areas. We urgently need studies in depth of the profiles of poverty in their geographic, educational, familial, occupational, industrial, and ethnic aspects, and of the ways in which they have

been changing. Without such work our programs may fail to couple a warm heart with a hard head, may go farther toward the relief of distress than toward its prevention, may fail to identify the kinds of social investment needed for prevention.

By no means all of the data required for the study of poverty come from the census, but the census must provide the base line that gives all other data their relevance. Many administrative matters can be handled by simple counts, and popular cliches about poverty can be supported by the simpler tallies. But sophisticated analytical work designed to get to the bottom of complex problems requires the sophisticated use of data. This in turn requires great depth in tabulation and great flexibility in arranging for special ad hoc analysis of data that the census provides. After we have borne the cost of collection, we have failed in the past for lack of funds to exploit fully the data gathered.

It is also surprising that we have paid so little attention to the nature and meaning of growth and change in our population. We have devoted relatively little attention to studying the significance of population changes in spite of the fact that within our lifetime those changes have almost completely transformed the nature of our society, and are going on at a pace that will transform it again in two or three decades. The population is about 2.5 times as large as it was when I was born. Our present mortality experience gives a newborn girl as good a chance of living to age 61 as in 1901 she had of living to age 5. We have become urban, educated, technologically proficient, and prosperous, but we have amidst our 200 million about 30 million living in poverty. These are people outside the mainstream of the culture but made aware by every instrument of mass media of the luxuries of a society in which they have little share. We have looked at the results of these changes, endeavored to soften the hardships of change, but have almost systematically refused to study the changes themselves as they occurred. We have paid more attention to the reproduction of farm animals than to that of human populations and more attention to the plumbing and electrical facilities of our houses than to the changes in family structure. It is time that we began giving attention to us as well as to our animals and material equipment.

It is time because we are not at the end of change. There is every chance that most of the members of this committee will live long enough to see our national population reach 300 million. The exact numbers will depend heavily on our national policies in the meantime. Yet we have paid rather little attention to the meaning of such growth for the quality of our national life. The year 2000 may seem far away, but the parents of that year's young schoolchildren are already born. They represent the middle-aged labor force of that date. The old-age problems of the year 2040 are already here. Prudent care for the national interest suggests the wisdom of careful study now of the emerging situation and of the ways in which it will be affected by governmental action.

It is not commonly realized how drastically even the simplest changes in the composition of the population affect our situation. The shortage of births in the great depression, for example, greatly eased the problems of technological unemployment right after the war. Fewer births in the 1930's meant fewer entrants to the labor

force in the early postwar adjustment. Recently our birth rate has been falling rapidly as these small birth classes of the depression years move into the childbearing ages. This trend can shortly be expected to slow down or reverse as the large birth classes of the postwar years move into the childbearing ages as well as the labor market. Entry to the market may become more difficult, resulting before many years in delayed marriage and delayed childbearing. In this way the large parental stock may help to create a situation that checks its own reproduction. Meantime we may expect the position of the older worker to improve, as the small birth classes of the depression years move into that time of life and continue to reap the advantages of their own scarcity.

In a sense, however, these are merely the superficial results of more basic trends. It is much more important to study the factors affecting human fertility in the major sectors of our population in order to discover the causes and the consequences of the varying patterns of reproduction found in our society. Much has been accomplished in recent decades, thanks partly to the excellent technical work of the Bureau of the Census. But that work remains too limited as, in census after census, shortage of funds in the final stages of the work cuts the work of analysis.

Yet a serious nation surely wants to know the relation between education, prosperity, family form, religion, ethnic background, urban, rural, or suburban residence, and the rate of reproduction of the Nation's young. These are areas of great sensitivity, but I cannot emphasize too strongly that the sensitivity is fostered by ignorance and not by knowledge. Truth remains the great persuader. If one generalization is more accurate than another in this matter, it is that the more we learn about reproductive behavior in our society the more we are convinced that all sectors of our population tend to respond similarly to similar opportunities and responsibilities. Meanwhile, however, differences of background and settings are creating situations that require urgent attention.

The major need in the study of population growth, and in that of human fertility so far as the census is concerned, is for adequate tabulation and analytical work. In every census, at least from 1890 on, a shortage of funds has resulted in a serious curtailment of tabulation plans. The reason for the failure is clear enough. Budgets are tight, the work is closely planned, and something goes wrong, so that unforeseen costs arise. Tabulation and analysis come last and the shortages focus on these aspects of the work. In 1930 it was the need for economies in the depression; in 1940 it was high wartime costs arising in considerable part because the Census Bureau was training keypunch and tabulator operators who, when trained, moved to better paid jobs offered by defense departments. In 1950 it was Korea. Always the reasons are good; but always the result is the same—a waste of taxpayers' funds from the failure to make the rather small additional expenditures that permit the full exploitation of information already collected. This problem has always been serious, but now that electronic computation has added entirely new dimensions to the analytical possibilities it is particularly acute. Shortage of funds for tabular and analytical work means the curtailment of precisely that part of the effort made increasingly fruitful by technological advance.

There has been another difficulty. Very generally, the view has been that the Bureau of the Census is an agency concerned with the collection and not the analysis of data. Except for research into the methods of data collection, little research has been allowed in the Bureau. It has been held that analysis is the business of other governmental departments or of universities or cities; that is, of the consuming agencies. I think this view is shortsighted. There is no other agency mainly concerned with population change. Many agencies touch one or another aspect of the subject; but what is a little of everyone's business is no one's business. Nor are the universities in a position to exploit fully the materials of the census. The result is that at present the data collected by the Bureau of the Census represent a mine of unexploited information. Much more analytical work should be encouraged in the Bureau. To do so would permit the Government to cash in on its investment, and permit the Bureau to attract and hold men whose interests are substantive as well as methodological. The support of analytical work at the Bureau of the Census would enhance the value of data collection, bring the experience of the consumer to bear more directly on problems of collection, and make the professional position of the staff more attractive than it is now. The costs would be small and the returns large.

I have been emphasizing problems of tabulation and analysis rather than those involving the content of the census, because matters of form and content are more likely to be considered by others. This does not mean, however, that I think there should be no changes.

There should be additions, and I think there should be deletions, notably in the housing census. One suggested addition is both important and sensitive; it is the proposal to ask for social security numbers. This will attract considerable opposition out of fear that the information will be misused.

There can be no doubt that this information would permit the kind of statistical cross-referencing needed by many agencies of the Government as well as by scholars. It could of course be misused, but in this characteristic it is no different from much of the data gathered by the Bureau of the Census about the population and about business and agriculture. Our Government has done a magnificent job of protecting the confidential nature of the information obtained by the census. There is no reason to believe that it will not continue to do so, short of Federal breakdown. But such a breakdown would make this problem insignificant. The introduction of the social security number would be extremely useful and introduce no dangers that are different in principle from those we already face.

Much the same thing can be said for adding a question on religion. The information would be invaluable to the social analyst because religious background is a powerful element in conditioning human behavior. I wish we could have it on the census. I know that there would be little objection on the part of the general public. Here and abroad many investigations have not only asked for religious preference but have probed rather deeply in the field of religious practice. Questions in this area present no unusual problem. People, whatever their belief or nonbelief, tend to be proud of it. Nevertheless, a serious group of people opposes the question as a matter of civil right and constitutional protection, so that I cannot advocate its inclusion. I

think they are wrong. I think their view is unfortunate. But their feelings are genuine, and strongly enough held so that the census as a whole would probably be injured by the public dissension that would arise if their views were disregarded.

I think many of the objections held by the opponents would disappear if religion were excluded from the census in which the answers are required by law and introduced into sample surveys in which the response is voluntary. Such surveys will not meet the needs of many churches for detailed knowledge of their own populations in local areas, but will permit much of the analytical work that a census question makes possible. We have ample experience to show that the lack of legal sanction on such sample surveys makes minimal difference.

Other additions may be needed on education, occupation, marriage, and childbearing. These, plus the expansion of tabulations and analytical work, will cost more money. There are some places where savings could be made. This is notably true in the field of housing where there is always pressure to get full details as to utilities and appliances—including the kitchen sink. Moreover, much of the data obtained in this area are of poor quality.

In my own view, the question about veterans fall into this class. Census after census we obtain almost useless information about veterans, unless because it is of such poor quality. My objection is not to the need for information about veterans. But we have amply demonstrated that the census is not the mechanism for its collection. I think we waste money doing it. This is one example where substantial economies can be achieved without loss of pertinent information.

We should also resist the temptation to introduce elaborate tabulations of demonstrably bad information. There is a risk, for example, of too detailed a tabulation of the rather poor data relating to place of work and place of residence. Finally, there are serious proposals that we endeavor to get place of birth of grandparents. The intention may be laudable, but the quality of the response will be low and the costs of tabulation very high.

I am not going to comment on matters of sampling methods. We are fortunate to have in the Bureau of the Census the world's foremost experts. Over the past three decades they have led the world in the sound, responsible, and efficient use of sampling. I subscribe to their proposals, not because I am familiar with the details of their present ideas, but because I know the caliber of their work in the past.

Not only in matters of sampling, but in the whole field of census work, the people of the United States are very fortunate. The work of the Bureau of the Census has consistently maintained high technical competence, an imaginative initiative, and an efficiency of operation not matched elsewhere in the world. It represents an operation of which at least I, as a citizen, am proud. It is an operation that in the national interest deserves strong congressional support. Thank you.

Mr. KREBS. Thank you, Dr. Notestein.

I have a couple of questions. I notice in your testimony you do not seem to be particularly concerned about the danger of infringing privacy and civil liberties, about which some people have expressed concern. I wonder if you would care to expand on your views.

Dr. NOTESTEIN. I think we can carry it to a point that might be dangerous, to which I would not like to go. I am not very enthusiastic about the total national data bank. One can say that the proposal to put on the social security number is just a step on the way, but there is all the difference between having one cross-reference within an agency with a long record of protecting confidences and having a complete identification of everything in the statistical file—the whole residence record, the whole income record, the whole educational record, motor cars, housing—everything, outside the tradition of confidentiality. I am not enthusiastic about the data bank. I am very enthusiastic about the social security number because I do not really believe it adds to the danger. I have known the Census Bureau intimately for a long time, as I have said, and I am aware of the great care the Bureau has taken in protecting the confidential nature of its work.

If we can get social security numbers on the census, the Social Security Administration can supply its information to the census. The Bureau can then supply many impersonal cross-tabulations that will allow the calibration of information on many subjects. Social security is a better source of information than the census on many things. It would tremendously expand the usefulness of the census for the Government, and I cannot see much danger involved so long as the census releases data only in tabular form.

Mr. KREBS. It may have been a different problem heretofore when data was compiled manually. Now, when we have a machine capable of making it such a simple job, may not one of the fruits of this progress be the loss of liberty? It is very easy to push a button and get all kinds of statistics that we have laboriously gathered.

Dr. NOTESTEIN. I think there is no danger in the statistics. I think the sacrifice of freedom comes when you reveal information about the individual. I think the thing we are worried about is not gathering statistics, but individual identification.

Mr. KREBS. How and where do you draw the line between an efficient system of maintaining this information on individuals which you might think best for the purposes of the census, and still avoid stepping over the line where we should not in the area of civil liberties?

Dr. NOTESTEIN. May I speak first to the case of the social security number, which can be used just as a record linkage so we can compare, for example, the age reporting of the same individual in the two systems. How old are they on the social security records? This is one example. There are a thousand and one examples of the way you can compare the kind of evidence given to social security with the kind of evidence actually given in other places.

This involves no loss of freedom. You can do the same thing with relation to occupations. The place where it becomes dangerous is when, come the revolution or a Congress that is not sensitive to the freedom of the individual, the Census Bureau is forced by some agency to reveal data relating to the individual.

Mr. KREBS. This has been done so far. Even congressional committees are guilty of this indiscretion. The point is, how do you protect people in their individual rights?

Dr. NOTESTEIN. I think it is unheard of for the Census Bureau to reveal information about individuals.

Mr. KREBS. I am not talking about the Census Bureau, but other governmental agencies which have this information in a bank available to the Government in toto.

Dr. NOTESTEIN. My proposal for linking the record would be that the record linkage be made in the Bureau and not be allowed to get out. I am not interested in a data bank, sir. I am interested in the Census Bureau being allowed to tabulate their records in an impersonal way.

Let me give you another example, 1 in 1,000 and 1 in 10,000 samples of the 1960 census go out to universities. My organization helped to pay for the cost of some of this. Initially, some problems were raised about privacy. But all personal identification is off those tapes. Nobody can run the tape and find out any information about an individual, but a great deal of research is made possible. This is a way of maximizing the usefulness of costs which are already incurred.

I would hope very much that census data are not allowed to go out to any governmental or nongovernmental agency in forms in which the individual can be identified.

Mr. KREBS. One other question. How much do you estimate it would cost to provide the additional information and to expand the functions of the Bureau of the Census as you have referred to these items in your statement?

Dr. NOTESTEIN. My estimate is not worth very much, sir. Adequate tabulation and analytical work might add 5 to 10 percent to the cost. May I illustrate the kind of losses involved? In 1890, 1900, and 1910 the census asked each married woman the number of children she had borne, but in each census funds ran out before any of the answers were tabulated. The Bureau did better in 1940, 1950 and 1960, but in each case drastic economies had to be made in the tabulation plans at the last minute. In general this meant sacrificing depth in cross-tabulation and great reduction in the geographic detail available. It represents a pretty expensive economy. It is a great shame to make substantial expenditures in collecting data for the Nation, and then economizing by failing to exploit them.

I believe a 5 percent expansion of our tabulation costs would be an enormously helpful thing. I am not an authority on budgets, so don't take my words on the exact amount very seriously.

Mr. KREBS. I am sure you refer to a rather small additional expenditure in the field of analysis, but the sky could be the limit.

Dr. NOTESTEIN. Yes, the sky could be the limit, but costs could easily be kept low. Let me give you an example, sir. There are census monographs being written, privately financed. They are done outside of office hours often by Census Bureau personnel. It is fantastic that our Government does not finance a series of books that would bring together the major results. I think it is unwise to depend on private arrangements for part-time work to carry out such an important task. Furthermore, I do not believe you get the best data collection unless you have some people who are actively doing analytical work.

This does not cost a great sum. I am not talking about doing all analytical work. I am only saying it is time somebody paid attention to population for its own sake, not because it is of interest to Agriculture, or the Children's Bureau, or Social Security, but because people are important.

Mr. KREBS. I have no other questions.

Mr. Waldie?

Mr. WALDIE. Doctor, you mentioned something about sampling surveys without legal sanction and the possibility of getting into questions that involve sensitive answers. Do you presently conduct sample surveys?

Dr. NOTESTEIN. The Census Bureau does.

Mr. WALDIE. What type of surveys are those?

Dr. NOTESTEIN. The census people are much better sources of evidence on that. There are surveys on all sorts of things—employment, income, marriage. There are repeated surveys which have a great deal of information.

Mr. WALDIE. Are they also done on an anonymous basis as the regular census is taken?

Dr. NOTESTEIN. Yes. The census investigator knows the name of the person, but all of this is tabular material and is protected as far as privacy is concerned. Answering is not required by law, in my understanding. I believe a person may refuse to answer.

Mr. WALDIE. On the sample survey?

Dr. NOTESTEIN. Yes. It is authorized by law. This work has been going on continuously.

Mr. WALDIE. Is it authorized under the same statute which authorizes census activity, or is that separate?

Dr. NOTESTEIN. Would you ask the census people that? I do not know about that.

Mr. WALDIE. The other question I wanted to ask involves the use of the social security number. Would you give an example of where the use of that number is beneficial?

Dr. NOTESTEIN. I tried to indicate in a technical way it is highly beneficial in getting at questions of accuracy by cross-checking of social security information and census information.

Mr. WALDIE. How would you do that? I am sorry, I do not understand the techniques of this. Would you explain precisely what question you would be able to solve if you had the social security number identification rather than John Smith as a name?

Dr. NOTESTEIN. Our figures for mortality over age 65 are very inaccurate. You have to do a lot of actuarial planning on the basis of poor information. One way to get that straightened out would be to match records. The number of people who claim to be 65 is exaggerated in the census. We can get corrections by going back to records collected a long time ago. By checking the date of birth from earlier records we could get correction factors from which more accurate death rates could be produced. It would be useful to get a good calibration of the mortality over age 65. This is only one example.

The same thing is true of occupations. You ask many housewives what is the occupation of their husbands, and they do not know. Social security can give you a good deal of information on that.

Mr. WALDIE. Would the use of the social security number be designed only to provide the Bureau of the Census information they now lack, or would it have another purpose?

Dr. NOTESTEIN. To the extent, for example, that it would help get better mortality figures for people over age 65, it would be invaluable to the social security system in predicting what the mortality losses will be.

Mr. WALDIE. But it would have nothing to do with the responsibilities assigned to the Bureau of the Census under their statute. The use of that identification process would be relative to the needs of other agencies, not the Bureau.

Dr. NOTESTEIN. That particular one is relevant to the needs of other agencies. Since the Census Bureau, under the statute, is mainly concerned with collecting information, I suppose it relates to Bureau needs mostly as to finding ways to improve the quality of their data and, believe me, this is important; also the completeness of count.

Mr. WALDIE. It does give me the same concern which the chairman expressed. I gathered from at least that one sample—and I gather there are others—the main reason to include the social security number is not to make the process of gathering information or the duties of the Census Bureau more easy to perform, but to permit other agencies and bureaus to have more ready access to information that the Census Bureau has acquired.

Dr. NOTESTEIN. In tabular form, not by individual.

Mr. WALDIE. Perhaps not by individuals, but a social security number is not a general statistic; it is an individual statistic, as the name John Smith is.

Dr. NOTESTEIN. That is right.

Mr. WALDIE. I understand the concern about the Census Bureau acquiring information to permit other agencies of the Government to have more ready access to the individuals that they interview.

Dr. NOTESTEIN. I would share your concern about that, completely. I do not believe that the other agencies should have access to information, name by name, collected by the Census Bureau. I think the confidence in which the Bureau of the Census is held is partly due to the fact that it has done a magnificent job in maintaining privacy.

Mr. WALDIE. This statistic only involves personal identification. It does not involve anything else.

Dr. NOTESTEIN. It allows linkage on the part of census, of data collected by the social security system with data collected by the Bureau of the Census.

Mr. WALDIE. But it does permit more easily individual identification of the people interviewed in the census. That is the only purpose of it.

Dr. NOTESTEIN. That is right, so you can tabulate it. The same thing is true of every question asked by the Bureau of the Census.

Mr. WALDIE. I do not think that is so, Doctor. Other than the individual's name, there is nothing that you ask that would not have equal relevance to any other person that you might interview. The social security number of an individual would have no application to any other person except that individual.

Dr. NOTESTEIN. That is right.

Mr. WALDIE. The information is for the sole purpose of being more readily able to ascertain the identity of the individual in the census.

Dr. NOTESTEIN. I do not want to prolong it, but there is one thing wrong with your statement—for the sole purpose. The purpose is to allow the matching of data. That is a different purpose. That has to be done.

Mr. WALDIE. But that matching of data can only be attained if you have better individual identification of those whom you are interviewing.

Dr. NOTESTEIN. That is right.

Mr. WALDIE. And the social security number is for the purpose of providing better individual identification of those whom you are interviewing.

Dr. NOTESTEIN. That is right. Every statistic collected in the census has a personal name to it, and one could identify the whole thing.

Mr. WALDIE. I will not prolong it, either, but would you answer this question: Would it not be correct to say that providing the social security number in addition to the name would make it more readily possible to remove the cloak of anonymity which we seek to provide?

Dr. NOTESTEIN. You can do it as soon as you have the name and address with 100-percent accuracy already. It is hard to give more ready access, to make it more readily identifiable. Your name and my name are on the census, with an address, 10 different times if we live a hundred years. We already can be identified. That is why I do not see any new risk.

May I say one thing, gentlemen. A moment ago it was said that the availability of our modern equipment makes it easier to invade privacy. Frankly, if we have a police state, you can do it without electronic equipment. I think electronic equipment would not be a very great help unless you want to go to the trouble of setting everyone up in a national register and pressing a button. You could do it. The real point here is intention and not the equipment.

Mr. WALDIE. No further questions, Mr. Chairman.

Mr. KREBS. Thank you, Dr. Notestein. I want to say for the committee we are grateful for your taking time to come here and make so fine a contribution to the work of this committee. Thank you very much.

The next witness is the Most Reverend Paul F. Tanner, general secretary, the National Catholic Welfare Conference, Washington, D.C. Bishop Tanner, you are welcome to the committee.

**STATEMENT OF THE MOST REVEREND PAUL F. TANNER, GENERAL SECRETARY, NATIONAL CATHOLIC WELFARE CONFERENCE, WASHINGTON, D.C.**

Bishop TANNER. My name is Paul F. Tanner, general secretary of the National Catholic Welfare Conference. I welcome the opportunity to discuss the 1970 decennial census, in particular to raise for consideration the inclusion of a question that would yield statistical information on religious affiliation. My purpose in raising this question is twofold. First, statistical information about religious affiliation is helpful to both commercial enterprises and public and private welfare agencies in projecting services to the citizenry. As such this information would serve a valuable public purpose. Second, a sense of the history of preparing for the decennial census leads to the expectation that there will again be a public discussion on the inclusion of a question on religion. It is my hope that these observations will help to contribute to a reasonable discussion.

Many commercial and welfare interests can be served by statistics about religious affiliation. In industrial and commercial circles it is well known that markets are influenced by the religious affiliation of

prospective customers. The construction industry is an obvious case in point. So too the advertising industry, food processors, and the media of communications. Market analyses in these and other areas would be more complete—and better suited to the needs of the citizenry—if they incorporated projections based on statistics on religious affiliation.

In the field of welfare services religious organizations play a significant role. For example, they provide medical and health services in their hospitals, social work services to the indigent, special training for the retarded and handicapped, and general education to children at all levels of instruction. These services benefit the commonweal and relieve public agencies of many burdens, but the significant factor here is that the existence of these services directly affects the welfare services of public agencies. It is by no means an uncommon practice at the present for civic administrators to obtain information about the plans and projections of church administrators. Consider particularly the construction and staffing of hospitals, assistance to the poor, marriage counseling, working with youth. A knowledge of the service rendered by religious agencies has resulted in better utilization of public resources.

The current war on poverty is another example of public service. The presence of religious resources is directly related in the denominational character of the neighborhood. Yet, because these religious agencies serve the public at large, irrespective of religious affiliation, public agencies are better enabled to direct their resources to other areas of need.

This pattern of coordination in long-established neighborhoods appears even more important in the ever-burgeoning suburbs. Projections on the religious affiliation of the residents of these new communities will definitely be indicators of the resources private agencies will provide to those communities. It is a matter of common-sense, as well as fiscal prudence, that realistic projections of welfare services, public and private, will foster maximum utilization of resources and more widespread benefits to the citizenry.

In effect, therefore, a census on religious affiliation has as its purpose the securing of information that will benefit the people as a whole. Obtaining this information might be properly accomplished by asking only two questions: Do you belong to a religious body? If so, to which body? Perhaps the simple question, What is your religion? would serve the purpose. Whatever the formulation, it appears that a simple question or two can provide information on only one point, religious affiliation. That information would be significant and there is no reason to go beyond that.

History shows that the decennial census has never contained a question of religious affiliation, despite repeated efforts to include one. It is reasonable to expect, therefore, that a proposal to incorporate such a question in this census will evoke a certain amount of discussion. I offer a few observations.

Religious affiliation has been a factor in public controversy in the past in this country. The last decade, however, has laid to rest many of the fears formerly associated with religious affiliation. Indeed, the public discussion over religious affiliation in the 1960 presidential election dramatized a new sense of national maturity in this regard, with the result that the admission of one's religious affiliation is as

readily given, and almost as casually received, as of one's lodge, or union, or professional association.

The willingness of citizens in our age to state their religious affiliation is borne out by the experience of public opinion research firms. Mr. Thomas Benham, vice president of Opinion Research Corp., recently stated in a letter:

I have reviewed the experience of our organization in asking about religious preference in national surveys and find that cooperation of respondents proves to be at a very high level.

As a matter of fact, we (Opinion Research Corp.) have asked about religion in most national surveys involving public affairs for over 20 years. We have never had a serious problem with refusals on this question. (One area where we do run into a considerable level of refusal is in asking people about their income level.) As an example of the level of cooperation that we get on religious preference, I checked three large-scale nationwide surveys that we have done fairly recently. These range in size from 6,000 to 10,000 cases each. In all three studies 99 percent of respondents answered the question on religious preference, only 1 percent refused to provide the information.

In the light of Mr. Benham's observations, it seems fair to conclude that people do not feel embarrassment over answering a question on religious affiliation. Perhaps this conclusion could be further verified by an inquiry of other research firms.

It is true, however, that answering questions for commercial public opinion surveys is voluntary, whereas responding to the census is mandatory. Some people react to the mandatory requirement of the census as an invasion of privacy and, consequently, a violation of conscience. I personally do not have that reaction because religious affiliation involves a public relationship, an action whereby an individual has publicly affiliated himself with a religious denomination. Furthermore, the Census Bureau has strict standards of confidentiality. Nevertheless, the attitudes of those who do react negatively because of their religious conviction should be respected by making voluntary the answer to a question on religious affiliation. I am aware that this poses legal difficulties, but these difficulties should not be insurmountable.

In conclusion, may I summarize my thoughts:

The inclusion in the 1970 decennial census of a question on religious affiliation would serve a very useful public purpose by providing statistical information of value to both public and private agencies in projecting services to the people of the country. Adequate information could be obtained by asking two questions: Do you belong to a religious body? If so, to which one? While there is positive indication that the vast majority of Americans would find no embarrassment or objection to answering a question on religious affiliation, out of deference to those who object because of religious conviction, the Census Bureau should provide an option for the respondent.

I thank the members of this committee for their attention to this matter and I hope these comments will assist in the decisions that must be made.

Mr. KREBS. Thank you very much, Bishop Tanner.

I have a few questions. No. 1, you have heard the question I asked the previous witness with respect to the dangers of invading people's democratic rights inherent in a project such as the data bank, or even in an extension of the information gathered by the Census Bureau. Do you have a thought on that problem?

Bishop TANNER. You touch a difficult area. In our contemporary society we submit to this in many other areas. There is the matter mentioned of social security. I was visiting, I guess about a year or a year and a half ago, Fort Bragg and I was being shown their IBM operation. That particular day there had been a call for a couple of hundred men with certain language qualifications, certain vaccinations, certain previous training, and so forth. I was amazed to see them go through about 35,000 cards in no time and pop out with the 200 men out of all of the group that were surveyed with this particular set of qualities that were needed for this mission. Before nightfall their orders were being cut.

In many areas in contemporary life we fill out information sheets in great numbers. I suppose the Veterans' Bureau must have almost 18 million cases on file that are very detailed. In that sense all these things are invasion of privacy but in the society in which we live, if we are going to operate intelligently and reasonably and carefully, we simply have to go along with that. I am inclined to think that you could be a little doctrinaire about this. I think we have to be realistic.

The point of my argument was that realistically the religious question would be helpful to many people.

Mr. KREBS. There has been a proposal made also that the question be included in the census questionnaire dealing with physical or mental handicaps. Do you have any thoughts on this from the humanitarian or social point of view?

Bishop TANNER. Again, if in our society as we are living today, the Government were to project programs of special assistance to people, it would be very helpful for the Government to know precisely what it is dealing with.

For example, I do not recall the statistic accurately but I think we kill about 50,000 people a year in automobile accidents and almost a million are injured, most of whom are rehabilitated in the course of a year or two.

We have, in the Department of Labor, several agencies that are dealing with rehabilitating the physically handicapped. It is of great assistance in those areas to know, for instance, how many blind you have, or how many people had their legs amputated, or arms amputated, and so forth. When you are projecting these programs I think it would be helpful to know precisely what you are talking about.

Mr. KREBS. Again you come down to the question that is much debated, whether you have this information as it relates to individuals identified by name or social security number or some other way, or whether you have this information as part of an abstract count on the number of names, unidentified people, that fit in these various and several categories. This is the problem we are trying to find an answer to.

Bishop TANNER. It is a tough one. I can say that I see no benefit in the things we have been talking about by knowing names. I think the abstract information would be very helpful.

Mr. KREBS. Thank you very much.

Mr. Waldie?

Mr. WALDIE. Just one question. Under the present statute, as I understand, there is already authority on the part of the Bureau to ask questions of religious bodies on particular statistics?

Bishop TANNER. Yes.

Mr. WALDIE. Including the denomination and the number of members, change in membership over the past 10 years, attendance at services, income and expenditures, value of property, seating capacity at churches, and similar statistics which would permit apparently asking religious bodies anything under the present law.

Would not that information that you could acquire from a particular parish, for example, provide all the benefits that you would seek that you suggest might be available from asking the individual member?

Bishop TANNER. I suppose that you are familiar with this book?

Mr. WALDIE. No, I am not.

Bishop TANNER. It is an amazing thing. This is the Catholic Directory for this year. I have a statistical summary here. It deals with 46,246,175 people. Can I take just a second to explain this? Some of the things in the field of education and nursing are very interesting. For instance, there are 803 general hospitals, 140 special hospitals or sanitoriums, 331 schools for nurses, 23,800-some children in foster homes, 399 homes for the aged.

There are almost 18,000 parishes. There are 309 colleges and universities, 1,506 high schools, 10,000 grammar schools, 125 protective institutions, and so on. Each denomination, and again here I speak as no expert, each denomination does pretty well in pounding out its own statistics but this is not an area of scientific exactitude.

For instance, some groups will count as members only those over 21, some only those who have been baptized. We include children; others do not, and so on. I would say the whole field of religious statistics is approximate.

In our own particular case, when I was a young priest in 1931, in the throes of the depression, I was a curate in a parish that had about 500 families on relief. Well, in running a diocese the tax for the diocesan institutions and so on was pretty much on a per capita basis. My pastor, who was having a very rough time of things, reported only the number of families able to contribute to the parish. He also handed in the number of infant baptisms.

The archbishop called me in and said: "When you go home for lunch, mention to the pastor there is a minor miracle occurring in this parish. I have looked up the statistics and it would seem that at your place every woman, married or not, is having a child every 7 months."

What I am trying to get at is that these statistics are developed from reports given by individual parishes and that they have a degree of fuzziness about them that is inevitable. I would assume that this is relatively true of the other religious groups as well.

If we had more accurate information, not on individuals but abstractly, if you are planning a school or a hospital or orphanage or anything like that, you can do it more intelligently than you are doing right now. We would simply be putting our resources to better use.

Mr. WALDIE. Thank you.

Mr. KREBS. Mr. Buchanan?

Mr. BUCHANAN. Bishop Tanner, we appreciate your statement.

Along the line that Mr. Waldie was pursuing, is it not true that there are factors other than concentration of the people in your own faith which might determine this, where your operations might take

place? For example, in my own fellowship, if we found a neighborhood that was composed of nonchurch people this would be one place we would be certain to begin work, because we are a very evangelistic outfit. Also, we would place certain of our agencies, such as the Rescue Mission, in appropriate places in disadvantaged neighborhoods and downtown.

Would not this same sort of thing apply in your fellowship and most others?

Bishop TANNER. Yes, I would think so. Remember, it is almost characteristic of American cities today to be fluid in contrast, say, to Paris, Rome, Berlin, places like in Europe where you have cities 2,000 years old.

In the United States we are going through this constant evolution where the inner part of the city decays, the people flee to the suburbs, and so on, and consequently you are dealing with a fluid situation constantly and therefore planning is much more difficult than it would be in a stabilized area.

Take the telephone company. They are very smart at being able to project where things are going to happen.

Mr. BUCHANAN. This projection would be made on factors other than simply the concentration of people of your fellowship in a particular area?

Bishop TANNER. Yes, sir.

Mr. BUCHANAN. You might start some particular work because there is a disadvantaged group there?

Bishop TANNER. That is right.

Mr. BUCHANAN. It would seem to me that from the questions you proposed, I can certainly see their usefulness. I would say that I think it is true of your fellowship, if you are going to go at this, and I know it is true in mine. We could probably provide the Census Bureau with information about people living in a geographic area of one of our churches because we conduct very thorough canvasses, religious canvasses, and most of our churches—certainly those that are operating anywhere near efficiency that we hope they will have—we keep a continuing survey of these areas so that we could probably provide a good deal of information to the Census Bureau as to the nature of the people who live in that area.

I read about the usefulness of information and I am not certain that we can constitutionally question people in this area. If so, I would certainly agree with you it must be according to your suggestion, voluntary. A Catholic might have no objection to saying he is a Catholic, or a Baptist might have no objection to saying he is a Baptist, but if one is a heathen he might have some hesitation in having the matter public record.

Bishop TANNER. As I indicated in my formal testimony, I think the option should be available. It is not a pressure proposition at all.

Mr. BUCHANAN. Thank you.

Thank you, Mr. Chairman.

Mr. KREBS. Thank you, Mr. Buchanan.

Bishop Tanner, let me say thank you very much for the assistance that you have given us.

Bishop TANNER. I am grateful for the opportunity. Thank you.

Mr. KREBS. The next witness is Dr. Frank S. Kristof, chief of the Bureau of Planning & Program Research, New York City Housing & Redevelopment Board.

Dr. Kristof, welcome to the committee and proceed when you are ready.

**STATEMENT OF JASON R. NATHAN, CHAIRMAN, NEW YORK CITY HOUSING & REDEVELOPMENT BOARD, PRESENTED BY FRANK S. KRISTOF, CHIEF, BUREAU OF PLANNING & PROGRAM RESEARCH**

Dr. KRISTOF. Thank you, sir.

I am about to present the statement of Mr. Jason R. Nathan, who is the chairman of our housing and redevelopment board. Mr. Nathan sends his regrets at his inability to personally appear, but I hope that I will be able to represent him acceptably.

We are very pleased at this opportunity to express ourselves on plans for the 1970 census. The local agencies of New York City long have been major users of census data and are among the best customers of the Bureau of the Census for special census tabulations and for intercensal surveys of population, housing and economic subjects. Our department of city planning has for many years maintained close professional liaison with the Census Bureau, as a result of which a constant flow of communication between the agencies has been established. Our rent and rehabilitation agency in New York City and its predecessor, the State rent agency, have had many census surveys completed both in New York City and other communities of the State. Our department of health has cooperated closely with the Bureau in the health surveys carried out for the Department of Health, Education, and Welfare. Our housing and redevelopment board has been a prolific user of census information. In fact, I am told that we have already worn out 15 copies of the 1960 block statistics volumes for New York City.

Thus, the municipal agencies of New York City have had close liaison with the Bureau of the Census for many years; they regard the information that emerges from the census as the most important single source of data available for the planning activities that are carried out in the many agencies of our city. We have a deep regard for the Bureau of the Census and the value of its activities and, consequently, we hope that the Congress will lend strong support to the improvement and extension of census data, improvements in data collection procedures, and increased efficiency in processing and publication of these vital data.

We are well aware that the Bureau of the Census is an acknowledged leader on a worldwide scale in the innovation of new methods and techniques in the collection and processing of census information with the purpose of achieving the most complete and accurate coverage with the greatest economy and efficiency. The Bureau has achieved particularly impressive results in reducing the time gap between the collection and publication of information. Large capital investments in advanced computer techniques have redounded to the credit of both the Bureau and the electronic data processing industry. The Nation and its communities have been the ultimate beneficiaries of these innovations and advances in technology. We therefore hope that the Congress will continue to support the spirit of experimentation and innovation of new techniques.

In this connection I am particularly interested in discussing a subject of direct concern to all municipalities. This is the subject of small area data, which in census terminology is referred to as block statistics and census tract statistics. Information at this level is the lifeblood of planning in our municipalities. We have long regarded as regrettable the inability to convince the Congress of the need to carry out the censuses on a quinquennial basis in order to update small area information that is subject to most rapid changes. Be that as it may, we hope that in the 1970 census, the Congress will support a substantial extension of the amount of information that is published or otherwise made available on a small area basis.

We are well aware of the fact that the demand for small area information by city block entails enormous cost because of the necessity that such information be collected on a 100 percent basis for all persons and households. Consequently, this limits both the savings and efficiencies realizable from sampling procedures, and it enormously increases the number of pages of published data that must be provided for communities that obtain block statistics.

Information by block statistics was furnished through the housing census in 1940, 1950, and 1960. In 1960 for the first time a population item was published in the housing block statistics volume—number of persons. There has been great interest in a substantial increase in number of housing and population characteristics provided by city block. This is particularly relevant to the fact that the urban problems of our Nation are much more than simply a matter of tearing down slum blocks in various parts of the city and rebuilding them; it involves the renewal of opportunities for persons and families as well as the replacement of dilapidated and obsolete structures. The proposed Demonstration Cities Act of 1966, currently before this Congress, is a recognition of the fact that the rehabilitation process must extend to the families living in slums as well as to their physical environment. It is a matter of providing the deprived sectors of our population with education, social services, and employment opportunities vital to their health, education and welfare. Thus, an expansion of the rebuilding and restoration of entire sections of a city through the concentrated use of all available local and Federal resources requires a foundation stone of information which hitherto has not been available in sufficient depth to permit the kind of major planning required to carry out effective programs. In order to assist in achieving this purpose, the Census Bureau should be encouraged, and should be provided with the financial resources, to expand substantially the amount of information provided on a block and census tract basis. I will not attempt at this forum to discuss the precise details of these needs since we are represented in the census planning process and the specific needs for information are being discussed and developed in cooperation with the Bureau of the Census.

Let me now express my concern about another important area. There have been a number of demands for the Bureau of the Census to move into new and controversial areas of data gathering. This includes questions on religion and social security number. Although these are questions on which we, as a local housing agency, have no definite opinion, we would urge that any consideration of questions that are sensitive to a large number of our citizens and that could be regarded as impinging upon the confidentiality of census informa-

tion, be considered long and hard. Although we regard any new accretion of information as desirable in principle, to the extent that the acquisition of such information imperils the willingness of our population to supply information to the Bureau of the Census, grave questions are raised of whether the losses of information would outweigh the gains. The Bureau of the Census has a unique reputation as a data gathering agency that holds its information inviolable. As a result of this reputation, the Bureau of the Census has attained unparalleled public confidence and has succeeded in obtaining information that persons normally would refuse to provide to a public agency. Any endangering of this public confidence could result in serious data losses through nonresponse or inaccuracy of replies to census questions. Officials of the Bureau always have been sensitive to this point. Consequently, we would urge that the Bureau of the Census weigh carefully the gains against the losses in considering new questions on relatively sensitive subjects.

On another subject, the Bureau of the Census has raised grave questions about the quality of enumerator judgments on the condition of housing—classified in 1960 as either “sound,” “deteriorating,” or “dilapidated.” Although examination of the Bureau’s evaluation of the enumeration results of this item does indicate serious deficiencies, we wish to reiterate that it is absolutely essential that the Bureau provide an alternative technique to measure the condition of housing if present procedures for collecting this information are to be abandoned. On this subject there can be no compromise, since the evaluation of any community’s housing situation hinges greatly upon a uniform measure of the quality of housing. It is our understanding that the Bureau of the Census hopes to shift a very large proportion of the 1970 census to a mailing procedure with any reliance upon enumerators minimized and confined to following up omissions and the failure of respondents to complete their schedules. To the extent that this process will improve census procedures it is to be encouraged.

In connection with such new procedures, however, serious consideration should be given to the problems of underenumeration in urban areas. This has been regarded as a difficult enumeration problem in previous censuses and should be a major consideration in the adoption of new enumeration procedures. Means should be devised to improve the coverage of difficult areas in urban places which usually are associated with concentrations of families of low income and educational status. In Puerto Rican areas in New York City, the language barrier creates an additional problem. How these factors will affect the completeness or accuracy of response to a mail-type census should be carefully considered. Certainly it will be necessary to have an adequate staff of trained enumerators to move into these critical areas instantly to the extent it becomes necessary. It is particularly important that the Bureau be tooled up to meet special problems of language barriers in our Puerto Rican neighborhoods and the state of tension in minority areas—which we hope by 1970 will be substantially abated.

I thank you again for the opportunity to be heard on this very important subject and I look forward to seeing the 1970 decennial census emerge as the finest ever produced by the Bureau of the Census.

Mr. KREBS. Thank you very much, Dr. Kristof. You did such a good job in your testimony you do not leave many questions for us to ask.

You certainly have addressed yourself pointedly to the question we have been asking of all the witnesses about the dangers of overstepping our authority in the area of infringing upon people's democratic rights.

One question I do want to ask. Can you give me an off-the-cuff appraisal of what you think the cost of the end services you recommend in your testimony would be?

Dr. KRISTOF. I think that it would be in the realm of something like \$10 million.

Mr. KREBS. Which is a drop in the bucket compared with the total cost of the census.

Dr. KRISTOF. It is, relatively.

Mr. KREBS. I have no other questions.

Mr. Waldie?

Mr. WALDIE. No questions.

Mr. KREBS. Mr. Buchanan.

Mr. BUCHANAN. Thank you, Mr. Chairman.

Dr. Kristof, I have no questions except you intrigue me with this statement: "It is particularly important that the Bureau be tooled up to meet special problems of language barriers in our Puerto Rican neighborhoods and the state of tension in minority areas."

Would you have some specific suggestions on that? I assume they would be persons who spoke the language of the Puerto Ricans. Do you have any further specific suggestions as to what steps the Census Bureau might need to take to handle this problem?

Dr. KRISTOF. Yes, sir. I might make some suggestions. There are very, very difficult enumeration areas in the city and there have been occasions when census enumerators have, I think, in the past, not fully done their jobs in terms of covering every household in every block because of actual physical fear. I have firsthand experience because I had some minor participation in the 1960 census. During that period I spent some time in the Bedford-Stuyvesant and Harlem areas and had some direct experience with the kind of difficult situations census enumerators experienced.

In such cases, I think it would be useful and necessary to have census enumerators cover these areas in pairs, if necessary, in order to make sure they complete their task. This creates a manpower problem and it is a cost problem but in those specific difficult enumeration areas that can be identified beforehand, I think the Bureau should be prepared to send their enumerators out in pairs, especially at night when a good deal of the enumeration must necessarily take place.

By and large, our experience is that in only 50 or 60 percent of the cases do you find people at home during the daylight enumeration. The rest of the cases must be found at home in the evenings.

Mr. BUCHANAN. I suppose where possible it might also be advisable to have the census takers of the same minority group?

Dr. KRISTOF. I think it is absolutely important. It is imperative that this be done.

Mr. BUCHANAN. Thank you.

Mr. KREBS. Dr. Kristof, thank you very much for giving us the benefit of your knowledge and insight in this area. It will be helpful to us.

Dr. KRISTOF. Thank you for this opportunity to be heard.

Mr. KREBS. Our next and concluding witness is Mr. John Aiken, executive director, Federal Statistics Users' Conference, Washington, D.C.

Welcome, Mr. Aiken. Let me suggest, if you are amenable to the suggestion, that it might be to everybody's interest if you would summarize your statement and then give us a little time for questions. Is that all right with you?

Mr. AIKEN. Certainly. I realize that my statement is quite detailed and long. It covers the results of a survey of our membership in regard to a number of questions in which the Census Bureau has been interested. I thought it best that we give the committee the full benefit of these views on these numerous questions. A dual purpose was to be of assistance to the Census Bureau in seeing the views of our members. I am sure that I can summarize it quite quickly and avoid going into any detail except on some pertinent questions.

Mr. KREBS. Thank you. Without objection, your full statement will appear in the record.

#### **STATEMENT OF JOHN H. AIKEN, EXECUTIVE DIRECTOR, FEDERAL STATISTICS USERS' CONFERENCE, WASHINGTON, D.C.**

Mr. AIKEN. My name is John H. Aiken. I am the executive director of the Federal Statistics Users' Conference. My appearance here is to present the views of those members of the conference who have an active interest in and use for data from the census of population and housing, and who have expressed their views on plans for the 1970 census through the medium of a questionnaire and, in some cases, supplemental written remarks.

The Federal Statistics Users' Conference is an association comprising 157 organizations generally classified as business firms, labor unions, and nonprofit research groups who have a common interest in obtaining adequate, timely, and reliable information from Federal statistical programs.

Our membership is highly diversified. More specifically, it includes representation from trade associations and industries engaged in advertising, banking and finance, insurance, manufacturing, retail trade, printing and publishing, economic and market research and so forth. Almost every segment of the economy that uses Federal statistics is represented in the conference.

#### **GENERAL**

Because of the nature of the conference and its general objectives, we wish to be of every assistance to the Census Bureau and to this committee in its consideration of plans for the 1970 census. We appreciate this opportunity to express the views of our members.

The Census Bureau has held 21 meetings throughout the country for the purpose of asking for suggestions as to how the 1970 census would best meet the needs of users. The conference, in cooperation with the American Statistical Association and the American Marketing Association actively planned and arranged for at least seven of the meetings. Many of our members attended. In fact, almost 50 percent of those who responded to our questionnaire participated in the meetings.

In addition, 12 of our respondent members have submitted individual written views to the Census Bureau. This, I believe, indicates an active interest on the part of many of our members in the planning of the 1970 census.

In order to get a definitive expression of views, we sent a questionnaire to the official representatives of our member organizations and to other representatives who are on our Committee on Demographic Statistics and on our Committee on Construction and Housing Statistics. In a 3-week period we received a 33 percent response to our survey.

I might add that since we prepared this statement we received additional inquiries that brought our percentage up to 39 percent. It made no significant changes in responses to our questionnaire.

The eight-page questionnaire was based primarily on questions relating to the census which was prepared by the Census Bureau for use at its various meetings. As was to be expected, our members answered only those portions of the questionnaire that were of special interest or relevance to their use of census data or on which they had definite opinions. Nevertheless, there was a 60 percent or greater response to 44 of the 50 major questions included in the questionnaire. On some items there was a decided preponderance of views; in others, opinion was fairly evenly divided.

The survey represents a good sampling of those of our members who use census data. Responses were from representatives of some of the leading companies and organizations in the country which make significant use of the data. I want to emphasize, however, that the great majority of views expressed are personal, individual views of the users based on their professional use of census data.

I would like to highlight the results of the survey, avoiding as much as possible a recital of detailed figures, except where it seems pertinent and significant. In this connection, I am not certain how much weight should be given to a percentage figure showing responses to certain types of items included in the survey. To illustrate: Say that only 30 percent of the respondents to this particular survey indicated they favor the inclusion of additional data on a certain subject—as was the case regarding information on fertility. The additional data undoubtedly is considered meaningful and useful to this 30 percent of our users.

#### GENERAL USES BY NON-FEDERAL GOVERNMENT USERS

Our members have a wide range of uses for the census of population and housing data. The following eight major uses are made of these data which are ranked in order: market planning and forecasting (83 percent), economic forecasting, population forecasting, market segmentation, small area market studies, buying power estimates, sampling, and site location (41 percent).

In addition to these major uses, nine other uses were indicated. They are educational planning; manpower and training needs; reference material for many undefined purposes; projecting mass transit, highway, open space, community facilities needs; selection of areas for direct mail promotion; company forward planning; historical analysis; occupational analysis; and formation of economic and policy decisions.

Almost all of our respondent members use the data on a broad basis such as citywide or greater. However, 55 percent use the data on a small area basis such as tract or block.

Our members were asked if data were available in convenient, usable form, what is the smallest area for which they would normally be using it. Their answers showed the following (ranked in order): tracts (38 percent), blocks (29 percent), counties (27 percent), SMSA's, city, enumeration district, pseudo tracts, ZIP code area, governmental units, school districts, and minor civil divisions.

#### LEVEL OF COVERAGE AND GENERAL IMPROVEMENTS

Our question here was: "Is the current level of coverage of the census sufficient for your purposes?" Sixty-two percent said that it is, and 38 percent said that it is not. However, one member said that the current level of coverage was sufficient for most purposes, but added that, "uses tend to increase as available data increases."

On the subject of general improvements in the 1970 census, our members recommended the following (ranked in order): more timely release of data (76 percent), more cross-tabulations, more subject detail, more geographic detail, more data available on tape for purchase (tabulated, but unpublished), more data available on tape for purchase (published), more information in published form, and more complete tabulations (22 percent).

One respondent said: "I think we have too much published data. Much of it might well be available for the few who might have need of it and they could purchase tapes on the data they need. Publishing it for broad distribution is expensive." Another was interested in obtaining more interim reports.

#### USE OF PUNCHCARDS AND COMPUTERS

In view of the growing use of punchcards and magnetic tapes, by both Government and private organizations, we thought it appropriate to obtain information about their use.

Eighty-one percent of the respondents use both punchcards and magnetic tape records and equipment. Of those not using punchcard records and equipment, 70 percent expect to utilize such records and equipment in the next few years. Of those not using magnetic tape records and equipment, 20 percent expect to within the next few years.

We asked those who use punchcards or tape if census data currently available are in usable form. Sixty percent in this group answered the question. Of those answering, 73 percent said the data are in usable form. Of those who do not consider the data in usable form, their reasons are shown in attachment A to this statement.

We also asked our members what type of census data, not now available, would they like to have made available on punchcards or tape. Their answers are shown in attachment A to this statement.

#### MID-DECADE CENSUS

On the subject of a mid-decade census, 91 percent of our respondents answered this question. Of those answering, 85 percent favor such

a census. One of those who opposed a mid-decade census said he would prefer to strengthen the current population series of the Census Bureau. Another said: "I do not believe a mid-decade census in scope to a decennial census is desirable. The money could be more profitably spent on even more frequent surveys on a sample basis of some of the more important factors."

#### GEOGRAPHIC AREA DATA

##### *General*

As to the publication of data on (1) States, (2) standard metropolitan statistical areas (SMSA's), and (3) cities of less than 50,000, none of the respondents felt that the Census Bureau was publishing too much data. The majority felt that data published for each of these areas are adequate. On the other side of the picture, 40 percent feel that too little data are published for cities of less than 50,000, and one-third feel that too little data are published for SMSA's.

One respondent indicated he thought data published by counties were too little. Another felt there was too little data published by school districts.

##### *Census tracts*

There was almost unanimous agreement that publication of census tract data should be increased. One of those who said that publication of the data should be reduced added that it should be available on tapes for those who want it.

Nearly 60 percent of the respondents said they would use census tract data for cities smaller than 50,000.

The Census Bureau has raised a question as to whether it should repeat the pseudotract program of 1960. Only 55 percent of our respondents answered this question. This might indicate a lack of familiarity with the program. However, of those answering the question, 60 percent favored repeating the program.

##### *Block statistics*

In line with Census Bureau questions regarding the census, we asked if the Bureau should continue to publish reports for blocks in larger cities showing essentially some limited housing data. Of those who responded to this question, 84 percent favored continuing these published reports. One respondent said he wanted more housing data by block.

Almost 80 percent favor expansion of the program to cover blocks outside the cities, for example, to the urbanized area boundary or to smaller cities.

On the question of whether more population information should be shown by block, 65 percent of the respondents to this question reported in the affirmative. Primary kinds of additional data required were age, color, and sex, in that order. Other information desired was income, occupation, race, journey to work, country of origin, and education.

Opinion was almost evenly divided as to whether block data should be released only in the form of special printouts or on magnetic tape; that is, not in published reports.

In a 3-to-1 basis, respondents do not want data by block sides rather than for whole blocks. However, this means that 25 percent do want data by block sides.

The last question on block statistics was whether block sides should be identified in terms of grid coordinates. Fifty percent of the respondents answered this question. Of those answering, 63 percent favor this identification.

#### *Urbanized areas*

A large majority, 86 percent, agree that the definition of urbanized areas does not need to be revised. As to how the definition should be revised, three generalized answers were given: (1) "Definition should allow for boundaries to vary," (2) "to include real changes in urban composition," and (3) "to recognize the market concept and to recognize the rapid changes taking place near large cities."

Seventy percent of the respondents feel that separate unincorporated places within urbanized areas should be recognized. As one member said, "I have wondered what virtue incorporation added."

### POPULATION SUBJECT ITEMS

#### *Ethnic groups*

Almost 70 percent of the respondents favor the inclusion of a direct question on national origin. On the other hand, 70 percent were not interested in obtaining data on the country of birth of one or more grandparents.

#### *Color or race*

On the subject of whether the 1970 census should continue to carry a question on color or race, 92 percent of our respondents answered. Of those answering, 92 percent favor continuation of the question.

#### *Fertility*

In 1960, each ever-married woman in the 25-percent sample was asked how many children she ever had. A little more than 27 percent of those answering the question on fertility favored obtaining additional information. Their principal interest is in the spacing of births and anticipated family size.

#### *Marital stability*

There was almost no interest in obtaining additional information about marital stability. Almost all agreed that the data are not needed on a small area basis.

#### *Religion*

On the question as to whether the 1970 census should include a question on religion, almost 87 percent of our respondents answered this item. Almost 60 percent of those answering favored the inclusion of this question. One member who did not favor the question said: "The religious organizations of the United States provide much more believable data on their members than any census can provide."

#### *Education*

The 1960 census asked two questions: (1) Whether enrolled in school and if "Yes," whether public or private school, and (2) highest grade or year of school attended and whether the person completed this grade or year. Seventy-two percent of our respondents favor obtaining additional information on education, including (a) degree obtained, and (b) enrollment in technical and vocational schools.

*Place of work*

The 1960 census provided data on city and county of place of work. Strong recommendations have been made to obtain data on the basis of tract or even city block in 1970. The Census Bureau says that in view of self-enumeration and anticipated availability of a computer-based geographic coding system, that it is studying the feasibility of the proposal. It points out, however, that data collection costs would be substantial, with processing costs likely to run to several million dollars.

In our survey we found that 56 percent favor inclusion of address of place of work so that data can be summarized by tract or block.

Fifty-eight percent favor the inclusion of detailed information regarding journey to work in terms of distance, direction, and means of transportation. One member felt a distinction should be made between driver and passenger.

*Base reference for occupation and industry*

In 1960, information was obtained on current job for those currently employed, and to last job for those currently unemployed. The Census Bureau points out that some users doubt the advisability of pinning these questions to a single week. The question posed is: Should reference base be "usual job" or the "job held longest during 1969?" The Census Bureau says that the latter would tie in more closely with income data relating to the year 1969, but adds that the changeover might introduce problems of comparability with earlier census data.

Our question to members was whether the reference base should also include "usual job" and "job held longest during 1969." We found that 65 percent of our respondents favored a question on "usual job," and 60 percent favor a question on "job held longest during 1969."

*Activity 5 years ago*

Information on activity 5 years ago would assist in measuring employment and job mobility similar to measures of geographic mobility, 52 percent of our respondents favor the inclusion of this question.

*Income statistics*

The 1960 census included data on: (1) Wages and salary, (2) self-employment income, and (3) other. As to additional items for inclusion, our survey showed: 78 percent favor collection of data separately for farm and nonfarm self-employment income; and 70 percent favor a breakdown of other income for: (1) Interest and dividends, (2) social security and pensions, and (3) all other. One member felt that income from social security and pensions should be reported separately.

*Social security number*

As to whether the social security number should be obtained on the census questionnaire, 80 percent of our respondents answered this question. Opinion was exactly evenly divided. Of those who favor it, almost all felt it should be obtained on a 100-percent basis.

One of our members said:

Under no circumstances should the social security number be asked on the census material. Anonymity is one of the key elements in the census idea and

this would be sacrificed entirely by obtaining the social security number, even for cross-reference purposes.

### *General comment*

With regard to the population subject items, one of our members had very strong views on some of these items, and he certainly deserves to be heard. He said:

The answers in section III are my personal opinion and do not necessarily represent the company point of view. I point this out because I strongly feel that most of these questions involve a gross invasion of privacy. Those firms which need this type of data should carry out their own research programs, whereby the individuals polled have the right of refusal to answer. I am personally very strongly opposed to using police power of the Federal Government to force public answers to questions, for the benefit of a few firms, when those questions seriously invade the privacy of the individual, his family, and his household.

## HOUSING ITEMS

### *Definition*

Almost all of the respondents believe that the definition of housing unit used in 1960 should not be modified. One member who favored modification admitted he did not know how it should be done. He added, "But, the subrenters of informally allocated living space do not create a separate housing unit. They may be spending units or, associates or groups."

### *Condition of housing*

In the 1960 census there was dissatisfaction regarding the accuracy of data obtained by means of the enumerator's subjective evaluation of each unit as sound, deteriorating, or dilapidated. Because of self-enumeration, this approach is not feasible in 1970. The Census Bureau is interested in learning whether users believe that objective information can be obtained to establish a quality rating.

Almost 64 percent of our respondents said that they thought such objective information could be obtained. Objective items suggested to establish a quality rating were: heating equipment, hot running water, inside flush toilets, kitchen facilities, year built, 3-piece bath, and type of access.

One member suggested "additional bathroom or partial bathroom." Another suggested, "Under year built—if remodeled, when. (Some very old houses are excellent because of remodeling and renovation)." A third suggested, "When last painted."

### *Rent*

In 1960, cost of gas, electricity, water, and other fuel was added to contract rent to obtain a gross rent figure. The assumption was that the gross rent figure was more comparable than the contract rent figure. Because of a growing list of new items included in rent, such as swimming pools, air-conditioning, partial furnishings, offstreet parking, and so forth, the question is whether the gross rent figure would be more meaningful and comparable if it included imputed values for these items.

Our respondents were almost equally divided on this question. One member said he believed that the contract rent as paid includes an amount for these items. Another member said, "If published at all, need clear definition of gross rent with inclusions and exclusions that are more precise."

### *Household equipment*

Regarding household equipment, the question involves those items included in the 1960 census that should be eliminated in the 1970 census and what new items should be included. This question drew one of the lowest responses of any of our questions. Forty percent indicated items for exclusion. Thirty percent recommended new items for inclusion. There was an interest in getting a separation between black and white and color television, and for information on automatic dishwashers, and garbage disposal units. Among the other items suggested were tape recorders, boats, swimming pools, and garden tractors.

### *Persons per room*

Our purpose here was to determine if the present "crowding" index based on persons per room might be improved. Sixty percent of our respondents favored identifying the number of rooms used for sleeping classified as (1) bedrooms, and (2) other. Fifty-five percent favored getting a count of number of persons per room used for sleeping.

### *Vacant units*

Our question here was whether a unit that has been vacant for a long period should be excluded from the 1970 count. Sixty percent replied "No," and 40 percent, "Yes."

Of those favoring exclusion, the time limit to be imposed ranged from 1 year to 5 years, with 50 percent favoring a 2-year limit.

Eighty-one percent of our respondents believe that vacant units included in the inventory should be identified in terms of duration of vacancy.

### *Seasonal and second homes*

Many homes once restricted to summer occupancy are now accessible and used the year round. The question is whether "seasonal" should be dropped as a separate category. Seventy-three percent are not in favor of dropping this term.

Eighty-four percent of our respondents favor the inclusion of data on second homes. As to how "second home" should be defined, there was a wide range of opinion. Attachment B to this statement lists 23 suggested definitions.

### *Residential structures*

Eighty-one percent of the respondents believe that there should be a count of the number of structures as well as housing units. Sixty-three percent favor obtaining data identifying the number of floors in structures.

### *Living quarters*

Ninety-one percent of our respondents favor the expansion of housing information to include living quarters in (1) hotels, (2) tourist courts, and (3) roominghouses. And, as one member pointed out: "The data should be reported separately."

Other suggestions for additional information, written in on the questionnaire, included: resident hotels, nursing homes, retirement homes or complexes, trailers or mobile homes.

### *Components of change and residential financial surveys*

As in 1960, this sample survey is being proposed as part of the 1970 census. The survey presents statistics on the counts and characteris-

tics of the components of change in the housing inventory. Statistics related to such components as new construction and other additions, conversions, mergers, demolitions, and other losses. The Census Bureau wants to know if the 1960 concepts are satisfactory; if there are any new concepts that need exploring; and what changes in geographic and subject coverage need to be made to improve the usefulness of these surveys.

We received only three pertinent comments on this subject. They are as follows:

The basic socioeconomic unit is the household—family or housing group. Recommend subjects dealing with household structure (age of members, number of wage earners) and more emphasis on tabulating and cross tabulating these characteristics.

No change, but vital to continue.

Expand to more cities.

#### CONCLUSION

We have done our best to be as objective as possible in collecting and presenting the information contained in our survey and to give due regard to individual, minority views.

There are two major aspects to consider in regard to plans for the 1970 census. The first relates to policy—what data to collect—and the second to mechanics—how best to collect it, and how to present it—all at a minimum cost. In the latter case, the primary responsibility rests with the Bureau of the Census which we know welcomes suggestions for carrying out its responsibilities in this regard. We hope that the views of our members will be helpful in both areas of consideration.

With regard to policy, a major question which the conference considers is this: What kinds of data do we need to better understand the functioning of, and changes in, the economy and in our society and upon which to base operating and policy decisions by both the Federal Government and the private sectors of the economy? The corollary question is, of course: Are we getting the kinds of data we need?

The basic element of our dynamic society is change, and in recent years that change is becoming more rapid and often in great magnitudes. To meet the problems and challenges resulting from such rapid change we must, of necessity, be able to measure such changes accurately and frequently. The census of population and housing is vital for measuring some of the changes occurring in our society and economy. It is incumbent upon those involved in decisionmaking to see that this census gives us the best measures we can get.

We must also recognize the increasing needs of users of these data. This was clearly pointed out by the Director of the Bureau of the Census in his statement to you earlier in these hearings. He said:

There has also been a rapidly growing need for the data which a census provides to assist in the planning and carrying out of programs in our metropolitan and other urban areas as well as in rural areas. There are many more users of these data than ever before; they need the results in much more detail than in the past; and they set higher standards of accuracy, reliability, and timeliness of the statistics than have been required previously.

This brings us to the question of cost which, of course, cannot yet be determined. We applaud the Census Bureau in its early planning to attempt to develop a program which would cost no more than in

the 1960 census, with appropriate adjustments for the increase of population and changing cost levels. It seems apparent, however, that if we are to meet many of the increasing needs, an expansion of the program will be called for and at a cost greater than can be absorbed within expected savings. We recognize that no type of data collection program of the Federal Government ever satisfies all users' needs. A line must be drawn somewhere. The purpose of the conference is to encourage the development of sound and adequate Federal statistical programs of optimum usefulness at minimum cost. We hope this criteria will be used as a guide in the final plans which are established for the 1970 census.

In summary, I believe that the one major area of general interest of our members is in obtaining more information for small areas within cities and counties. Another major interest of many of our members is the need for household and household head demographic data on a county basis with considerable cross-classification of data.

Again, let me express our appreciation to the committee to present the views of our members. If you have any questions, I will do my best to answer them.

(The attachments to Mr. Aiken's statement are as follows:)

#### ATTACHMENT A

##### REASONS GIVEN AS TO WHY CURRENT CENSUS DATA IS NOT CONSIDERED TO BE IN USABLE FORM FOR PUNCH CARDS AND TAPES

Needs considerable programing.

Most usable census material on counties was pretty old by the time we were prepared to handle it. Some county data had already been keypunched from published reports.

Conversion from one type of electronic equipment to another poses programing and editing problems.

Education census data suffers from obsolete definitions.

We have found it (or so decided) cheaper, easier, faster to punch cards for such data as we have used in a production operation.

Not related to current data processing applications.

Too difficult to interpret and work with.

Tapes would have to be converted at additional cost, in some cases.

##### TYPES OF CENSUS DATA, NOT NOW AVAILABLE, THAT USERS WOULD LIKE TO HAVE MADE AVAILABLE ON PUNCH CARDS OR TAPE

Tape: Data like that cross-tabbed by S. J. Tesauro on households and household characteristics, etc., on counties (from 1960 census).

Increased journey to work data with greater geographic detail (to municipality and tract). More specific questions relating to migration; also more detail on migration.

Possible industry and occupation information.

County cross-tab data on male and female heads.

Households, age groups, income groups, ethnic groups, occupation, etc.

Tract and block data.

County and SMSA counts with controls on income and age and occupation and education and family type.

Data for unincorporated areas within SMSA's by township—more complete data.

Residential finance data that could be cross-classified.

## ATTACHMENT B

## SUGGESTIONS AS TO HOW "SECOND HOME" SHOULD BE DEFINED

- A residence owned or leased for more than 12 months.
- Is there any other housing unit which you own or otherwise rent for at least 6 months a year?
  - Second home.
  - A domicile which is used as a second home at least 3 months of the year (equivalent).
    - One seasonally occupied by the owner and which is not rented or leased regularly to another family or household.
    - Unit used mainly by owners.
    - Owner uses more than one home.
    - Primary home—the place where the greatest part of the year is spent.
    - Secondary home—place where the remainder of the year is spent.
    - One occupied for a lesser time than "first home."
    - Occupied for less than 6 months out of year and if in respondent's opinion the second home is secondary in terms of family's major commitments, such as school attendance, investment in home, etc.
    - Other than voting residence for National and State elections.
    - Other than legal residence, classified perhaps by months in use.
    - One used primarily by a family that already has another.
    - Fully equipped for living between 10 percent and 49 percent of the year.
    - In terms of duration of use— $x$  days per year.
    - A home used regularly but for less than 4 months per year.
    - Where a person actually owns and lives in another home for some part of the year. Should not include homes which are owned only for rental income.
    - Vacation or in continuous occupancy for 3 or more months of year.
    - Other residence rented or owned for the household's own use.
    - Any household owning or renting more than one housing unit for their own occupancy.

Mr. KREBS. Mr. Aiken, let me in turn express the appreciation of our committee for your very comprehensive statement.

Mr. AIKEN. Thank you, sir.

Mr. KREBS. I have just one question.

In your statement you say that your members were equally divided yes and no, affirmatively and negatively, on asking social security numbers in a census.

Mr. AIKEN. That is right.

Mr. KREBS. Can you expand on the reason why? Do you have any reasons or any reasons expressed by your members?

Mr. AIKEN. I would say this: The social security number as such could not be used and would not be used by our members. It would not be available to them. Their interest would be in this: If the Census Bureau could use the social security number to improve its statistical services effectively, then I am sure that our members would welcome the use of that number for that purpose. If it could give them additional information that might not now be available in aggregate totals only it would, as I say, provide them more information and it might be able to give them information at less cost than if the Census Bureau had to go out and get the information itself rather than obtaining it from other agencies and relating it to data which they already have.

Our members are interested in aggregate totals only, not in individual figures. In other words, they want data by county or region and in aggregate totals.

Mr. KREBS. Thank you very much.

Mr. WALDIE, do you have any questions?

Mr. WALDIE. Does the Census Bureau charge for information furnished your members?

Mr. AIKEN. The Census Bureau has available certain types of data that can be purchased by tape. Our members would purchase these tapes on an individual basis, not through our association.

Mr. WALDIE. I know, but the members of your association apparently find great value in the statistics acquired by the Census Bureau.

Mr. AIKEN. I know that they can purchase certain types of data which are made available on tape.

Mr. WALDIE. I understand, Mr. Chairman, that tomorrow we are going to have the Director of the Census again?

Mr. KREBS. Yes.

Mr. WALDIE. I wonder if I might ask that he provide for my information at least some indication of what charges he makes for materials that he provides private people, and in terms of the cost involved in making this effort to include some of the cost?

Mr. KREBS. Doctor, can you provide this at tomorrow's hearing?

Dr. ECKLER. I will be happy to do so.

Mr. KREBS. Thank you very much.

Any further questions?

Mr. WALDIE. No.

Mr. KREBS. Mr. Buchanan?

Mr. BUCHANAN. Thank you for your testimony and very valuable contribution to these hearings.

Mr. AIKEN. Thank you, sir.

Mr. KREBS. Without objection, the hearing will stand adjourned until the call of the chair at 10 o'clock tomorrow morning.

(Whereupon, at 11:58 a.m., the committee adjourned, to reconvene at 10 a.m., Thursday, August 25, 1966.)

## 1970 CENSUS QUESTIONS

THURSDAY, AUGUST 25, 1966

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

The committee met, pursuant to recess, at 10 a.m., in room 346, Cannon House Office Building, Hon. Robert N. C. Nix presiding.

Mr. Nix. The committee will be in order.

This morning we shall try to conclude our hearings on questions to be asked in the 1970 census. Toward the end of our session Dr. A. Ross Eckler, Director of the Bureau of the Census, will return for further discussion of a number of points committee members have in mind.

I shall insert in the record at this point the statements the chairman referred to on August 23. They are the following:

Statement by Hon. Beverly Briley, Mayor of the Metropolitan Government of Nashville and Davidson County, Tenn.

Statement by Morris B. Abram, president, American Jewish Committee.

Without objection, they will be inserted in the record at this point. (The statements follow:)

### STATEMENT OF HON. BEVERLY BRILEY, MAYOR, METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY, TENN.

In lieu of appearing as a witness before the House Committee on Post Office and Civil Service, the following statement on the 1970 Census of Population is being submitted by Mayor Beverly Briley of the metropolitan government of Nashville and Davidson County.

Many data needs are common among agencies for their normal operations and for planning. The following paragraphs voice some of the common requests for more detailed information. The closing section deals with the case of metropolitan government and its unique data needs.

With the great mobility and growth of our population, information soon becomes outdated. At present, changes are measured in a very gross way and predictions based on trends of statistics collected in 10-year intervals are seldom adequate. As Mr. Charles B. Lawrence, Jr., pointed out in a paper presented at the 1965 Census Tract Conference, our statistics are not keeping pace with our rapidly moving society. A 5-year census program would greatly increase the usefulness of the data for determining trends and making comparisons.

Population mobility could be reported on a smaller area basis such as mobility between tracts. This could be reported on a sample basis by occupation and income levels. The number of adult wage earners in a household may affect its mobility and should be noted.

Occupational, as well as population, mobility is a phenomenon worthy of study. Questions could be asked concerning the type of job and the duration of the job held before the present one. Journey to work studies could be made if a more geographically detailed place of work were reported. Presumably, the address coding guide will make it feasible to report more statistics on the tract basis.

With increasing amounts of leisure time available to persons, the planning of recreation facilities and their locations become necessary. Information on length

of vacations, expenditures for recreation, and distance traveled to favorite leisure time activity are a few of the questions that might be asked. The results of such a questionnaire on recreation will vary according to the time of year. A special report might be published based on samples taken in each season.

Commuting to work is a common occurrence in this day of high speed autos and interstates. A large number in the labor force of urban areas is nonresident. Characteristics of this section of the labor force could be assembled to aid in street and highway planning, etc.

If social security numbers of persons were taken in the census, matching of information could be done between internal revenue records and census information. Certain important annual statistics could be published. County population estimates would be very accurate, county income estimates would be based on exact figures, and migration on the county level or smaller could be reported. This data would be reported as group data to avoid disclosure problems.

Block statistics should be regularly published for an expanded area. The present coverage is inadequate for many studies. It is not representative of an entire metropolitan area so cannot be considered an unbiased sample on which to make statistical inferences. On the other hand, it is far from being a full coverage of the urbanized area. Its usefulness in its present form is thus geographically limited.

The metropolitan government of Nashville and Davidson County became effective in April 1963. It consolidated the separate governments of the city of Nashville and of Davidson County.

From a local administrative and political point of view, the city of Nashville is countywide. For this reason, small area statistics are needed on a countywide basis. Metropolitan government has authority and jurisdiction in the entire county. Many urban-type services are rendered throughout the county. The services provided countywide include general administration, police, courts, jails, assessment, health, welfare, hospitals, housing for the aged, streets and roads, traffic, schools, parks and recreation, library, auditorium, fair grounds, airport, public housing, urban redevelopment, urban renewal, planning, electrical code, building code, plumbing code, housing code, electricity, transit, refuse disposal, beer supervision, and taxicab regulation. Water and sewerage services are being provided without regard to district boundaries and are being financed through user charges. Extension of firefighting services into areas outside the urban services district is now being studied.

Although the zoning ordinances of the old city and county were adopted under metro, a new ordinance is being written which will be countywide in effect. There are uniform assessments and codes administered throughout the county.

In determining the right to certain State and Federal aid to a county or incorporated city, the metropolitan government may be deemed both a county and a municipality. For certain purposes, the urban services district is treated as a municipality. It is entitled to receive State aid or grant-in-aid from the State or any other agency to which an incorporated city is entitled without loss due to consolidation.

For purposes of comparison with past census data, tracts or block groups could be made to conform to the city boundary before consolidation. Data entries for "Nashville" could thus be made with a footnote explaining that a legally defined "city" of Nashville no longer exists.

The Metropolitan Planning Commission has divided the entire county into blocks. Census information collected for these units would be extremely valuable. The blocks could be grouped into different larger units already defined such as planning units and councilmanic districts. They could also be combined for purposes of computations and comparisons.

Block statistics published for the urbanized area would be an improvement in coverage. Under the charter of the metropolitan government, the residents of the six incorporated municipalities of Davidson County receive the same services and pay taxes at the same rate as others in the general services district. These cities may contract for the administration and operation of their governmental services with the metropolitan government. Therefore, it is important that block statistics be available for these areas.

The nature of metropolitan government demands detailed information countywide to fulfill its obligations. Urban problems and public facility needs go beyond the manmade boundaries of municipalities. The Federal Government could offer assistance to those areas that are providing a single governmental framework on a countywide basis by creating a new classification for metropolitan government. Since a special problem is created by such a government in the reporting of statistics, a special category may be necessary.

## STATEMENT OF MORRIS B. ABRAM, PRESIDENT, AMERICAN JEWISH COMMITTEE

The American Jewish Committee, a national organization with chapters and units in over 50 cities and with membership in over 600 additional communities in the United States, was organized in 1906 and incorporated by a special act of the legislature of the State of New York in 1911. Its objectives are to protect the civil and religious rights of Jews, fight bigotry and discrimination, and advance human rights. It is the pioneer human relations agency in the United States.

In the furtherance of its objectives, the committee engages in scholarly activity on the status of Jews, on the degree of equality achieved by ethnic, religious, and racial minorities, and on anti-Semitism and other kinds of prejudice. Since 1908, it has annually compiled the "American Jewish Yearbook," the standard reference work on Jewish affairs; and it publishes "Commentary," one of the leading journals of thought and opinion in the English language. It has also sponsored many books and pamphlets dealing with American Jewish affairs, civil rights, discrimination, prejudice, and ethnic, religious, and cultural pluralism.

For many years, the committee maintained a statistical bureau, which cooperated with the Census Bureau in conducting a Census of Jewish Congregations (part of the now defunct U.S. Census of Religious Bodies). The "American Jewish Yearbook" publishes detailed national and worldwide Jewish population statistics every year, supplemented by frequent demographic analyses.

This statement will deal with certain questions in the 1960 census that are now being considered for reinclusion in the 1970 census, and that concern the committee: questions connected with ethnic identity, color or race, and religion. It also will take up proposed new questions bearing on the enforcement of civil rights legislation.

## ETHNIC IDENTITY

The American Jewish Committee has in the past made considerable use of the information obtained by the Census Bureau on people's places of birth, the birth-places of their parents, and the mother tongues of the foreign born. This information has served as a partial basis for estimates of the Jewish population of the United States. But beyond this purely statistical use, it has helped afford much valuable insight into the ethnic characteristics of the American population and its subgroups. To name only one example of many, it has proved essential for studies of the voting behavior of different ethnic groups.

Although by 1970, a much higher proportion of the population will be native born than was true in 1960 (it is estimated that even now 80 percent of America's Jews are native born), ethnic consciousness, coherence, and interaction will remain a very real phenomenon of American life. Our Nation evidently will remain a pluralistic society, and the components and the workings of this pluralism need to be better understood. Consequently, we favor the continuation by the Bureau of the Census of some questions referring to ethnic origin.

However, some items might well be updated in keeping with changing situations. For example, to obtain data that will be analogous in significance to those of 1960, it will now be necessary to ask about grandparents' as well as parents' place of birth. Others could be made more informative. Thus, the item about native tongues could be simplified by a question on what language currently is spoken in the home. This information would be especially valuable in bilingual areas of our country.

In addition to these traditional questions on nativity, parentage, and language, we suggest that your committee consider a more broadly framed item on ethnic origins. One possible formulation might be: "Who was the first member of your family to come to the United States (father or mother, grandfather, etc.)? From what country did he (or she) come?" Population experts have suggested other alternatives. We suggest that your committee explore these recommendations sympathetically.

Altogether, we agree with the statement of the Population Association of America, that while "the census cannot be expected to be a surrogate for either physical anthropology or ethnography, it can supply the basis for most important studies in the gross structure of ethnic differentiation in this country."

## COLOR OR RACE

A substantial amount of data in the decennial census is broken down by color or race. These data have proved widely useful. As the Census Bureau has pointed out, they have been employed as a measure of the extent to which various racial groups are discriminated against or otherwise disadvantaged.

To our knowledge, the need or value of this information, or the propriety of obtaining it, has not been called into serious question. We believe that its collection should be continued for the very reason suggested by the Bureau: as a means of measuring civil rights progress and the socioeconomic advancement of racial minorities.

#### RELIGION

The most controversial and delicate of the issues to which this statement addresses itself is whether the Census Bureau should include a question on religion in the 1970 census.

In the past, the American Jewish Committee has opposed the inclusion of a question on religion in the decennial census. It again opposes such a question in the 1970 census.

The reason for the committee's opposition is that answers to questions in the decennial census are mandatory under the law. To compel a person to profess his religious affiliation or lack of affiliation is to deprive him of religious freedom, in direct violation of the first amendment. The subject has never been included in a decennial census, and we earnestly hope that the Federal Government will not disturb this tradition.

We recognize, however, that there is widespread interest in data on the religious composition of our population and that such information has considerable sociological, cultural, and practical uses. It is needed by scholars and by the religious communities themselves, and is also of interest to the general public. The religious bodies, in spite of their best efforts, have been unable to compile adequate statistics about their memberships. There seems to be no way to gather reliable data without active involvement of the Federal Government.

It is held by many that a question on religion in a sampling, wherein the response would be entirely voluntary, would not constitute an abridgment of religious liberty under the first amendment. Others disagree. We respectfully suggest, therefore, that your committee initiate a study of this issue.

We believe that, subject to the determination that constitutional barriers do not exist, the Census Bureau should explore alternative means of obtaining data on religion without the compulsion accompanying the decennial census. Thus, the Census Bureau could include an appropriate question in one of its sample studies, similar to the one conducted in 1957. That study, which covered some 35,000 households, obtained many valuable data on the religious makeup of the population, including statistics on the age, geographical distribution, fertility, and intermarriage rates of the major faith members. The results were published in an official Census Bureau publication and were summarized in our "American Jewish Yearbook." An even larger sample might well uncover a correspondingly greater amount of valuable data.

However, if that course is followed, we maintain that any question asked must restrict itself to religious affiliation or identity as understood by each respondent, and must avoid probing into anyone's religious belief or behavior.

Any question asked must be clear, simple, and of a kind likely to attract a high rate of response. The wording of the question in the 1957 sample census ("What is your religion?") seems to have met these criteria, and might well serve as a model for future inquiries.

#### CIVIL RIGHTS

To help implement title VIII of the Civil Rights Act of 1964, it has been suggested that questions on voting and registration be included in the 1970 census. If the Justice Department feels that such information is essential to enforce the act, we see no objection to such questions.

The U.S. Bureau of the Census probably is our Nation's greatest social research agency. Its scholarship, its technical competence, and the accuracy and value of its publications have deservedly won renown throughout the world. We are certain that under your committee's guidance the Bureau will continue to function on the same high level as in the past, and in that spirit we commend to your attention the views expressed above.

Mr. Nix. Also, without objection, I should like to insert in the record a staff report on the subject discussed on August 23 of the Census Bureau's authority to ask a question on religion. The staff report indicates that the Census Bureau has such authority.

Without objection, that report will be inserted in the record at this point.

(The report follows:)

**STAFF REPORT ON AUTHORITY OF THE BUREAU OF THE CENSUS TO ASK A QUESTION PERTAINING TO RELIGION AS A PART OF THE POPULATION CENSUS AND AUTHORITY TO COLLECT STATISTICS ON RELIGION**

In answer to the question as to why there is a specific authorization to collect statistics on religious bodies, but it is not believed specific authority is needed to include a question on religion in the the 1970 census, the background for each authority must be examined.

Section 5 of title 13 states that the Secretary shall prepare schedules and determine the inquiries, and the number, form and subdivision thereof, for statistics, surveys, and censuses provided for in this title. That section is a codification of the 1929 act which contained similar language. It is on this authority the determination is made as to what shall be included on the census schedules. The schedules also get Bureau of the Budget approval.

Prior to 1929, Congress designated what the schedule should contain. For example, section 8 of the 1919 Census Act (40 Stat. 1294) provided: "That the Fourteenth Census shall be restricted to inquiries relating to population, to agriculture, to manufactures, to forestry and forest products, and to mines and quarries. The schedules relating to population shall include for each inhabitant the name, place of abode, relationship to head of family, color, sex, age, conjugal condition, place of birth, place of birth of parents, nationality or mother tongue of all persons born in foreign countries, nationality or mother tongue of parents of foreign birth, number of years in the United States, citizenship, occupation, whether or not employer or employee, whether or not engaged in agriculture, school attendance, literacy, tenure of home and the encumbrance thereon, and the name and address of each blind or deaf and dumb person."

Since 1929 each census has included new questions not previously asked based on the authority to determine what the inquiries shall be as now set forth in section 5. For example, in 1940, a question on income was asked for the first time. In 1960, a question on how one traveled to work was added to the schedules. These questions, and similar questions, were included on the authority of section 5 of title 13.

Statistics on religious bodies were collected for the first time in the census of 1850 and continued through 1900. Starting in 1906 they were collected in 1906, 1916, 1926, 1936 and incompletely in 1946. These data have not been published since 1936. These religious statistics were obtained from religious organizations and were strictly organizational information. For example, the data included the denomination, number of members, change in membership in the past 10 years, attendance at services, income and expenditures, value of property, seating capacity of churches, and similar statistics. It can thus be seen that religious statistics apply to church organizations while a question on religion would be directed to an individual.

Section 102 of title 13 was included in the 1954 codification of title 13 and states that the Secretary may collect decennially statistics relating to religious bodies. Its source was the Organic Census Act of 1902. The 1929 act did not provide for the collection of religious statistics. However, that authority from the Organic Act was coexistent with the 1929 act. In other words, the 1929 act was for the taking of the 15th and subsequent censuses; the organic act established the Bureau of the Census as a continuing organization and provided for the collection of miscellaneous statistics. It did not provide for the decennial censuses.

Mr. NIX. We are ready now for our first witness. I want to welcome Dr. Gordon Shaw, assistant professor, Southwestern Medical School, the University of Texas, Dallas, Tex. Will you take your seat, Dr. Shaw, and you may proceed at will.

**STATEMENT OF DR. GORDON SHAW, ASSISTANT PROFESSOR,  
DEPARTMENT OF PSYCHIATRY, SOUTHWESTERN MEDICAL  
SCHOOL, THE UNIVERSITY OF TEXAS, DALLAS, TEX.**

Dr. SHAW. Thank you, Mr. Chairman.

First I would like to thank the committee for the opportunity to appear here to comment on the plans for the 1970 census.

Before beginning with the prepared testimony, I should repair an omission in that copy since there is no indication there of my background.

By training I am a sociologist and have taught various courses in that field between 1954 and 1960 at the University of New Hampshire. Since 1960 I have been a resident of Dallas and for 6 years was research manager for the Dallas Morning News. During that time I taught occasional courses in sociology at Southern Methodist University as an adjunct professor.

Two months ago I accepted a position in the Department of Psychiatry at the University of Texas Southwestern Medical School in Dallas.

This past May I served as chairman for the census conference held in Dallas.

It should be made explicit that my presence here should not be construed as representing the University of Texas, Southwestern Medical School, Southern Methodist University or the Dallas Morning News. I am speaking only for myself and from my own interpretation of the interests and needs of census users with whom I have had contact over the years.

With that additional comment to set the record straight, I shall return to the prepared copy.

Perhaps the statements to follow will provide a slightly different approach than has been taken before and this could lead to new insights into the value of the work of the Census Bureau.

As must have been reported to the committee earlier, there is an increasing interest in the use and availability of census data. At the risk of repetition, there are a few points that might be emphasized:

(1) From personal experience during 6 years as the head of a newspaper research department, I have been impressed with first, the number of individuals who were not already familiar with census materials; and, second, with their very real interest in learning that information did exist which would be helpful to them in their own work. In this time one could note the extent to which many people in a variety of positions more and more availed themselves of information from the Census Bureau publications. With increased emphasis on research as a basis for decisionmaking in business or other areas there has been, necessarily, an increased motivation to seek out reliable and authoritative information.

(2) Among other items which our department made available to anyone on request was a county map showing the census tracts, their boundaries and the tract numbers. These had been prepared in two sizes in anticipation of the need to plot data for our own uses and for what we assumed to be the few others who would be interested in such maps. Since some time in late 1962 when the materials from the 1960 census were becoming available, we have distributed about 2,500 of the larger of these maps and an uncounted number of the smaller version. These have been requested by retail firms, manufacturers, consumer research agencies, advertising agencies, welfare organizations, civic clubs, churches, health services, and by research workers in a variety of specialized projects at educational institutions.

(3) An increasing portion of our population is engaged in work calling for knowledge about the people being served. More and

more often the decisions in a great number of fields are being based on research which consists largely of the analysis of census data as the most accurate and authoritative source available. I expect that the Census Bureau personnel who participated in the series of conferences held during the first half of this year became aware of the level of interest, as well as the level of information and understanding, of those who came to the meetings. My own reaction to the meeting in Dallas was a combination of gratification and surprise at the number of persons who were sufficiently motivated to attend the conference. There should be little question that there is lively interest in the collection and dissemination of information by the Census Bureau.

At one point in the preparation of these comments there was the intention to deal with individual questions being considered for inclusion in the 1970 census. It became apparent that there would not be sufficient time to cover even those which seemed most important in the manner in which they should be treated. Also, each of these topics had been discussed in the census conferences and need not be repeated at this time. So, rather than taking up specific questions I would like to comment on some of the intentions already expressed concerning the plans for the 1970 census.

The use of mail-out mail-back procedures in 1970 and the results achieved will be of considerable interest to pollsters and other survey researchers. The creation of suitable procedures for acquiring valid and reliable information using mail techniques will be a major addition to the already impressive list of techniques developed or demonstrated in past censuses. Much of what today are standard polling or interviewing research methods were first developed and tested in connection with national censuses.

There is a general feeling that more information, in greater detail is needed for the smallest areas possible. The plans to make small area data available for 1970 will be approved by most census users. The city planners, market researchers, health and welfare organizations, the economists, and even the academic research workers are all becoming more sophisticated in the uses they make of census data. They have been forced to recognize that for many of their purposes the census tract is too gross a geographic area to permit the most useful analyses.

In the past, census tracts have served well as "building blocks" which could be combined in a variety of ways to suit particular needs. With the rapid growth of our population and with the shifting of a large part of the population to the urban centers many organizations have found it useful to create districts, areas or zones within the more heavily populated cities and counties. Unfortunately, many of these districts, for one reason or another, were not created with census tracts as the basic unit. Consequently it is usually not possible to make 1 to 1 comparisons or analyses using census tract data on the one hand and information independently obtained for these differently defined areas on the other.

Furthermore, in Dallas, as in other cities, the changes of the past few years have been such as to require many changes in tracts for the 1970 census. Superhighways have cut through tracts, apartment complexes have markedly changed the density and composition of the population in many tracts, and the development of industrial

parks and large shopping centers have changed the character of still other areas. All of these changes should be reflected in the redefinition of the tracts for 1970. Yet to do this will mean changing the tract boundaries. In the past it has been undesirable to do this since it makes it impossible to compare later census data with earlier periods.

Our Dallas tract committee is currently working on this problem. Knowing that some tracts must be changed it will greatly simplify their task if 1970 data are to be made available on a block or block-side basis. Any tracts which must be changed can be revised with this in mind and comparisons with 1960 data can be made by combining 1970 information into those blocks or block-sides contained in the 1960 tracts.

As a final point concerning the need for small area information it should be made clear that the need is for population data as well as housing information. Since Dr. Eckler has already indicated that plans for 1970 call for providing block data for the population counts there is no need to argue for this now. Perhaps an indication of the reasons for supporting such a change would be in order.

By having population information available to them on a small area basis in 1970, the users of census data will be able to make more accurate as well as more detailed analyses than have been possible in the past. Again, those changes which have occurred in the density and character of the population in given tracts frequently has been such as to create quite heterogeneous rather than relatively homogeneous population groupings. Many times these changes have taken place in only a portion of a tract, as when a high rise apartment complex is built in what had previously been a commercial area. This results in a high concentration of people in what is otherwise an area containing little population and this is likely to be only a small part of the total tract area. In other cases change has occurred along a street, cutting across two or more tracts but in no tract does the change affect more than a small portion of the area. In these cases there is marked dissimilarity in the characteristics of the groups making up the population of these tracts. To pool these varied characteristics and report median values for the entire tract would obscure these meaningful differences. Obviously this would reduce the validity of research carried out on this basis.

Another change has taken place which makes it more feasible to deal with the vast amounts of data that block level information will provide. Not too long ago the amount of material itself would have been a major obstacle both for the Census Bureau in processing and reporting the information, and for the census user. As of now the diffusion of computer knowledge and the availability of facilities is such that information in this degree of detail can be treated rather readily. By 1970 we can expect that the ability to deal rapidly and efficiently with detailed information in quantity will be still further advanced. As a result of the availability of small area information the possibilities for advancing our knowledge of human behavior are great. We will be able to deal with neighborhoods or even smaller units and on this level may be able to make meaningful analyses, for example, of the aspirations and value systems of the people in low income areas or areas of high crime rates. Programs for reducing poverty, for encouraging teenagers to stay in school, or for disease control all can be more readily conducted and evaluated on a small area basis.

While this next item is not directly related to the 1970 census I would like to offer my support and encouragement, as well as that of other census users I have talked with, for a 5-year census. Population growth, the mobility of the population, both physical and social, the speed with which our cities are changing all make it mandatory that we have the benchmark-type of data provided by a national census more frequently than every 10 years. Taking Dallas as an example there are tracts within the city which by 1964 were estimated to contain two to three times as many people as in 1960. Many tracts are from 50 percent to more than 100 percent larger than they had been 4 years earlier. Suburban communities of 40,000 to 50,000 population in 1960 were little towns 10 years before, some having grown 1,000 percent in the time between censuses. This growth is continuing, and other little towns are beginning to exhibit similar growth potential. By 1970 they too may have increased a thousandfold. It would be most helpful to city planners, civic groups, commercial organizations, educators and others to be able to chart the course of this growth more often than has been possible in the past.

The 5-year census need not attempt to be as inclusive as the decennial census. At a minimum, however, it should provide a population count reported for the standard demographic variables and these data should be available for small areas for the reasons just discussed. Information collected on a sample basis in the decennial census should be collected on the same or a similar basis on any 5-year count.

As a closing point, there should be no question about local interest in census information. As an indication of local efforts to improve the level of information about the area there are plans well underway for the creation of a data bank. This project has the support of both commercial and educational interests in the Dallas-Fort Worth area. The expectations are that this facility will operate as a repository for information of all kinds about the area. One of the first and most important sources of information to be filed in this data bank will be the magnetic tapes containing the 1960 census material for the State of Texas.

On a different level and serving different purposes, a council of municipal governments has been formed to facilitate and coordinate the planning activities of the communities in the Dallas-Fort Worth area. Both the data bank and this council, as well as other groups and individuals have need for census information. They need it in as much detail, on as many subjects and as frequently as it is possible to provide it.

Thank you again for the opportunity to appear here.

Mr. NIX. Thank you very much, Dr. Shaw.

Let me ask you: Do you think that obtaining social security numbers in the 1970 census would be useful for the purpose of providing local area and city block data and, on balance, would this be sufficiently useful that considerations of privacy would be overcome?

Dr. SHAW. In brief, yes. I am strongly in favor of the inclusion of social security numbers as means of identification in the collection of census data. I might say I have absolutely no interest in whose numbers they are. For my purposes I use data in groups in particular classifications. Social security numbers will provide a greater degree of facility than we have had in the past to trace different kinds of activities of groups of people.

I understand the concern of the committee that it also makes it possible to trace individuals. This possibility has existed all along in census data. We have names and addresses for individuals and I think the Census Bureau has done an excellent job in maintaining confidentiality of census information. I do not see any likely possibility that there will be a less secure situation existing if we have social security numbers. We will simply be considering social security numbers instead of names. I would find it very useful to be able to trace, for example, migration of different groups of individuals, and social security numbers would give us a chance to do that to a better degree than we have in the past.

Mr. NIX. Mr. Olsen.

Mr. OLSEN. Thank you, Mr. Chairman.

I have a notion that identity by social security numbers is a new field. The fact of the matter is you can prove a lot of things that would entitle you to benefits, pensions, social security benefits, and so forth, if you can prove your existence. As a matter of fact, you would be entitled to consideration in any situation if you can identify yourself. I think social security numbers are a new freedom.

In Canada all you have to answer—and I was there recently—is the question, “Where were you born?” There are no other questions asked. Of course you can lie to the agent and say, “I was born in Kansas” and you pass free, but that is all they ask you. However, that is not the situation around the world. The situation around the world is you have to prove where you were born and our system of census and system of social security assist American people all over the world in the matter of identity. I wish people would look at it in that light. It is a new freedom, something born in America. In effect we really dignify the human being because we identify him as an individual.

I surely appreciate your testimony, Dr. Shaw.

Dr. SHAW. Thank you, sir.

Mr. NIX. Thank you very much for your contribution, and I want to say to the gentleman from Montana that it is always interesting to me to know that I have a new freedom.

Thank you, Dr. Shaw.

Dr. SHAW. Thank you, Mr. Chairman.

Mr. NIX. Our next witness is Mr. S. A. Magidson, fiscal director of the city of Milwaukee, Wis. Mr. Magidson, if you will, have a seat and proceed.

**STATEMENT OF SHEPARD A. MAGIDSON, FISCAL DIRECTOR,  
CITY OF MILWAUKEE, WIS.**

Mr. MAGIDSON. Thank you, Mr. Chairman. I want to congratulate you for pronouncing my name right. It shows great perspicacity.

Mr. OLSEN. Mr. Chairman, might I inquire what that means? Somebody had some reference to perspicacity in a query to the President yesterday. He wanted to know of the President whether or not he had any comment to make on the perspicacity of former Vice President Nixon, so I had occasion to look up the word, and I do not think you ought to use it on common folks like me.

Mr. NIX. Off the record.

(Discussion off the record.)

MR. MAGIDSON. Mr. Chairman and gentlemen, my name is Shepard Magidson. I am the fiscal director of the city of Milwaukee. I am appearing here today on behalf, and to express the views of Henry W. Maier, mayor of the city of Milwaukee and immediate past president of the National League of Cities, regarding the 1970 Census of Population which is now being planned. Cities have a particular interest in the method by which the Census is conducted and the manner in which the data is accumulated and published. You gentlemen are undoubtedly aware of the growing proportion of our population that lives in our major metropolitan areas.

When Mayor Maier was president of the National League of Cities, he proposed a system of urban observatories in the various universities which have been developing in so many of our urban centers. The purpose of these observatories was to collect data and prepare case studies on various problems of our cities, with particular emphasis on common problems and attempts at solution. These studies and data would then be exchanged so that problems and solutions, successes and failures in one city could be examined in the light of existing problems in other cities. In this way, a common body of knowledge could be built up from a variety of sources so that municipal programs, State programs, and Federal programs could be based on knowledge and experience rather than on guesswork and subjective opinion.

As Mayor Maier said in a statement to the National Conference on Comparative Statistics in Washington on February 24 of this year:

Each city needs a strategy of total development encompassing trifold and inter-related programs of physical, economic, and social development. It needs the data, the information that permits the kind of rational predictions needed to develop the long-run programs. Its decisionmakers also need the kind of information that can help support the short and middle range decisions within the total program.

We need comparative statistics—and experience—to indicate what is working and what is not working.

No big business concern would put a new product on the market without doing thorough market research, yet how much market research is done on the products of urban programs? Granted that despite research, the end product may be either an Edsel or a Mustang, the probabilities of meeting a real need are increased with more research.

It does not make much sense that ever since HHFA came into existence in 1946, we have spent a lot on program but very little on research. It only makes sense that a certain amount of each program should be allocated for research and systematic analysis.

In brief, the urban observatories would serve as collection points of basic information on urban developments. They would also do policy-oriented research on selected major issues of direct concern to mayors, city managers and others on the firing line. The studies would be made available to local officials who need hard knowledge for policy decisions. And, of course, they would also have value for the university man who otherwise would not be able to work with such comprehensive materials.

Obviously, basic to any program of research in municipal problems is the kind of data which the census alone is able to provide. What is needed is a variety and depth of analyses of information on a small area basis. By small area is meant census tract or block in the case of our large cities, or some other subdivision in our smaller cities. These data are used on an almost daily basis by our city departments in an attempt to find solutions to some of the problems which confront us—be they in housing, in social development, in city planning, or in various economic aspects of urban life. Probably, the most valuable

part of the census effort as far as local officials are concerned is this compilation of data on a small-area basis.

The frequent publication by the Census Bureau of metropolitan area averages in which the smallest unit may be an entire county reminds one somewhat of the bikini bathing suit in that what it reveals is interesting, but what it conceals is vital. To quote Mayor Maier again:

Many Federal statistics intended for local use are based on the standard metropolitan statistical area. Yet, it is not a simple task to determine what they mean in terms of the central city. Because our tax base is located within our own political boundaries, the central city has to be primarily concerned with what is going on in the economic realm within its own political boundaries.

The use of communitywide averages is hazardous in attempting to deal with specific problems. By this point in these hearings your committee has no doubt heard the story of the 6-foot statistician who was drowned while trying to walk across a river with an average depth of only 3 feet. The collection of as much data as possible and its publication on as detailed a basis as possible is probably the most valuable aspect of the decennial census. Not only are these data useful working tools in program administration, but their preparation and publication can often serve to highlight areas of impending economic or social difficulty within our metropolitan areas in advance of the outbreak of actual trouble. The time to forestall difficulties is by definition in advance of these difficulties. Census data showing changes within small parts of our metropolitan communities which might not otherwise come to the attention of our city officials except on a complaint basis or after trouble has occurred can help to resolve social problems before they reach the unsolvable level. In addition, unpublished data collected by the Census Bureau on a block basis should be made available to localities more readily, inexpensively, and quickly than has been the case previously.

Another difficulty has arisen in using these data at present because of the infrequency with which up-to-date information is assembled. We have found that the present practice of compiling these data on an extensive basis only once in a decade results in a substantial period of time for which no updated material is available. As our mayor has said:

Mobility, both within a city and within the Nation, propose problems for decisionmakers, but again where is the information that could help support the decisions that have such profound human consequences.

In our rapidly changing urban communities, data between 5 and 10 years old is of little, if any, value in seeking a factual basis for programs aimed at specific problems. It is, therefore, urged that the committee support in its plans for the 1970 census some use of techniques and the collection of information which can serve as a basis for an additional census 5 years later. For instance, the use of census-by-mail methods, if successful in 1970, should make the 5-year census period more practical both technically and financially.

Data collected on a small-area basis should be comparable between censuses. One problem that has been confronted in dealing with census data is that definitions are sometimes changed; and it becomes very difficult, if not impossible, to determine trends based on census data alone.

Another need which has been noticed is to improve the quality of the data collected by the census takers. One obvious answer in these

areas is to develop an ever-larger corps of trained census takers so that it will be less and less necessary to add large numbers of well-meaning amateurs every 10 years. Certainly, a 5-year census interval would assist in the creation of such a corps, justify a larger group of professional full-time people in this area and provide a greater carryover of experience, even among the temporary help that must be used. It may be possible to tie the recruitment of census takers during peak employment periods in with urban and other universities. There is a considerable amount of specialized training now being acquired by students both on an undergraduate level and graduate level in survey techniques, poll taking and similar methods of getting data. Certainly, this area should be explored by the Bureau of the Census and some funds should be appropriated to study the possibility of tying in data requirements with university survey needs and possibilities, particularly those related to the urban observatories.

Another area that should be considered is the possibility of appropriating funds to permit the conversion of State and local records to a census tract basis. This could perhaps be done on a pilot or demonstration basis. Such a changeover, though initially expensive and somewhat complicated, would produce benefits for all levels of government, Federal, State, and local.

In summary, what our cities need is an ever-improving ability to analyze housing, environmental, economic, and sociological conditions. The role of the census in seeking this improvement is a central one. Your committee is urged to support authorizations and appropriations to acquire the necessary data on a small-area basis. In this way, the building blocks of information necessary to build ever-better communities will be made available to the local official who must do the building and to the State and Federal officials who must assist him.

Thank you very much, gentlemen.

Mr. NIX. Thank you very much, Mr. Magidson.

We have had a number of problems in our cities during the summer and before that, and you touched on this in your statement. Would you care to elaborate on what information you consider would be needed to deal with the situation that leads to these problems in the cities?

Mr. MAGIDSON. Obviously we need data on housing and economic levels, data on regional conditions. These are the primary areas, I would think, particularly economic indicators.

Mr. OLSEN. Will the chairman yield?

Mr. NIX. Yes.

Mr. OLSEN. Economic conditions are probably the most important, are they not? That is the main gripe people have.

Mr. MAGIDSON. I would think so, yes.

Mr. OLSEN. That they are "have-nots." And isn't that what we ought to find out about, how much they have not?

Mr. MAGIDSON. I would think so. And here is a place where your local information, if it were tied in with the census information, our tax records and so on, would be useful.

Mr. OLSEN. Have you had an opportunity to talk with the local census officials about finding out through a census how much people have not?

Mr. MAGIDSON. No, I am not on the census tract committees. I have not talked to them about that.

Mr. OLSEN. I think we must find some way to inquire about this problem.

Mr. MAGIDSON. You would have to put the Census Bureau in the opinion business.

Mr. OLSEN. I do not know how but I am sure it can be done.

Thank you, Mr. Chairman.

Mr. NIX. Mr. Buchanan.

Mr. BUCHANAN. We appreciate your presence and your testimony, sir.

Mr. MAGIDSON. Thank you.

Mr. OLSEN. If I may proceed, Mr. Chairman.

In this situation of the cities and the real problems of the cities involving the economics of people, do you agree with me that the identity of people is very important?

Mr. MAGIDSON. Yes, by all means.

Mr. OLSEN. And so, then, are their circumstances, how much their income is, how many children they have, how many people are living in a certain number of rooms; these are very important, are they not?

Mr. MAGIDSON. It is very important, yes. It is also necessary to determine the quality of the dwelling unit and that sort of thing.

Mr. OLSEN. I do not like opinions in the census, just facts, such as the number of rooms and the number of people living in them. Of course this is very difficult for the Census Bureau, obviously, people are worrying that they are violating some regulation about the number of people in an apartment, so who will go in and get these facts? Who will do that?

Mr. MAGIDSON. I think it is more practical for the Bureau of the Census people to do it because if the local people do it they think next week the health people will be there. But if the census people do it they know a census is taken only every 10 years or, hopefully, every 5 years eventually, and they know the material goes into averages and merely points up problem areas.

Mr. OLSEN. I do not think we can do it that easily. Dr. Eckler has told me how difficult it is to get information in slum areas, particularly.

Mr. NIX. Will the gentleman yield?

Mr. OLSEN. Yes.

Mr. NIX. This is one of the first questions I raised with Dr. Eckler at an earlier hearing, the difficulty of obtaining certain information. People, in my opinion, particularly those in the lower income groups, have a natural suspicion of strangers coming into their homes and seeking information. It makes little difference what excuse is given. If they say they are taking a census, he doesn't know anything about a census man and cares less, and when they ask these questions which are considered to be intimate probing questions they will not get answers. So it seems to me the people getting the information should be neighborhood people, people who inspire confidence. I understand there is an effort afoot to bring that sort of thing about.

Mr. OLSEN. Dr. Eckler told us that in past censuses they have had to hire a neighborhood priest or minister who had the confidence of the people, and I hope we can do it. I am a little concerned, if we try to take a census of religion, that there will be even more difficulty and maybe we would have to forgo that. As much as I would like to agree with some of the religious leaders that we should have a census of religion, I personally would like to have it, but I think if we probe that deeply the rest of the census would be hurt.

Mr. MAGIDSON. I agree with you the basic information is the economic information and the factual data regarding housing and income and that sort of thing.

Mr. OLSEN. I would rather make a grant to various religions and let them take their own census because I think if we probe that deeply into the lives of the people they will resent the census, and I do not want the census to be resented. I think we have to do everything we can to make the taking of the census a popular thing and an effort that everyone wants to participate in. Of course for most people that is what it is. Most of us know this is very beneficial to us in every way to have a good census taken of our lives and our economics.

Mr. NIX. I think that is an excellent idea. I think we ought to appropriate money to use Madison Avenue to popularize this. We use Madison Avenue for everything else so why not use them for this.

Mr. OLSEN. A census is really serviceable to everybody.

Mr. BUCHANAN. I read your interesting statement, Mr. Magidson, and I am intrigued by the urban observatories concept. I wonder how far this has been developed?

Mr. MAGIDSON. This is in the process of a study by the National League of Cities and they have set up committees to confer with various university representatives. There have been several meetings and I understand there will shortly be further meetings. This was originally an idea of Dr. Robert Wood, who is now Under Secretary of Housing and Urban Development, and Mayor Maier promoted a meeting in Milwaukee about a year ago at which people were called in from the league and the problem was discussed.

Mr. BUCHANAN. Certainly as our country has become more industrial and less agrarian so that 80 percent of the population is now centered in the cities, it seems to me this adds great weight to the need for the development of this concept.

Mr. MAGIDSON. I think the census data is really the key to this whole effort because when you want to measure what happens in a community you have to have something to measure it by rather than watch something deteriorate and do something after it has deteriorated.

Mr. BUCHANAN. Off the record.

(Discussion off the record.)

Mr. OLSEN. Mr. Chairman, I would like to pose another question because the witness was talking about small areas and identifying small areas, isn't that right?

Mr. MAGIDSON. Yes.

Mr. OLSEN. This is an idea that has been plaguing me for sometime. We have a ZIP code system in the Post Office Department and already we are finding out that five digits are not sufficient to identify areas, that there probably should be seven. In Germany they have four and they think they should have had a good many more digits.

What would you think of identifying everything American with numbers that would be common between the Census Bureau and the Post Office Department?

Mr. MAGIDSON. You might throw the telephone company in that too.

Mr. OLSEN. They could buy it, but the point is, would it be a good idea that we identify everything American, census and post office, with a common numeral system?

Mr. MAGIDSON. That would probably help. We are already working, in our tax department, on dividing at least the county. I don't know if it will involve the State or not. Each township, which would be every 6-square-mile area, has a certain designation and within that area there are certain subdesignations, such as the northeast quarter and so forth, so that our tax records can identify each lot and parcel number within a still larger designation in the county and in the State.

Mr. OLSEN. It sounds terribly complicated but the fact is our economic problems in specific small areas of cities could be identified if we actually identified the area in the census and in the post office.

Mr. MAGIDSON. They could have a multidigit system with perhaps the first seven used by the post office and the first eight or nine by the census or tax department.

Mr. OLSEN. Do you not think this should be encouraged, that the Census Bureau and the Post Office Department try to identify areas by a common system?

Mr. MAGIDSON. I think that would be an excellent idea.

Mr. OLSEN. I have an idea, too, that in the taking of the census the letter carrier could be a valuable man. He is the man who could find out how many people are living in a house because he would be accepted by the people and they would not be afraid to tell him there are five families living in a house.

Mr. MAGIDSON. Are there any prohibitions against the letter carrier being hired by the Census Bureau?

Mr. OLSEN. There are none except the letter carrier is a pretty busy man now. We would have to have an assistant to the letter carrier.

Mr. MAGIDSON. It would be the same as the assistants hired during the Christmas holidays.

Mr. OLSEN. And we have to do it in 30 or 60 days at most. It is just a thought.

Mr. MAGIDSON. We would have to have departmental cooperation, which makes it difficult.

Mr. OLSEN. Thank you very much.

Mr. NIX. Thank you very much, Mr. Magidson.

Our next witness is Dr. Lauris B. Whitman, executive director, Department of Research, National Council of the Churches of Christ in the U.S.A., New York, N.Y. Dr. Whitman, we welcome you before the committee. You may proceed.

**STATEMENT OF DR. LAURIS B. WHITMAN, EXECUTIVE DIRECTOR,  
DEPARTMENT OF RESEARCH, NATIONAL COUNCIL OF THE  
CHURCHES OF CHRIST IN THE U.S.A., NEW YORK, N.Y.**

Dr. WHITMAN. Mr. Chairman and members of the committee, my name is Lauris Whitman and I am the executive director of the Department of Research of the National Council of Churches. I have been requested by the general secretary of the National Council of Churches to appear before this hearing in response to the committee's invitation. My testimony does not represent a statement of policy of the National Council of Churches, nor is it to be construed as a statement of a position taken by the council or its constituent communions. It is designed simply to provide information about

some of the interests and issues which are of concern to the churches and to church leaders.

In the first place, I would like to express my appreciation to the Bureau of the Census for the services it renders to the people of the United States. The churches, along with other users of census data, are dependent upon the products of the Bureau of the Census for the information necessary for planning and program development. At almost every level of church life, census data are indispensable resources.

Furthermore, those of us in the churches who have worked closely with the Bureau of the Census through the years are constantly impressed with the methodological sophistication, the high level of integrity and the commitment to service which characterizes the Bureau staff.

I will now discuss briefly those questions which are before your committee which relate to our interests as churches.

The first of these is the proposed change in methodology—the shift from house-to-house survey to mail out-mail back census. This is undoubtedly of greater interest to the researchers related to the churches than to other churchmen. To us it seems to be a major forward step and an appropriate application of survey research methodology to the census.

Church researchers are also interested in the possibilities of the proposed 25 percent and 2 percent samples which will provide additional data. Where detailed analysis by small areas is not required, such sample data would be of great help. In fact, church researchers and other church leaders are interested in having the religious preference question included in the samples in the 1970 census and not just in the intercensal sample surveys.

Our department of research will be happy to encourage response to the 1970 census questionnaire, as we did for the 1960 census. At that time, we prepared a special release on the importance of census data to the churches, urging complete cooperation by church members and constituents. The statement was used by religious journals and news media and was widely circulated among church members.

The major issue relating to the 1970 census from the point of view of the churches is undoubtedly the proposal to include a question on religious preference. This is an issue on which there is a wide diversity of opinion. Judging by what I read in the newspaper, this question has already received considerable attention in this hearing. In fact, it appears to be true on the basis of reports, in at least one newspaper, that a decision was in the making to omit the question on religious preference from the 1970 census. I hope that is not true. It would seem to me to be a premature decision at this particular time.

There seems to be almost unanimous support on the part of religious researchers for the inclusion of the religious preference question. They join their fellow social scientists in hailing the advantages which would accrue from the availability of the new data which such a question would provide.

This also applies to the church planners whose responsibility it is to develop both short- and long-range planning for the life and program of the churches. They recognize that there is no way by which such information can be collected except through a national census. They see in the analysis of such data the possibility of answering some of the

questions for which they have long sought answers. They are convinced that the churches would benefit in their planning if religious preference information were available, but they also see a comparable benefit to the many sectors of the business community which provide services, supplies, and equipment for churches and church agencies.

Researchers also react favorably to the suggestion that, although response to the census is mandatory, a refusal of information on religious preference would be accepted as a response and coded as "no answer," or "religion not reported."

It would appear that this very provision, the provision to make this response voluntary, would in itself provide an answer to the questions that are being raised about a compulsory question. This provides a way by which individuals may exercise their own freedom of conscience and by which they may express the religious tenets of a particular religious group.

I can understand that to make a response to a question voluntary may create some methodological problems, but I would hope and expect that there might be a way to get around such methodological problems.

However, there is a difference of opinion among and within official church bodies, on theoretical and policy grounds, about the advisability of using a religious preference question. They simply are not unanimous about the advisability of using a religious preference question.

The major objection comes from those who see such a census question as a violation of the basic principle of the separation of the church and the state. This is very much a contemporary issue in the life of the Nation and in the life of the churches, and it is to be expected that the proposal for a question on religion will be, and for that matter, should be, examined in the light of this principle.

It is my own personal opinion that this would not prove to be a major problem, however. There is significant progress these days toward the clarification of the meaning of the principle of separation of church and state. Such clarification should go far toward resolving the issues which might be raised on the proposal to include a religious preference question in the 1970 census.

Very little has been done among church groups in the way of formal discussion of this issue as it relates to the 1970 census. The Religious Research Association, an organization of upward of 500 members, most of whom are related to research in the churches, went on record at its 1966 meeting favoring a religious preference question in the census. The Association of Statisticians of American Religious Bodies, at its 1964 meeting approved the proposal. So far, however, there have been no official positions stated by any religious body relative to the 1970 census, at least we have no record of any such formal action. Several church bodies plan to give the issue formal consideration in the near future. The executive committee of the general board of the National Council of Churches is scheduling a discussion on the subject at its October meeting.

The experience of the churches in confronting this same question in relation to the 1960 census may be of some help to the committee, although it is possible that there has been some change of attitude since then. In fact, it is probable that there has been some change of attitude since then.

Prior to 1960, the proposal of a religious preference question in the census of population received widespread discussion among the churches. While some church agencies, as for example the Board of Home Missions of the Congregational-Christian Churches, gave support to the proposal, opposition appeared in many communions.

The General Council of the American Baptist, for example, voted against the plan. Other bodies which did not take formal votes also raised questions and expressed concerns. The National Council of Churches did not take formal action, but major questions about the church-state aspect of the problem were raised in its policy and strategy committee. Such discussion and reactions clearly entered into the Government's final decision to omit the religious preference question from the 1960 census.

It seems desirable to give this question careful consideration once more as preparations are being made for 1970. A great deal of creative thinking about church and state is being done these days. It may well be that these discussions will help to clarify the issues which relate to the census question. Perhaps there will be little change in general attitude. This committee and the Bureau of the Census should encourage and welcome discussion which will help in arriving at a decision based on sound and careful thinking.

Our department of research will be glad to stimulate discussion among the churches and to report to the Bureau of the Census on actions taken by denominations or denominational agencies. Such reporting should provide the basis for a more reliable analysis of church thinking than individual letters or comments on the subject.

It seems that, so far at least, such letters and comments have been the basis for much of the decisionmaking, and I want to stress the point that while at the moment it appears that any appraisal of the reaction of this proposal is based on general reaction from interested individuals and interested groups, most of which are not based on carefully arrived at official group decisions, this question certainly deserves a decision based on a factual analysis of official positions.

This is a complex issue. We cannot expect unanimity on such a question, but it should be possible to move toward a general consensus among church groups. Certainly the committee and the Bureau of the Census deserve the guidance of such a consensus as you seek to reach your decision.

As I said, we will be glad to help in any way we can.

There is one other issue to which I would like to address myself; namely, the question of including social security numbers on the census forms. This has not received much attention as yet from church groups, but it is bound to sooner or later, and I suggest that you get ready for the avalanche when it comes.

The advantages of including the social security numbers are obvious, considering the potential analyses and comparisons which could be made. In the age of the computer, the possibilities are virtually unlimited. A data bank, in a class by itself, becomes possible and its pattern of use becomes almost limitless.

We have already begun to hear objections; the question involves the protection of the individual, his liberty and freedom. As I have already stated, the Religious Research Association at its annual meeting gave its approval to the religious preference question, but

in a parallel action it sounded a warning about the use of the social security number.

Its use is seen by many as opening a Pandora's box, as moving up 1984 a decade and a half, or as stripping away the individual's last claim to privacy. This is the type of situation which can evoke highly emotional responses; but at the base of it all, as was indicated at the Religious Research Association, is a genuine concern for individual freedom. This has been a basic concern of the churches for a long time.

In conclusion, I would like to mention very briefly several proposals for 1970 which could provide useful data for the churches.

The suggestion that data be secured about work and transportation patterns in urban areas could contribute to a better understanding of the problems which are confronted in urban life and social patterns.

Data on registration and voting would be helpful in relation to work in the area of civil rights.

We certainly see the advantages of revised analysis of housing and housing quality.

Items such as these seem to offer no policy problems and should contribute significantly to the usefulness of the census reports.

May I add one comment which does not relate to the 1970 census? The churches are still interested in the possibility of resuming the census of religious bodies. Here is a proposal which has been almost unanimously supported by the churches for years.

I am sure that the committee members are familiar with the history of the census of religious bodies and the recent unsuccessful attempts to revive it. This method of collecting data on church membership does not involve an enumeration of individual citizens but is the tabulation of a compilation of reports from local congregations. It does not meet the same need as would the religious preference question in the decennial census but it has been of tremendous value to churches of all faiths, to social scientists and to many other groups in the Nation. Furthermore, it has received endorsement from many religious bodies, including the General Board of the National Council of Churches. I am stating now that there is still a great deal of interest in the possibility that the census of religious bodies will be revived.

Furthermore, prompted by Dr. Shaw's comments this morning, I would also like to register our continuing interest in the possibility of a 5-year census. In this period of rapid social change, the need for more frequent updating of certain census data seems obvious.

Thank you for your invitation to appear and for your courtesy in hearing this testimony.

Mr. Nix. Thank you very much, Dr. Whitman.

Let me ask you, from the humanitarian standpoint, what are your views on the proposal to ask a question in the 1970 census about the physically and mentally handicapped?

Dr. WHITMAN. May I begin by saying that from a research point of view I see many advantages; from a practical point of view I see a great deal of help for agencies involved in dealing with these people. From a humanitarian's point of view as you have stated your question, it seems to me that there are some serious problems to be confronted. Knowing as we do the wide range of reactions that individuals have toward their own problems, we can be sure that many of them would not be very happy about answering the questions.

This is the kind of thing which may also be considered by many people to be the invasion of privacy.

To approach the humanitarian aspects from another point of view, in our concern for maximum service to these people we need to have all the data we can have about them if we are to define the problems and to serve the victims. I think, therefore, that this is a problem that needs careful consideration and for which there is support on both sides of the issue.

Mr. NIX. Thank you.

Mr. Buchanan?

Mr. BUCHANAN. I appreciate your testimony, Doctor, and we will await with interest the further discussion of this religious preference question and your future report as to the feeling of the churches on this question.

I would caution that it has been my personal experience and observation that at times leadership of the church, both clergy and leadership of laity, and the average church member may be as far apart as the East is from the West, and consequently, since this is an area in which Dr. Eckler's people will have to be dealing with the grassroots and with the average citizen and average church member, in the case of church members, I think it would be very important to make sure where the grassroots stand on this question.

Dr. WHITMAN. I certainly would not want to debate the major point with which you begin your discussion. I think there often is a gap between the official pronouncements and positions and the thinking at the local levels. This is an area of concern to many of us.

In facing up to a question such as this and a policy decision of this type, it seems to me both the official position and the reaction of individuals are important elements in the decisionmaking process. After all, in spite of the gap which you mentioned, in our view much of the thinking about these questions at the grassroots is finally shaped by leadership thinking which does percolate down to these levels.

On the other hand, many official positions represent concern at the grassroots level. We think the discussion which has been going on about this question over a considerable period of time is reaching the grassroots.

Furthermore, religious journals, some of the official media of the religious bodies, are carrying increasing amounts of material about this question which will make these people think about the questions seriously.

I am not so much concerned that they adopt the official position of a general board or a national convention as I am that they have a chance to think about the issues involved. It seems to me this is happening and that actually, in spite of at least one poll that I have seen publicized considerably, I think that among many church members there is an increasing recognition that to give this information is to render a service to their own churches.

Mr. BUCHANAN. I think this may well be the case and I expect it is the case. I think the greater problem will be with people with no church affiliation; if there should be any resistance that probably the greatest resistance might come from this group. Of course this experience has been demonstrated.

Dr. WHITMAN. It may be. But if some of these people who do not have church affiliation have a chance to reply or to not reply, it may

well be they will welcome an opportunity, some of them at least, to indicate the fact they are not affiliated with a church.

Mr. BUCHANAN. Perhaps.

Now you state, in your testimony, concerning this question and the position of religious researchers, that they recognize there is no way by which such information can be collected except through a national census. Later in your testimony you referred to a census of religious bodies which would not have the disadvantage and would cover at least some of this.

Also, may I point out in a number of communities in which I personally have lived there has been a communitywide church census taken each year by the churches working cooperatively, and in a number of churches of which I have been a member there has been an individual church perpetual census in the territory of that particular church.

Is it possible that this is a job which the churches cooperatively working together could handle through a religious census and if this is possible, would there not be some positive religious value to the churches in such a census that would not be present in a governmental census?

Dr. WHITMAN. I think really there is no comparison between what happens in a local religious census and the kind of data that becomes available if a religious preference question is included in the U.S. census. The local church census simply collects data about the affiliation of individuals or the preference of individuals in that community or in that area. This is of great value to the local churches in their efforts to reach and contact and involve local people. But it does not provide any basis for analysis or research or for testing of hypotheses such as would be available if the question were in the census along with all of the other data which the census provides.

I think this aspect of it makes us say there is no way to do it except through the census.

Mr. BUCHANAN. Thank you very much.

Mr. NIX. Mr. Olsen.

Mr. OLSEN. Thank you, Mr. Chairman, I have no questions.

Mr. NIX. Mr. Waldie.

Mr. WALDIE. I have no questions.

Mr. NIX. Thank you very much, Dr. Whitman.

Dr. WHITMAN. Thank you.

Mr. NIX. Our next witness is Dr. Eckler.

Dr. Eckler, yesterday Mr. Krebs, who has another commitment this morning, asked me to raise the following point for your consideration: The 1960 census subject report series includes a report on Spanish-surnamed population in the five Southwestern States, California, Arizona, New Mexico, Colorado, and Texas. The report contains social and economic characteristics of the Spanish surnamed of only those five States. During the past decade there has been a sizable influx of other Spanish-speaking persons in areas other than the five Southwestern States. The 1970 census should take account of this influx by preparing a subject report on all surnamed. The subject report has been a valuable administrative tool and can be even more comprehensive by covering Spanish surnamed in all regions of the country.

We would all appreciate your comments on that subject.

FURTHER STATEMENT OF DR. A. ROSS ECKLER, DIRECTOR, BUREAU OF THE CENSUS, WASHINGTON, D.C., ACCOMPANIED BY DR. CONRAD TAEUBER, ASSISTANT DIRECTOR FOR DEMOGRAPHIC FIELDS, BUREAU OF THE CENSUS

Dr. ECKLER. Mr. Chairman, we agree there has been a broadening of the distribution of people with Spanish surnames, Mexican and other groups, Puerto Ricans notably. One of our plans for the next census would be to study very carefully as we plan our tabulation what additional areas should be included. Possibly we need to cover the entire country or certain large urban areas, but we shall certainly give careful thought to this question the committee has raised and try to take account of it in the tabulations that we make for the 1970 census.

Mr. OLSEN. Why do you do it at all? Why do you give any attention at all to specifically Spanish surnamed?

Dr. ECKLER. Because this represents a group which has certain differences from the rest of the population in terms of economic status, in terms of social patterns, and so on.

Mr. OLSEN. Why do you not do that with Germans and Norwegians?

Dr. ECKLER. I believe we do have a way of identifying the first and second generation of those people. But the Spanish-surname group constitutes quite a large population in certain areas.

Mr. OLSEN. There are more Norwegians in this country than there are Mexicans.

Dr. ECKLER. In terms of total Norwegians?

Mr. OLSEN. Yes.

Dr. ECKLER. I am not acquainted with the particular figures.

Mr. OLSEN. It really shocks me. Why? This is a melting pot. Why should we pay so much attention to what gets melted?

Dr. ECKLER. These are in the earlier stages of the process of melting. And there are very great differences in terms of social patterns.

Mr. OLSEN. What are they?

Dr. ECKLER. They have lower incomes, they are in lower occupational categories, they are discriminated against in certain areas of the country, and their educational levels are lower. All this creates a problem of assimilation.

Dr. TAEUBER. Mr. Chairman, if I might supplement that.

Mr. NIX. May I make an observation before you do that?

You are not thinking of excluding the Negroes by any means, are you?

Dr. ECKLER. No, sir. A tremendous amount of detail is available for Negroes.

Mr. NIX. Go ahead.

Dr. TAEUBER. Mr. Chairman, we do identify in the census for all areas the persons who were born abroad by country of birth. We also ask of persons who were born in this country whether their parents were born abroad and identify those by country of birth. This gives us an indication of persons born in Norway and persons born in this country of Norwegian parentage, persons born in Puerto Rico and persons whose parents were born in Puerto Rico, persons born in Mexico and persons born in this country of Mexican parentage.

Mr. OLSEN. What do you do about persons born in Africa?

Dr. TAEUBER. Persons born in Africa report the particular African country as place of birth.

Mr. OLSEN. Some of these people have their ancestry for 400 years. How about them?

Dr. TAEUBER. We will also have a question on race, and people identify themselves as Negro or Japanese or Chinese or Filipino.

Mr. NIX. That would be an intriguing question to put to me, whether or not my ancestors were born in Africa. I have not the vaguest notion. All I can say is they were born in some hot country.

Dr. TAEUBER. If I may say a word about the identification of persons with Spanish surnames. This was designed to get at that group, particularly in the Southwest, whose ancestors were living there when this became part of the United States. They preserved, to a large extent, the Spanish language, they preserved much of their heritage. They are identified as Spanish.

Mr. OLSEN. But why? Who proposed this proposition?

Dr. TAEUBER. Quite a number of people who were concerned with this so-called Spanish-American group particularly in New Mexico and Arizona.

Mr. OLSEN. It is just a small group?

Dr. TAEUBER. It is just a small group.

Mr. OLSEN. And they have had all of this attention for how long?

Dr. TAEUBER. I think this has been done in two censuses.

Mr. OLSEN. 1950 and 1960?

Dr. TAEUBER. That is right.

It is really inexpensive. It adds no questions. We simply check the surnames against a list of Spanish surnames and then tabulate the results.

Mr. OLSEN. I am more interested of course in the fact that you are going to emphasize in the census the economic status of people. I think this is the most important thing we can do and find out more about the problems of poverty, and maybe out of knowing how much poverty we have we might learn something. We might learn some remedies.

Dr. TAEUBER. I think the reason for identifying this particular group is that it is one of the poverty groups in the country.

Mr. OLSEN. The Spanish surname group?

Dr. TAEUBER. Yes.

Mr. OLSEN. So it would go for the Puerto Ricans who are the newest immigrants and so it would go for the Negroes who are having a terrible struggle?

Dr. TAEUBER. That is right.

Mr. OLSEN. I hope in the 1970 census you will be in the cities and in these poverty pockets and get some data.

If I may proceed, Mr. Chairman, I had a thought I wanted to get off my chest.

Mr. NIX. By all means.

Mr. OLSEN. I bring it up right now.

My thought is it would be a difficult thing and it may hurt the census that we ask for the social security number and at the same time we ask for the religious preference of people. I have a thought that we are getting too personal, we are probing too deep when we do both, and I would like your comments on this.

Dr. ECKLER. Mr. Olsen, I was asked to express a judgment the other day as to where we might finally come out and I emphasized this was a personal reaction. That is that the kind of objections and emotional reactions that developed before the 1960 census once again seem to be emerging with respect to a question on religion. I am personally optimistic that there may develop a consensus that this kind of question could be included in a sample survey rather than in the census where it would be possible to use the voluntary feature of reporting without complicating the whole census operation which otherwise would be completely mandatory. So that perhaps that would be a direction in which the question on religion might be handled with the matter being left open as to what the possibilities are in 1980.

The question on social security number does not have the same overtones of personal attitude or relationship of church to state or anything of that sort. It has been identified in some people's minds as being associated with a development which now looks to be some time off and something which would have to be looked into very carefully with new legislation. This would be required for a data center, with appropriate safeguards for the confidential handling of all information that went into it, particularly the census information, which is our own immediate concern.

I believe that a solution to this might be to include the social security number, which has a number of very important uses and to leave to a later time the inclusion of religion. So I am in agreement with you.

Mr. OLSEN. I certainly agree with your point of view that the census should have in it only questions that we reasonably can make answers to mandatory. I think we must stick with that. I do not think we can make the answer to the question on religious preference mandatory. I do not think we ought to put into the census questions on anything but that we can force the people to answer. Is that your view?

Dr. ECKLER. That is my view, Mr. Olsen.

Mr. OLSEN. That is mine too.

Thank you, Mr. Chairman.

Mr. NIX. Do you feel, Dr. Eckler, that you have the authority at present under the law to include the religious question?

Dr. ECKLER. Mr. Chairman, I believe that authority clearly exists. The Secretary is given the right to determine the form and content of the questions included. It seems to us that this relates to the subject of a population census and that the Secretary would be completely within his rights to determine that this is a question that should be asked.

Mr. NIX. I should have put my inquiry another way, because anyone has the legal right to ask any question. My question should have been whether the answer can be mandatory. That is what I should have asked.

Dr. ECKLER. I believe he would have the right to include the question on the forms and that would carry along with it the conclusion that the answer should be mandatory. I believe he has that right. In view of the kind of issues that have been raised he might well be hesitant to exercise that right. But I believe that the authority is there.

Mr. NIX. Of course, I do not believe he has. I do not think anyone has that right under the law, the right to compel citizens to answer such a question. I do not think so. But that is just one man's opinion.

Mr. BUCHANAN. Dr. Eckler, I think you have raised a very interesting alternative solution to the problem of whatever need does exist for this religious question in raising the possibility of a sample survey.

Is it not true that these sample surveys have a high degree of accuracy?

Dr. ECKLER. They do indeed have a high degree of accuracy, Mr. Buchanan. They are subject to sampling errors as in the case of all work of that sort, but the national statistics resulting from a sample on religious affiliation and characteristics of members would have a great deal of reliability. They would not serve some of the purposes that the census would serve, but they would give very useful information on the relationships between religious affiliation and certain social and economic characteristics. They would do that quite reliably.

Mr. BUCHANAN. How close would you say your average sample survey would come, in what percentage of error?

Dr. ECKLER. It is not possible, Mr. Buchanan, to give a general percentage because the figure varies from one statistic to another, depending on the size of the group for which we are providing this measure.

I would note also that in any question on religious affiliation there are certain measurement errors that may be higher than for some other matters. There is the question of judgment as to whether a person is or is not affiliated with the church. And those errors would have to be considered.

Mr. OLSEN. You would not know whether he has been excommunicated or not?

Dr. ECKLER. That is certainly true, Mr. Olsen.

Mr. OLSEN. He might be a fallen-away kind of Methodist.

Mr. BUCHANAN. Of course, this would be true even in a census.

Mr. OLSEN. On the question of whether or not you were alive, and whether or not you work for a living, and where you work, you see these are factual. The census ought to stay with some facts rather than opinions. I think we ought to let the pollsters do the polling, and we ought to keep the census taking the census. We might even ask people what size shoe they have and how old they are, a detail like that, but we would be searching for facts, where, when you talk about whether or not he is a fallen-away Catholic or a backsliding Methodist, you are coming to opinion. I think we ought to leave that to the churches.

Mr. NIX. I would not suggest the size of shoe or the age, because you would have difficulty with the women, I think.

Mr. BUCHANAN. Mr. Chairman, I would say certainly there is great merit in what the gentleman from Montana has said, and indeed it would seem to me that the sample survey would be the most likely prospect, but even this would be subject to all the inexactitudes mentioned. Certainly this area in itself would almost guarantee a certain amount of inexactitudes. I am, however, interested in the fact that sample surveys can be reasonably accurate guides in most

areas. At least I would assume this to be the case since so many business decisions are made on that basis.

Dr. Eckler, do you think this is a reasonably good tool?

Dr. ECKLER. It is an extremely good tool, Mr. Buchanan, and I have no reservation in endorsing your view on it. Some of our important national measures, such as the basic data on employment and unemployment, are based on a national sample survey and the reliability is generally accepted and this is a powerful and useful tool.

Mr. BUCHANAN. Dr. Eckler, we had the question raised yesterday about charges for Census Bureau publications, studies, and services. Could you provide us with that information?

Dr. ECKLER. Yes. I have a statement which I would be glad to put in the record, Mr. Buchanan.

Basically, the points are brought out here that there are certain requirements for us when we undertake a tabulation, such as that it must not disclose data for any particular establishment or individual; must not give unfair or improper advantage to any person or group; the purpose must not be contrary to public interest. We insist the data may be published by the Census Bureau and hence do not become a proprietary asset of one organization which may or may not publish them. And it must not impair our ability to do our regular censuses and related work.

Now the cost of this service includes all direct expenses, personal services, leave and so on, and any associated costs for material and allowance for depreciation of machines and equipment, as well as the overhead costs of management and general Government overhead for services rendered to us by other departments.

So, basically, it involves the charging of the actual cost of doing the work. A more detailed statement is submitted for the record, if that is agreeable.

(The statement follows:)

#### SPECIAL DATA TABULATIONS FROM BUREAU OF CENSUS INFORMATION

Upon request, the Bureau of the Census may prepare special data tabulations using information collected in the current surveys and censuses (13 U.S.C. 8 and 31 U.S.C. 686). These tabulations are prepared under the following conditions:

1. The information must not:
  - a. Disclose data furnished by any particular establishment or individual (13 U.S.C. 9).
  - b. Give unfair commercial or other advantage to any person or group.
2. The purpose for which the data are obtained must not be contrary to the public interest.
3. The data may be published subsequently by the Bureau of the Census and made generally available. (The data are extracted from the results of surveys paid by public funds, and are, therefore, public property.)
4. The preparation of the special tabulation must not impair the ability of the Bureau of the Census to accomplish the work which is required by law.
5. The cost of the work is paid by the person or organization requesting the tabulation. The cost to be paid consists of the total incremental cost (including a proportional share of indirect costs) of extracting the data from the files and preparing the tabulation. This includes:
  - a. Direct expenses (as applicable): Personal services (including supervision, work scheduling, control, etc.); leave and employee benefits earned; associated other objects costs (e.g., supplies, materials, printing, travel, communications, machine rental, etc.); use of space; and depreciation of machines and equipment.
  - b. Indirect expenses (proportional): Bureau of the Census executive direction and control, and centralized Bureau services (e.g., payroll, accounting, personnel administration, budgeting, mail and messenger service, switch-

board operations, etc.); and general government overhead (non-Federal government organizations only) represents estimated share of costs of General Services Administration, Civil Service Commission, Bureau of the Budget, etc.

Mr. WALDIE. Dr. Eckler, on those charges do you find that your fee schedule has been irrelevant to the cost of the service that you render?

Dr. ECKLER. It is directly proportional to the cost of the service. It is directly based upon what it costs us to do that particular job.

Mr. WALDIE. When did you last revise your fee schedule?

Dr. ECKLER. This, strictly, is not a fee schedule, but is based upon the actual cost. There are certain services which are on a fee basis, for example, the searching of individual records to supply the age for an individual for his own use.

Mr. WALDIE. Let me put it this way.

The first time I knew there was such an organization was yesterday when the gentleman represented an organization that relies heavily upon the statistics of the Census Bureau, and I gather has some interest in how it is performed, because they find value in the particular statistics that you acquire. I also gather they attempt to encourage you to acquire certain statistics that would be of value to them.

Do they have access to your reports just on the basis of any citizen or do they have any special services they require of you? What gives them the unique status of belonging to this organization?

Dr. ECKLER. I think the best answer is that no organization has any unique status. We stand ready to make the same service available to anyone who contracts with us to do it. They have no access to individual records. If there is a special tabulation made for them, and someone else wants the same special tabulation they may receive it. So, in general, we undertake to treat all customers and all persons on a uniform basis.

Mr. WALDIE. I may have other questions when I see your report.

Going back to your statement about the authority that you have to ask a religious question of an individual, I am not certain you are correct, but assuming you are correct, why then was it necessary to have statutory authority to ask religious questions of an organization?

Dr. ECKLER. I believe the best simple answer is that this involves an approach to a different group of respondents. The statutory authority for the decennial census relates to inquiries to be made of individuals once every 10 years. The census of religious bodies involves an inquiry made not of individuals but of religious bodies—namely, the congregations throughout the country—maybe several hundred thousand in all. If you are going to make inquiries of them, I believe it is clear that special authority would be needed, much the same as special authority exists for periodic canvasses of manufacturing plants, retail establishments, wholesale establishments, service trades and so on. It is a different class of reporter and would not be covered at all by the decennial census legislation.

Mr. WALDIE. It would be your opinion then that the authority to ask a question of individuals given to you in the initial enabling legislation would give you blanket authority to ask any question if you determined it was of possible value?

Dr. ECKLER. I think the Secretary has authority to ask any question that is pertinent to the purposes of a census of population which is authorized by the specific legislation.

Mr. WALDIE. I gather those purposes, in your conception, are extremely broad?

Dr. ECKLER. On the basis of experience in the past, the history of what has been included, which I think provides the basis for this judgment, it is quite broad. There are certainly definite limits to it, but it includes a considerable variety of social and economic characteristics of individuals.

Mr. WALDIE. Would it be possible to divide the census form and are their advantages and disadvantages to it, so that it would have a separate category of questions which the failure to answer would not have any penalty attached to it?

For example, if you wanted to ask a religious question because there are values in acquiring that information but you would not attach a penalty to those that fail to answer, it would be voluntary, could you have a separate classification on the census form for those people?

Dr. ECKLER. It would have to be done in that fashion, with appropriate legislation, Mr. Waldie, and would add significantly, I think, to the complexity of operation. It is not impossible, certainly. You can tell people this part is on a mandatory basis and that part is optional. It does complicate the form somewhat, and it is necessarily a rather long form in any event.

Mr. WALDIE. In a sense, you do that now when you conduct your surveys.

Dr. ECKLER. Our population surveys are on a voluntary basis and that seems to be a way of handling a question which needs this particular kind of recognition. At least I would think that is a good arrangement.

Mr. WALDIE. I have no further questions, Mr. Chairman.

Mr. NIX. Thank you.

Dr. Eckler, I have a few questions.

On the first question, I ask you to submit the answer for the record in writing. The question is:

Would you elaborate on the importance of enumerating social security numbers in the 1970 census? We consider this a question of the greatest possible importance and the record should disclose the views of those who oppose and those who support it.

(The answer to the above-mentioned question was submitted for the record, and is as follows:)

The inclusion of social security number would have a number of advantages in meeting the statistical needs of the Government.

(1) It would make it possible in future censuses to tabulate changes for identical groups of people over time without asking them to report about their past. It would be possible, for example, to secure information from a later canvass which would permit a study of the extent to which some of the persons who were unemployed in 1970 are also unemployed in 1975, or to measure success of the poor in getting out of the poverty classification. This could be done more accurately and with less burden on the public than by asking people at one time to report their situation at some previous time.

(2) Similarly, it would facilitate the economical conduct of sample surveys of special groups after the census. The Census Bureau could study such groups as school dropouts, female heads of families, families with more than one earner, scientists and members of specific professions, and persons employed in specified skilled occupations by selecting from its records a sample of the social security numbers of persons in the group to be studied, thus locating persons to be interviewed in the sample study. Such samples would be far more efficient than samples drawn from the whole population. Moreover, the data collected in the sample survey could be directly related to the data for the same persons in the census.

(3) An important use would be provided by the ability of the Census Bureau to take a list of persons in a particular Federal, State, or local program, locate them in the census records, and then ascertain how these groups compare with the total, and, also how they compare with those elements in the population for which the program was particularly designed. For example, it would be possible to determine to what extent the families involved in a "Head Start" program, or some community action program, represent the type of families for whom the programs were intended. Discussions among Federal agencies have indicated support for social security number inclusion on the part of the Department of Labor, National Institutes of Health, Business and Defense Services Administration, Office of Business Economics, Office of Economic Opportunity, and the Department of Agriculture.

(4) Administrators of poverty programs, and of manpower programs, are finding it increasingly necessary to secure information about the experience of individuals on a statistical aggregate basis over a period of time. They seek answers to questions such as, "How do persons who have received a particular type of vocational training fare in comparison with persons of similar characteristics who have not received such training?" The use of social security numbers in such inquiries would facilitate the compilation of information in the form of statistical aggregates for the people involved in such programs.

(5) The Census Bureau is frequently called upon to supply to individuals the information which they furnished about themselves in a previous census. The most common use is that of persons who wish to have a census record in order to help them prove their age. The provision of this service could be greatly simplified if the census records which are searched contained the social security number, for then the whole operation could be handled by the computers.

(6) In the long run, it should be possible to reduce the amount of information that needs to be collected in the census by bringing information already reported to the Government to the Census and relating it to the demographic and other characteristics of the individuals as reported in the census. This has already been successfully done in relation to certain information which is supplied to the U.S. Government by business concerns, thus saving substantial amounts of money and reducing the burden of collection of census statistics on the public, particularly on that segment of the public which finds such reporting most burdensome.

Studies like those noted above can be made now, but comparisons by name and address are costly and difficult, and for many cases inconclusive or impossible. The use of social security numbers would considerably increase the number of cases in which census records could be successfully supplemented by the records of other agencies.

In all cases in which reports made to other agencies are brought to the Census, they are accorded the same confidential treatment which is given to information that is reported directly to the Bureau. No information about any individual can be transmitted to another agency, but the other agencies could receive tabulations for the groups of persons with whom they are particularly concerned.

The objections to the incorporation of social security numbers in the 1970 census are based in large part on the fear that there is a potential for abuse of this information. It is suggested, for example, that the laws concerning the confidential treatment of this information might be breached and that information about individuals might be furnished to the Internal Revenue Service, the Social Security Administration, or to enforcement agencies to provide clues for the identification of tax dodgers, welfare cheaters, or other law violators.

The fear is also expressed that the initiative to abuse the system to the detriment of some person's right to privacy may come from a source in the Government which the Director of the Census may not be able to resist.

Fears about abuses must be evaluated in the light of the integrity and good faith of the Bureau of the Census and of the laws now in force or enactable in the future to safeguard the interests of individuals and their privacy. The long established policy of maintaining the confidentiality of census data has never been breached. Furthermore, title 13 of the United States Code provides a legal mandate which would prevent disclosures of information, with penalties for violation if detriment to an individual could result. Finally, the Bureau of the Census has the strongest possible interest in avoiding any loss of confidence in its integrity, for this would tend to dry up the sources of the data it collects. If abuses such as those set forth here were to take place, or if the public were to become convinced that they might take place, our ability to collect information for statistical purposes would decline as the reluctance of the public to cooperate would increase. It is clear that the Bureau of the Census could not, legally, and would not divulge

information identified by social security number any more than it would do so for other information identified only by name and address.

Mr. NIX. The next question is one raised by Mr. Gross in a previous hearing. He raised the point of the 1970 census questionnaire being available for review by the committee, and also it appears that the next few months may be rather critical in requests made of you for 1970 census statistics. The requests made in our hearings for additional census statistics amount to roughly \$25 million. What would be your feeling about another hearing before the committee perhaps next spring or summer to make a further review of your plans?

Dr. ECKLER. I should welcome that very much, Mr. Chairman. I believe that the continuing contact with this committee for review, as we pass from one stage to another and have new questions, would be very helpful. I would be pleased, personally, and my associates would also be pleased if you would invite us for another hearing. I should think we might welcome it sometime next spring.

Mr. NIX. Dr. Eckler, there are several additional questions which, as you know, time does not permit our asking during the hearing. So I am asking the staff to furnish you with these questions and ask that you answer by mail if you will.

(The above-mentioned list of questions and answers was submitted for the record, and is as follows:)

*Question 1.*—What is the source of the mailing lists you plan to use in 1970?

In July 1966, the Bureau issued invitations to submit proposals for the supply of mailing lists, as well as services related to the use of such lists. A number of firms submitted proposals and these are currently being evaluated to see which ones best meet the needs of the Census Bureau. It is anticipated that one or more contracts will be awarded on the basis of these proposals. Mailing lists for some parts of the country may be prepared through field listing.

*Question 2.*—Dr. Eckler, you refer to the details of the 1970 census mail system which need to be developed and are being worked on. What are the details?

One kind of detail we are working on involves refining certain basic operations which have already been accomplished successfully in the test censuses, but for which significant gains in efficiency appear possible. An example is the process by which the original mailing list is updated through an advance post office check; our goal here is to obtain the given level of quality but make a minimum number of revisions in the computer tape records. Another example is the effort to develop more streamlined procedures for correcting the address registers in the local field offices to reflect the last-minute revisions reported by the letter carriers when they actually deliver the questionnaires to the householders. A second kind of detail involves the adjustment of certain standard field operations to tie in efficiently with the mail system. Some illustrations are payrolling, progress reporting, quality control of the enumerators' work, and coverage of people temporarily away from home.

Another important problem is the development of address coding guides for assigning geographic identifications to the addresses on the mailing lists. We are expecting to secure extensive local cooperation in the development of the address coding guides, so that they will best serve local needs as well as be as accurate as possible.

A particularly important aspect of the mail system to which we are devoting major developmental effort concerns the procedure to be used in those areas which do not receive city delivery service from the Post Office Department.

*Question 3.*—To execute the followup procedure throughout the United States for questionnaires which are not returned by mail must be a challenging task. How will you go about it?

The register of addresses which is used for the mailing will serve as a control register. Mail receipts will be checked immediately against these control registers. This check will reveal the addresses from which questionnaires have not been received. These will then be assigned to enumerators who will be responsible for calling on the households and securing the required information.

Our experience has been that about 95 percent of the total mail returns will be received by April 6. We plan to begin the personal followup for the missing questionnaires about April 9.

*Question 4.*—Dr. Eckler, you have indicated that you receive a large number of responses to your mail questionnaire in 2 days. Does this mean that the census results will be speeded up significantly? What is your proposed schedule in general for census publications in 1970?

Under the mail system, we expect to finish up the fieldwork an average of 2 weeks to a month earlier in 1970 than we did in 1960. Therefore, we should be able to start processing and get the results out that much sooner. Moreover, we expect to make additional and larger gains over the 1960 census publication timetable because of the greater experience we now have with computer systems and the more powerful equipment which will be available. I might mention that we accomplished a major speedup in the 1960 census by publishing the results between 12 and 18 months ahead of the comparable 1950 census dates.

We have not yet prepared a publication time schedule for the 1970 census because subjects and specific information needs are not yet fully determined. Such a calendar will be developed over the next couple of years. What we have done to date is establish certain key planning target dates for the completion of basic specifications for the primary tabulation programs which will help insure rapid compilation and publication of the 1970 census results.

*Question 5.*—Dr. Eckler, are there any risks or disadvantages in using the mail system in the 1970 census?

There are risks in any census, risks that questions will be misunderstood or that there may be some interference with the widespread public cooperation which is essential to the successful conduct of a census. We believe that these are not greater and are probably less than in a conventional census. By shortening the time during which enumeration takes place, we will be able to do a more effective job of bringing the census to the attention of the public through the communication media. Moreover, the system permits us to identify the areas where the response rate is low at an early date. We can then concentrate enumerator effort in those areas immediately. If in any area particular difficulties develop, it will be possible to bring in enumerators to clear up the difficulty.

*Question 6.*—Dr. Eckler, how do you decide on the questions to be asked in a census?

The basic Census Act provides that:

The Secretary shall prepare schedules, and shall determine the inquiries, and the number, form, and subdivisions thereof, for the statistics, surveys, and censuses provided for in this title.

Early in the planning for a census there is a detailed review of the experience with the preceding census and of the proposals for changes, additions, or deletions which have come to our attention. A number of advisory committees are established, representing knowledgeable users of census data. Meetings are held with census users in various parts of the country to learn their views. Twenty-one such meetings, involving more than 2,000 persons, have recently been held. A council, representing Federal agencies which make use of the census, has been established to review the plans for the census in the light of the needs of their agencies. Many suggestions and comments are received from the general public.

To date this consultation has made it very clear that census users generally are much more interested in having more complete presentation of the kinds of census data previously collected than to have new questions added; that they need more statistics for very small areas, such as census tracts and blocks; and that they have need for more detailed cross-tabulations of the data that are collected than were provided in the 1960 publications.

A number of suggestions for new items, or for modifications of items that were included in previous censuses have been received. The evaluation of these suggestions must start with the knowledge that basically the content of the 1970 census will undoubtedly be very much like that of 1960. Of course, some changes or refinement of questions previously carried may be necessary. The addition of any new question can come only on the demonstration that the information which it would provide meets a rigid set of criteria.

A question to be included must be of broad public interest, and we expect the burden of proof for its inclusion to be borne by the proponents. The information must be needed for the small areas, such as counties and municipalities, for which only a census can provide data. It must be a question to which the respondent generally can give unambiguous and reliable answers, and it must be one which is generally accepted by the public as relevant to the census. The questionnaire as a whole must not involve an undue burden on the respondents. The entire

census must be one which can be taken within the resources that are made available for the purpose.

*Question 7.*—I realize it is difficult to estimate the financial saving of doing a census by mail because of the many factors involved. One way to do it might be to estimate how much it would cost to do the census by previous methods. Do you have any idea on what that figure would be?

The 1960 Census of Population and Housing, including the 1959 Census of Agriculture, cost \$128 million. Taking into account the expected growth in population to 1970, and price increases through the October 1965 pay act, it is estimated it would cost \$178 million to repeat this program. A preliminary estimate of the cost of the 1970 census, based on the same price levels, is \$173 million.

It should be noted that extensive demands that would add to the cost of the census are being made for additional information and tabulations from many State, local, Federal, business and other users.

*Question 8.*—Dr. Eckler, the statistics resulting from the 1970 census will be extremely valuable and interesting to people in all walks of life. Unfortunately, statistical tables per se do not best portray this value and the interesting facts. Are you taking any steps in the 1970 census to improve the readability of statistics to highlight points of interest?

We are aware of the need for providing analytical and interpretative material to help users get the full advantage of the census data, and we hope to be able to improve our record in this respect. In the past we have issued a number of analytical reports and have cooperated with the Social Science Research Council in the preparation of a number of census monographs. It is our intention to continue to push along this line to the extent that resources will permit.

*Question 9.*—Do you feel that the 1970 census questions, as you see them at this time, give full cognizance to contemporary problems balanced properly with regular census objectives?

We are making every effort to make sure that the 1970 census questions will give full cognizance to contemporary problems and meet regular census objectives. Particular attention is being given to the possibility that some of the needs that have come before it could be met through relatively small scale sample surveys which would provide national and broad regional estimates. The census is uniquely equipped to provide information for relatively small areas. Questions which are not needed for individual municipalites, counties, census tracts, or city blocks should be considered for collection through a sample survey.

*Question 10.*—Dr. Eckler, I think it would be fair to say that Great Society legislation found us somewhat lacking in statistics in certain areas. In your consultation on the content of the 1970 census questionnaire, have you had full consultation with Mr. Shriver of the Office of Economic Opportunity? Do you have a statement from the Office of Economic Opportunity on the questions Mr. Shriver believes should be included? At the present stage of development of your plans, will there still be statistical needs which will be unsatisfied by the 1970 census?

We have had a great many discussions with OEO concerning their needs in relation to the 1970 census. They are represented on the Federal Council on the 1970 Census. Last spring they sponsored a supplementation to the current population survey to give them currently needed information. We are reviewing with them the possibility of meeting some of their needs through sample surveys.

In relation to the 1970 census, they have expressed particular interest in items on race, age, rural-urban residence, on the composition of families and the number of families with female heads, as well as the number of children living in families at various income levels. They need information on the family and individual income, employment and unemployment, journey to work. In relation to agriculture they are particularly concerned with characteristics of school dropouts, and the number of persons who would have vocational training, as well as the type of training. They are particularly interested also in housing condition, in the amount of rent paid and the extent to which the rental payment covers heat, water, and utilities, as well as the source of water for the household. They have an interest in number, characteristics, and location of vacant housing units, as well as in the availability of an automobile. In fact, there is virtually no element in the census which is not of considerable interest to OEO. In many instances, however, it would be necessary to make tabulations in greater detail than in the past if OEO's needs are to be met.

*Question 11.*—Looking at the 1970 census as a whole, what needs which now exist for statistics will be satisfied by the census and what needs will continue

unsatisfied? What is your recommendation in regard to answering the unsatisfied needs?

A great many needs for information have been made known to us, and we recognize that only a part of these needs can be met through the 1970 census. Some of the new topics that have been recommended for inclusion in the 1970 census include college degrees received, fields of specialization in college, health (physical and mental handicaps), employment activity 5 years ago, insurance, personal assets or wealth, newspaper readership, the availability of parking space at home, the utilization of secondary or vacation homes, facilities included in rentals, and ownership of homes. Some of the information called for would not be needed for small areas, and a small national sample may be adequate.

As indicated above, consideration is being given to the possibility of a 2-percent sample as part of the 1970 census program. Undoubtedly more time will need to be given also to the possibility of meeting some of the needs through sample surveys which are not directly connected with the census.

Some of the needs that will be satisfied by regular publication can be met through special tabulations and we are making every effort to increase our capability of meeting the calls which may be made for such tabulations.

Many of the needs in which there is widespread interest are for extensive and detailed small area statistics. There is a general requirement for information on place of work by small areas. Also there is extensive demand for far greater flexibility in the kinds of small areas for which tabulations can be made. To meet some of the principal needs for small area statistics may require some increase in the cost of the census, which, of course, would be specifically presented to the Congress for approval.

*Question 12.*—Dr. Eckler, as Members of the Congress, what statistics will your 1970 census yield which will be most helpful to us, and when will they be available? Would you enumerate various other categories of census users in this same regard?

The first statistics which become available are those which give a count of the population for every place, every county, and every congressional district and every State. By law the figures for reapportionment must be reported to the President by December 1. Preliminary figures are issued locally as soon as the enumeration is completed. The final tabulated figures will begin to become available by September.

Information on the characteristics of the population and housing of congressional districts, States, cities, and counties, as well as those of census tracts and city blocks will begin to become available early in 1971. These include information on the distribution of the population by color and race, age, nationality, educational levels, income, employment, occupation and industry, and by the extent to which the residents of an area are recent in-migrants. Information will also be made available about the housing which people occupy, whether individual houses, apartments, or trailers, the proportions who are owners and renters, and the value of owned homes or rent paid. The same information will become available for the entire United States and for regions, beginning early in 1971. State, city and county administrators, planning agencies, housing agencies, Federal, State, and local government agencies, business organizations, school, health, welfare and religious organizations and many others will be using these data.

*Question 13.*—Dr. Eckler, what is the relationship of the 1970 Census of Population and Housing to your Census of Agriculture and to your other censuses?

The census of population and housing, taken in 1970, will be closely related to the census of agriculture which is scheduled for the fall of 1969. It is our intention to use the information about farmers and their families which is collected in the census of population, rather than collecting it also in the census of agriculture, as in 1964 when the census of agriculture was taken by itself without a census of population. We are considering the possibility that some of the information about the operators of small farms could better be collected in the census of population and housing than in the census of agriculture.

*Question 14.*—In regard to transportation problems, we have many in the United States. Do you feel the problem is fully portrayed by the request of you to enumerate statistics regarding the journey to work in terms of distance and direction and means of transportation?

As you know, the Federal Highway Act of 1962 requires transportation studies in all areas of 50,000 population or more. There are more than 220 such areas at this time. These studies depend heavily on socioeconomic data by small area units. The plan to provide data for small areas will supply many of the needs of these transportation studies. The 1960 census included a question on place of work and the means of transportation used to go to work. It is planned in

1970 to include the exact address of place of work and, thus, have information available which could be used for detailed studies of traffic flows to and from places of work. This will require extensive and detailed coding and tabulation but the statistics would then be much more useful than those which were tabulated for this topic in 1960.

This does not provide nearly as much detail as is normally secured in origin and destination surveys, and presumably it would still be necessary to conduct some special surveys. We are in close touch with the Bureau of Public Roads, as well as with other agencies which are studying transportation problems and expect to be able to provide information which will go a long way toward meeting their needs.

*Question 15.*—You indicate the city blocks in this census will increase from 750,000 to 1,600,000. What is the cause of this increase?

In 1960 there were approximately 671,000 blocks within the cities of 50,000 or over. In addition, arrangements were made to provide block statistics for other areas, which included 83,000 blocks. Accordingly, the total number of blocks in 1960 amounted to 754,000. It is estimated that the number of blocks in cities of 50,000 or over will have grown by approximately 5 percent and will amount to 705,000 by 1970. In addition, there will be approximately 735,000 blocks in the urbanized areas around these large cities. Cities with population between 25,000 and 50,000, which are outside the urbanized areas of larger cities, have approximately 110,000 blocks. The total is expected to be approximately 1,600,000.

*Question 16.*—Federal aid to education has brought about a need for income statistics by school district. Will the 1970 census supply these figures? What arrangement do we have for keeping the statistics up to date?

Census tabulations normally are not provided for school districts. Where the school district boundaries conform to those of cities, counties or townships, the census readily provides statistics for the school districts. However, in many States school districts do not conform to these areas and where their boundaries are subject to frequent change they do not provide an appropriate basis for comparisons from one census to the next. In the past it has been possible to secure estimates of school district populations through the use of census tract tabulations and the comparable tabulations which have been prepared for municipalities, towns, and townships, or equivalent areas. The use of the new address coding guides being developed for the 1970 census, and the computers will greatly simplify the provision of data for school districts and other areas which do not conform to the standard areas which are normally included in the census publications.

There are no provisions at present for keeping such statistics up to date after a census except as Congress may provide for a mid-decade census.

*Question 17.*—Will the 1970 census fully accommodate the statistical needs of the Department of Housing and Urban Development?

It is doubtful that a census can fully accommodate the statistical needs of the Department of Housing and Urban Development. The Census Bureau is in close touch with HUD, and a joint staff committee is assessing that Department's needs in relation to the 1970 census. HUD is particularly concerned with information on the housing inventory, such as the quality of housing including the presence of plumbing facilities, size of housing, tenure, value or rent, the cost of heat, water, and utilities, the number and characteristics of vacant units, water supply and sewage disposal, the relation of family income and rent, the extent of crowding, the housing of senior citizens, and residential mortgage insurance. HUD is one of the primary users of the Survey of Components of Change and of Residential Finance, which was included in the 1960 census for 17 metropolitan areas and is proposed for inclusion in the 1970 census. They have expressed a need to have this survey done in a larger number of metropolitan areas and to have the components of change data available for central cities, as well as for the remainder of the metropolitan areas.

A large part of the needs of local government agencies, such as planning commissions and housing authorities which are involved in the application of Federal housing programs, will be met with the proposal to tabulate more information for city blocks and census tracts than was the case in 1960.

Census data are of direct use to HUD. In many cases the census data provide a basis for the efficient conduct of supplemental surveys which are needed to provide some of the additional information required for the proper accomplishment of the housing programs.

*Question 18.*—Which census statistics are used as primary tools of the President's Council of Economic Advisers and the executive departments? Would you describe the process, please?

Although the Council of Economic Advisers is particularly concerned with current national and regional economic developments which cannot be fully reflected in the census, they do make extensive use of the census results. The Council's initial statement on the problems of poverty, as well as subsequent analysis of this problem, was based in large part on the 1960 census materials. The Council has also made a great deal of use of information given in the census on the distribution of incomes and on the levels of employment in major industries. The delineation of regions of the United States for which special programs have been developed illustrates this type of use. Like most Federal agencies, the Council frequently uses 1960 materials as a tool for distributing current national statistics to States or smaller areas within the country. The Council's recent emphasis on long-term economic growth has made extensive use of census results for 1960 and earlier years.

*Question 19.*—Dr. Eckler, you referred to the provisions of the Civil Rights Act of 1964 regarding the collection of statistics on registration and voting in connection with the 1970 census. Is the collection of these statistics mandatory or at your discretion?

As indicated in the statement, there are some legal, as well as some administrative questions which need to be studied before it is possible to provide a definitive answer to this question. This study is now underway, but it will be some time before it can be completed.

*Question 20.*—Dr. Eckler, will you review for us, please, the census law on confidentiality? Can original census data be made available to anyone else?

The basic census law (title 13, United States Code) provides in section 9 that:

(a) Neither the Secretary, nor any other officer or employee of the Department of Commerce or bureau or agency thereof, may, except as provided in section 8 of this title—

(1) Use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied;

(2) Make any publication whereby the data furnished by any particular establishment or individual under this title can be identified; or

(3) Permit anyone other than the sworn officers and employees of the Department or bureau or agency thereof to examine the individual reports.

Section 8 provides for the supplying of data for individuals for genealogical and other proper purposes, and specifies that:

(c) In no case shall information furnished under the authority of this section be used to the detriment of the persons to whom such information relates.

The act also provides penalties for any employee who makes an unlawful disclosure of information that comes into his possession by reason of his employment in the Bureau of the Census. Administrative regulations provide that information supplied to the census cannot be used for purposes of taxation, regulation, or investigation.

The confidential nature of the information supplied to the Bureau has frequently been upheld in courts and the act now specifies that copies of census reports which have been retained by an establishment or an individual are also immune from legal processes.

The Bureau has established elaborate procedures to assure that there will be no disclosure of information relating to an individual, a family, a firm, or an establishment. These procedures deal not only with direct disclosure, but also with indirect disclosure which might result from the publication of two tabulations, each of which in itself is appropriate, but which in combination might lead to the disclosure of individual information.

*Question 21.*—If a mid-decade census of population and housing were to be taken in 1975, in what respects would the 1970 census planning change? Are your 1970 census plans being made on the basis that a 1975 census will be taken or will not be taken?

If a mid-decade census were to be taken in 1975, it would undoubtedly be developed in close relation to the 1970 census. It would benefit directly from some of the procedural developments which are planned for 1970. The planning for 1970 would be directly affected, especially in relation to various aspects of processing and the steps to be taken following the 1970 census for updating the address register. To meet the primary purpose of taking a mid-decade census would re-

quire that many of the questions that are included in 1970 be included again in 1975. However, if a mid-decade census were a regular part of the census program, it no doubt would become possible to develop a system whereby some of the questions could be rotated; that is, some of the questions would be asked in 1970, but not again in 1975, thus making way for some other questions which could then be included in 1975. In this way it would be possible to provide information on some topics which do not change rapidly without unduly burdening respondents in any one census.

*Question 22.*—Do you visualize statistics which might be developed by matching data via social security numbers as an adequate alternative to a mid-decade census?

It does not seem possible that statistics which might be developed through matching data by social security numbers would provide an adequate alternative to a mid-decade census. Such a system could provide a basis for annual or biennial estimates of the population of counties and municipalities and of incomes, and perhaps of certain other types of information. Alternatively it might provide a basis for obtaining such information for smaller areas. It would not be able to provide much of the information on the characteristics of individuals, households, and families for small areas, which is obtained in the census of population, and would provide very little of the information which is called for in the census of housing.

*Question 23.*—What are your plans for electronic data processing systems for the 1970 census? Do you anticipate using the equipment you now have or do you anticipate acquiring new equipment?

To summarize our plans briefly, preparations to take the census will draw heavily on electronic data processing techniques. Much of the preparatory work involved in preparing mailing lists for the mail census and implementing a geographic coding system will be performed with computers from address listings and other inputs acquired in machine readable form. The actual documents collected in the census will be readable directly by electronic equipment. The review, editing, correction and organization of census information will be accomplished largely on computers, and the results will be tabulated and prepared for publication on computers. Most of the publication copy will be prepared with electronic printing machines. We plan a substantial investment for making possible the increased use of electronic data processing methods in exploiting the statistical product of the census beyond the regularly published census output through special tabulations and special projects based on census data. Our experience since 1960 has indicated a very great demand for such services and our plans for 1970 will include measures to facilitate expanded use of the census results through more formalized computer information systems than were developed for the 1960 work.

The equipment systems of the Bureau have been substantially expanded, improved, and modernized since the 1960 census. Our plans for 1970 have taken account of these improvements and are expected to require expanded computer capacity but not a change in equipment systems. The change to a mail census involves a severalfold expansion in the volume of individual documents to be handled by the machine system. The Fosdic system used in 1960 has been redesigned to increase its speed and capacity for handling work. These newly designed document reading systems will be built in preparation for undertaking the 1970 work.

*Question 24.*—I should like to raise the question of radiation transmission associated with your electronic data processing equipment, and particularly the transmission of data from Jeffersonville, Ind., over the wires to Washington, D.C. Have you made an evaluation of potential problems of radiation transmission and potential compromise of your security? Do you transmit identification and statistics together? Do the wire services you use provide cryptography or other scrambling techniques?

Our basic information is reduced to coded form in preparation for processing prior to transmission. For practical purposes it is not retrievable in intelligible form by persons not having an intimate detailed knowledge of the coding system and structure of the transmitted data and of the computer programs used to organize the transmitted information into meaningful data records.

The transmission system used for communicating some data between Jeffersonville, Ind., and Washington, D.C., is a telephone line system using leased wire facilities. We do not believe there is a plausible problem of security involved in transmission of census data through such a closed system. In any event, plans for the 1970 census do not contemplate the use of transmission systems for com-

munication of data. Questionnaires returned to the Census Bureau will be converted to microfilm in the Jeffersonville processing office and shipped to Washington for development and use as input to the Fosdic document reading system.

On the subject of radiation transmission in general, we shall remain alert to developments and take all action required to safeguard census confidentiality.

*Question 25.*—A proposal has been made to standardize land title descriptions. Is this proposal of interest to the Bureau of the Census, and if such standardization could be accomplished, would it be helpful to the Bureau of the Census?

If the standardization visualized in the report from the American Bar Association were accomplished, the Bureau would no doubt realize some benefits. We are in agreement with the basic arguments of the paper. The Bureau has found latitudinal and longitudinal coordinates to be the most satisfactory for general use; and if we have the resources, we expect to introduce these into our geographic reference file being prepared for the 1970 census. Provision would be made whereby this system of coordinates can be translated into one of the other generally used systems.

*Question 26.*—Dr. Eckler, how many people do you estimate we will have at the 5-year intervals in the United States between now and the year 2000?

The Bureau has prepared projections of the population using a number of different assumptions as to birth rates in the future. The projections are given in the attached table.

The table shows four series of projections designated A, B, C, and D. The projections of population are based on the current estimate of the population for July 1, 1966. Separate projections were made of births, deaths, and net immigration after this date. The four series of population projections differ only as a result of differences in the projections of births. All the population projections assume slight declines in death rates and an annual net immigration of 400,000 after July 1, 1966. The projections of births were derived by the "cohort method," which involves an analysis and projection of cumulative fertility rates for cohorts of women born in the same year. It was assumed that the average number of children per 1,000 women at the end of childbearing would gradually move toward the following "terminal" levels: series A, 3,350, approximately the level of annual fertility in 1953; series B, 3,100, about the level of 1949; series C, 2,775, corresponding to the average of 1945 and 1946, and series D, 2,450, corresponding to the average of 1941 and 1942. The corresponding figure for 1965 was 2,986 per 1,000 women. It was further assumed that the average age at which women bear children would move toward 25.3 years for series A, toward 27.2 years for series D, and toward intermediate values for the other two series.

*Estimates and projections of the population of the United States, by series: 1965-2000*

[In thousands. Includes Armed Forces overseas]

Year	Series			
	A	B	C	D
1965	194, 583	194, 583	194, 583	194, 583
1970	208, 615	207, 326	206, 039	204, 923
1975	227, 929	223, 785	219, 366	215, 367
1980	250, 489	243, 291	235, 212	227, 665
1985	274, 748	264, 607	252, 871	241, 731
1990	300, 131	286, 501	270, 770	255, 967
1995	328, 536	309, 830	288, 763	269, 485
2000	361, 424	335, 977	307, 803	282, 642

MR. NIX. Are there any further questions?

MR. BUCHANAN. On the social security question proposed, Doctor, would these be used to tie into the income tax returns, thereby supplementing census statistics?

DR. ECKLER. I would hope that in time we would find it possible to use this as a very direct tie to the income tax returns. The fact is that the reporting of income has never been a popular item in the decennial census.

We have had much controversy in 1940 and it still involves questions on the part of a number of respondents. One of the doubts that is raised is this: "I have already furnished this in detail in my income tax return. Why do you have to ask it again?"

In the past we had an answer to that, "It is too difficult to get it out of the tax returns and it is simpler for the Government to do it again here rather than to try to get it from the tax returns." Now we have electronic equipment and with the use of social security numbers it would be possible for us to have access to the reports of the Internal Revenue Service, get the information on adjusted gross income, or some variant of that and conceivably reduce substantially the burden on the public.

I do not think we are far enough along to make that a prospect in 1970, since more research is needed. But this is one of the goals that I think lies ahead. The view is that the census must undertake to do no more than is necessary to get new information and must be prepared to get the maximum amount of information from records already available. That does not mean that our records would be made available to the Internal Revenue people.

It would be carefully done so their material would come to us and be matched by social security numbers and thus would broaden our information about economic level. This would have the possibility furthermore of giving information on an annual basis. This could be done from those records each year or every other year. So there are big stakes here, in our judgment, and we hope it may be possible to move in the direction of having this avenue opened to us.

Mr. BUCHANAN. You feel, as long as it is flowing one way only, there would be no danger?

Dr. ECKLER. We see no danger in that, Mr. Buchanan. We see no danger that does not exist anyway. If someone wants to assume the Census Bureau will at sometime disregard the laws under which it operates and become oblivious to these requirements, with the name and address we can do it now. There is not anything new that is brought about by the social security number that does not exist now.

Mr. BUCHANAN. I appreciate your cooperation in these hearings as always, and look forward to your continuing good work.

Dr. ECKLER. Thank you very much.

Mr. NIX. Mr. Waldie.

Mr. WALDIE. No questions.

Mr. NIX. The record will remain open to statements until the first of September.

(The following statements and letters were submitted for inclusion in the record. Title 13, United States Code, the law covering activities of the Bureau of the Census, is also included:)

STATEMENT OF CONGRESSMAN JAMES C. CLEVELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW HAMPSHIRE

Mr. Chairman and members of the Committee on Post Office and Civil Service, first may I congratulate you for holding these important hearings so that Members of Congress may make suggestions as to questions which may be asked in the 1970 Census of Population and Housing.

Mr. Chairman, at the suggestion of some of my friends who are interested in the problems of the handicapped, I introduced H.R. 12321, a bill to provide for a decennial census of the physically handicapped. It is my understanding that this bill, although not perfectly drafted, has occasioned much interest and dis-

discussion by numerous organizations and people interested in the problems of the handicapped. It is my further understanding that much of the discussion centers on two general phases of the problem.

First, just what do we mean by definition when we speak of physically handicapped, and secondly, who are they, where are they, what is their status, etc. Among the organizations that have helped me with my preliminary research in this general problem has been the President's Committee on Employment of the Handicapped.

Mr. Paul Messmer, who is Technical Advisor for this Committee, whose Chairman is Harold Russell, has informed me of the following significant and thought-provoking facts.

"The monetary factor involved in providing income replacement, medical care, rehabilitation, training, etc., for the handicapped is not available, however, the annual total expenditures by public and voluntary agencies for these benefits and services is estimated at about \$20-\$25 billion. Any combination of benefits and services costing that sum of money, primarily public funds, could be more intelligently and efficiently operated if more adequate information on the handicapped became available from the census."

I think that the foregoing statement is of sufficient import and impact to prove how important it is that your committee is holding these hearings for which I congratulate you and secondly, I think it proves the point that the Bureau of Census should endeavor to render assistance with the problem. Without belaboring this committee with a long and detailed statement, I think the following comments will suffice to support the legislation which I have introduced and the position which I am taking which is to urge you to insist that the Bureau of Census include appropriate questions in 1970 to provide more adequate information in this area.

Statistics in regard to the handicapped in the population today represent a hodge-podge of data and estimates. They are representative in the main of isolated or spot surveys, vested interests' interpretations and a casual combining of workload or accomplishment results of many government agencies or voluntary organizations.

Quoted figures for the handicapped population vary considerably with even the high figure ranging in the mid-twenty millions. This is indicative of the difficulties that may be encountered in developing services to meet the needs of the handicapped, and emphasizes the necessity for a more precise enumeration. The national health surveys presently provide regional and national statistics based on sample studies. What is needed are statistics on a local or State basis.

The disparity in quoted figures is not the result of deliberate efforts to mislead. Rather, they have come about because there are variations in definitions broadly ranging from all types of physical disabilities, mental handicaps, chronic diseases, cosmetic defects, etc. Many of these definitions represent only medical determinations, not activity limitations.

A longitudinal survey of all physically and mentally handicapped persons will provide a factual base for the many programs and services now provided by governmental units and voluntary agencies.

The kind of information needed is represented by the answers which result from the following type of questions:

1. How many with disabilities—what kinds?
2. Severity of disability—duration—effect on activities?
3. Other characteristics—sex, age, skills, employment, education level?
4. What has happened to them in the past?
5. Where are they?
6. What are sources of income? How many are now receiving disability benefits?
7. What services have they received and from what source?

A statistically sound base will enable governmental units and voluntary organizations to better coordinate and integrate their present programs. Duplicative efforts will be eliminated or significantly reduced. The value received from tax dollars and contributed dollars expended in behalf of the handicapped will at the same time be increased.

An accurate, objective enumeration of the handicapped can at this time assist us to resolve problems of the manpower shortage, which is more accurately a skill shortage or dislocation of workers. When we know who the handicapped are by disability, location, education, and skills, we will be able to facilitate for many their entry or return to the labor force through rehabilitation, job promotion, and other services.

The agencies and the Congress will have an objective means of determining the effectiveness of present programs, a determination which is necessary if present programs are to be intelligently considered for expansion, reduction, or supplementation through the establishment of new programs.

I might say I am indebted to the President's Committee on Employment of the Handicapped for their assistance in preparing these remarks.

In conclusion, let me again congratulate this committee for holding these important hearings and I urge favorable action by this committee on my proposal.

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JOINT ADVISORY COMMITTEE  
OF THE SYNAGOGUE COUNCIL OF AMERICA AND THE  
NATIONAL COMMUNITY RELATIONS ADVISORY COUNCIL,  
*New York, N.Y., August 24, 1966.*

HON. ROBERT N. C. NIX,  
*House of Representatives,  
Washington, D.C.*

MY DEAR CONGRESSMAN: The agencies comprising the Synagogue Council of America and the National Community Relations Advisory Council oppose the inclusion of a question on religious affiliation in the 1970 Federal decennial census. The grounds for their opposition are expressed in a policy statement which reads in part as follows:

"We are opposed to the inclusion in the Federal census of any question regarding religious affiliation or belief for the following reasons:

"(1) The asking of such questions by census takers would be in violation of the constitutional guaranty of freedom of religion. The U.S. Supreme Court has expressly declared that, under the freedom of religion provision of the Bill of Rights, no person may be compelled to profess a belief or disbelief in any religion. We would regard the asking of questions about religious affiliation or belief as violative of the constitutional guaranty of religious freedom.

"(2) The asking of such questions would violate the constitutional guaranty of the separation of church and state; for it would, in effect, make the Federal Government an agent of religious groups and employ Government instrumentalities for church purposes.

"(3) The asking of such questions would constitute an unwarranted infringement upon the privacy of Americans. In a totalitarian society no interest of the people is deemed outside the jurisdiction and concern of the state. In a democracy, on the other hand, the state has only such powers and such jurisdiction as are freely granted to it by the people; certain aspects of the people's lives are held inviolable; chief among these is the relation of man to his Maker. In a democracy committed to the separation of church and state the religion of the people is not a proper subject of Government inquiry.

"(4) The asking of such questions would create a dangerous precedent, the consequences and implications of which cannot be anticipated. For 170 years our Government has refrained from including questions concerning religion in the census. Abandonment of this tradition would inevitably lead to further encroachments upon the liberties of Americans."

Will you please include our testimony in the record of your proceedings.  
Sincerely yours,

Rabbi MAX D. DAVIDSON,  
MORTIMER BRENNER,  
*Cochairmen.*

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BAPTIST JOINT COMMITTEE ON PUBLIC AFFAIRS,  
*Washington, D.C., August 25, 1966.*

MR. CARLYLE VAN AKEN,  
*Room B345B, Rayburn House Office Building,  
Washington, D.C.*

DEAR MR. VAN AKEN: This office is following with interest your committee hearings on the proposed content of the next census. We have no new material to add and, therefore, have not asked to be heard in the sessions of the committee. However, I believe that the committee will be interested in knowing of our concerns, and I am therefore giving you this letter as a statement for the record.

In 1957 and 1958 the proposal in favor of a question on religious affiliation was considered by the Baptist Joint Committee on Public Affairs. After careful analysis the committee voted in October 1957:

"It is our judgment as a committee that the inclusion of this question in the census of 1960 would be a violation of religious liberty and the separation of church and state."

In April 1958, it was voted:

"That appreciation be expressed to the Bureau of the Census for ruling the religious question out of the 1960 census; and that the Bureau be requested not only to continue this policy on a national level, but also to apply it in periodic surveys and reports."

It will be noted that these actions were very specific. I am, therefore, hesitant to make broad or general statements with reference to any or all proposals that might be made. If any specific proposals are crystallized with reference to the 1970 census, I would appreciate an opportunity to submit those suggestions for analysis. The next opportunity for such considerations will be in the first week of October, which date, hopefully, is early enough to be useful.

Sincerely yours,

C. EMANUEL CARLSON,  
*Executive Director.*

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AMERICAN CIVIL LIBERTIES UNION,  
*New York, N.Y., July 22, 1966.*

Mr. ROBERT N. C. Nix,  
*Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, Washington, D.C.*

DEAR CONGRESSMAN NIX: Thank you for your July 11 letter inviting the American Civil Liberties Union to appear before the House Committee on Post Office and Civil Service to present our views on questions that the Bureau of the Census is considering for the 1970 Census of Population.

The ACLU has a deep interest in this problem as you may note from the enclosed statements presenting our criticisms of the 1960 census. However, within recent months, questions have been raised as to whether this position is still valid. The emphasis has been placed on whether the Government does not need information pertaining to race in order to advance the policy of nondiscrimination and integration to which it is committed and whether such information is not essential to nongovernmental groups who are also concerned with the issue of race discrimination. There is no simple solution to this problem because we recognize the feelings of stigmatization which members of minority groups have experienced because of such questions in the past. In view of this honest conflict of position, we are now engaged in a very full review of where the civil liberties interest lies, a review which will also incorporate the question of religion as well as race.

In view of this reconsideration of our position, we feel we are not able at this point to assert definitely what our views on the 1970 census will be. However, we are hopeful of coming to a decision in the early fall and would be glad to share our views with the committee at that time if it is not too late. I regret, however, that we will not be able to avail ourselves of your kind invitation to testify in August. If you wish us to submit our views at a later date, we would be pleased to do so, and I await your advice.

Sincerely yours,

JOHN DE J. PEMBERTON, JR.,  
*Executive Director.*

Enclosure.

APRIL 6, 1960.

STATEMENT OF AMERICAN CIVIL LIBERTIES UNION CONCERNING 1960 CENSUS

The 1960 census of every man, woman and child in the United States, which began on April 1, raises anew the problem of how far the Federal Government may go in obtaining information about the people of this country. More than ever before, the ACLU has received complaints about the questions to be asked and the possibility of legal challenge. What may constitutionally be asked at all, and what may be asked under penalty for not answering completely and accurately?

The only specific constitutional provision for the census is in article I, section 2, clause 3 (as modified by the 14th and 16th amendments): "Representatives [in the Federal House] shall be apportioned among the several States, according to their respective numbers. The actual enumeration shall be made within 3 years after the first meeting of the Congress of the United States [thus the first census was taken in 1790], and within every subsequent term of 10 years, in such manner as they shall by law direct."

The general power on which rests all Federal census-taking beyond that mere enumeration is indicated in "The Constitution of the United States of America" (82d Cong., 2d sess., Senate Document No. 170, 1953, p. 90): "Congress has required all persons over 18 years of age to answer an ever-lengthening list of inquiries concerning their personal and economic affairs. This extended scope of the census has received the implied approval of the Supreme Court (Legal Tender Cases, 12 Wall. 457, 526—1871); it is one of the methods whereby the National Legislature exercises its inherent power to obtain the information necessary for intelligent legislative action." The very wide scope of such "inherent power" is indicated by article I, section 8, clause 18 of the Constitution, which empowers Congress "to make all laws which shall be necessary and proper for carrying into execution the foregoing powers [including the powers to tax for the provision of the general welfare, to regulate commerce, and to establish a uniform rule of naturalization], and all other powers vested by this Constitution in the Government of the United States, or in any Department or offices thereof."

On that basis, the present statute governing census-taking is title 13 of the United States Code, made "positive law" by section 1 of the act of August 31, 1954, c. 1158, 68 Stat. 1012. The current census of population and housing is provided for in sections 141 and 142 of that title 13: "The Secretary [of Commerce] shall take a census of population, agriculture, irrigation, drainage, and unemployment [and] of housing in order to provide information concerning the number, characteristics (including utilities and equipment), and geographical distribution of dwelling units in the United States." By section 5 of title 13, it is directed that "the Secretary shall prepare schedules, and shall determine the inquiries, and the number, form, and subdivisions thereof."

Concerning the use to be made of information obtained, section 8 of title 13 provides:

"(a) The Secretary may, upon a written request, and in his discretion, furnish to Governors of States and Territories, courts of record, and individuals, data for genealogical and other proper purposes, from the population, agriculture, and housing schedules.

"(b) The Secretary may furnish transcripts or copies of tables and other census records and make special statistical compilations and surveys for State or local officials, private concerns, or individuals.

"(c) In no case shall information furnished under the authority of this section be used to the detriment of the persons to whom such information relates."

Further, on the use of information, section 9 of title 13 provides:

"(a) Neither the Secretary, nor any other officer or employee of the Department of Commerce or bureau or agency thereof, may, except as provided in section 8 of this title—

"(1) Use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied;

"(2) Make any publication whereby the data furnished by any particular establishment or individual under this title can be identified; or

"(3) Permit anyone other than the sworn officers and employees of the Department or bureau or agency thereof to examine the individual reports."

Penalties for refusal to answer etc. are provided by section 221 of title 13:

"(a) Whoever, being over 18 years of age, refuses or willfully neglects to answer, to the best of his knowledge, any of the questions on any schedule submitted to him, applying for himself or to the family to which he belongs or is related, or to the farm or farms of which he or his family is the occupant, shall be fined not more than \$100 or imprisoned not more than 60 days, or both.

"(b) Whoever, when answering questions described in subsection (a) of this section, and under the conditions or circumstances described in such subsection, willfully gives any answer that is false, shall be fined not more than \$500 or imprisoned not more than 1 year, or both."

The American Civil Liberties Union began some time ago—in the midst of many more pressing matters—to look into the possible civil liberties problems raised by all the work of the Bureau of the Census, which includes but is by no means limited to the decennial census of population and housing authorized by

sections 141 and 142 of title 13, quoted above. We shall continue to study those possible problems, but we should like at this time to make a few tentative comments, some general and some specific.

In the complex life of the second half of the 20th century, the U.S. Government needs, in order to carry out its constitutional responsibilities, a vast and varied array of statistical information about the people of this country. To make such information as useful as possible, the Government is entitled to protect itself against refusal or willful neglect to answer questions, and willfully false answers. But the purposes for which the questions are asked and the answers given must remain purely "statistical purposes"—to use the explicit words of title 13, section 9, subsection (a)(1), quoted above. We therefore recommend that Congress tighten title 13, section 8, subsections (a) and (b) quoted above, to make sure that the "data" and "records" which may be furnished by the Secretary of Commerce to State or local officials, courts of record, private concerns or individuals shall not include "individual reports" (see title 13, sec. 9, subsection (a)(3), quoted above) or anything of which the Department of Commerce itself cannot "make any publication" because it would identify a particular establishment or individual (see title 13, sec. 9, subsection (a)(2), quoted above).

This year's census of population asks seven basic questions about each person: name, address, relationship to head of household, sex, color or race, month and year of birth, and marital status. With the exception of "color or race," it seems to the ACLU that answers to those inquiries can be reasonably regarded as governmentally necessary and as nonviolative of civil liberties. But we have grave objection to the "color or race" question, certainly as it now stands: "Is this person White, Negro, American Indian, Japanese, Chinese, Filipino, Hawaiian, Part Hawaiian, Aleut, Eskimo, etc.—give specific color or race." Leaving aside the often likely confusion in the mind of the person asking the question, or answering it, as to whether it may refer to national origin, language spoken, or citizenship, there is still much confusion left. Is it a question about color, or about race? Are all the examples of "colors" or "races" quoted above from the census form—to say nothing of "etc."—equally "colors," or equally "races," by the same definition of "color" or "race"? Why are only the "part Hawaiians" enabled to obey the instruction to give their "specific" color or race; what about those who are "part white," "part Negro," etc.?

The problem here is not the same as that presented by the question on religious affiliation which was originally proposed for this year's census, but which—after protests from the ACLU and other sources—was subsequently eliminated. Such a question was clearly violative of civil liberties, because—under the first amendment—there is no constitutional use to which the Government could have put the answers to it.

Here, it is possible to think of nondiscriminatory purposes for which really scientific statistics about the "racial" composition of our national population are needed by the Government. (For example, exact knowledge about changes in the American Indian population, inside and outside the reservations, would be useful for the development of Government policy to promote genuinely equal protection of the laws for that distinctive and badly treated group.) But the census question on color or race, as it stands, will not produce such reliable information; and raises in the minds of many of our people the specter of some threatened discrimination, to be based on the answers they give.

We therefore urge the Bureau of Census immediately to instruct all its canvassers to eliminate that question entirely, and to record no answers to it; the Bureau should also give this decision the greatest possible publicity throughout the Nation. At the very least, no one should be subjected to, or threatened with any penalty for refusal to answer that question. If the question is asked and there are refusals to answer it, and the refusals are followed by threatened or actual prosecution, the ACLU stands ready to defend such refusals, on the ground of civil liberty, by its usual methods.

In addition to the basic personal questions discussed above, this year's census of housing asks 6 questions about each household's dwelling place: number of rooms, running water, flush toilet, bathtub or shower, cooking equipment, and whether the housing unit is owned or rented. It seems to the ACLU that answers to those inquiries can be reasonably regarded as governmentally necessary and nonviolative of civil liberties.

But, beyond the questions universally asked, the census of population is asking some 25 questions of persons in 1 out of every 4 homes, picked by chance; and the census of housing is asking another 25 questions about an indefinite number of households, selected to provide a proper sampling for the purposes involved. It

seems to the ACLU—in its present state of preliminary investigation—that answers to some of those inquiries can be reasonably regarded as governmentally necessary and nonviolative of civil liberties; that answers to others may conceivably be useful to some proper governmental purpose, but are of such small importance that they do not justify invasion of the citizen's retained and reserved rights guaranteed by the 9th and 10th amendments; and that answers to still others can serve no proper governmental purpose at all, but are sought for the sake of various private interests—especially business, as emphasized on the front cover of the census report form and in a letter from the Public Information Office of the Bureau of the Census, published in the *New York Times* of March 21, 1960.

Statistical sampling is not in itself discriminatory against those who are included in the sample. The fundamental and serious problem is this: what questions may properly be asked by the Federal Government, whether universally or by sampling? Granting that it may properly ask some questions under penalty for not answering completely and accurately are there other questions which it may ask but which people may refuse to answer without penalty—as in private marketing surveys—and still others which it should not ask at all?

We hope that the Bureau of Census will thoroughly reconsider this whole matter in preparation for the 1970 census. And, for the present census, we urge the Bureau—with the widest possible publicity for its decision—to instruct all its canvassers to seek only voluntary answers from all persons and households in the sampling units; if statistically necessary, they can seek such voluntary answers from persons and households not originally in the sampling units. But, if the compulsory feature is retained, and there are refusals to answer because of insufficient governmental need (or none) to warrant invasion of privacy, and the refusals are followed by threatened or actual prosecution, the ACLU will consider defending such a refusal, on the ground of civil liberty, by its usual methods. The final decision as to which case or cases the ACLU will enter must of course depend on thorough appraisal of the evidence for and against the inclusion in the census of a particular inquiry which has been challenged—on the one hand, in what terms does the Government justify its need; on the other hand, how deep an invasion of privacy it causes.

STATEMENT OF J. FRANCIS POHLHAUS, COUNSEL, WASHINGTON BUREAU, NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE

I am J. Francis Pohlhaus, Counsel, Washington Bureau, NAACP. I am presenting this statement on behalf of the association at the request of Roy Wilkins, executive director of the NAACP.

The association will not attempt before this subcommittee to make a general presentation on the whole range of subjects to be covered by the next decennial census. Although they are all of interest to our organization, we assume they have been adequately covered by expert testimony presented to the subcommittee.

The NAACP is very much concerned with one area of possible coverage of the census that has not in recent years been a subject of census inquiry, namely, the compilation of registration and voting statistics. We believe this to be a matter of vital concern to the proper functioning of our democratic processes and one which should be a subject of inquiry during the 1970 census taking.

The importance of registration and voting statistics is underlined by the passage of the 1965 voting rights law and its contents. The triggering provisions of that law, one of its most vital parts, was based on a statistical finding of the percentage of potential voters who in fact did vote.

We believe that an accurate and official survey of registration and voting statistics is vitally needed, not only to assess the effects of the 1965 legislation, but to give Congress a sound basis for possible future voting legislation.

A true picture of the number of persons registered to vote and those who exercise their right once they are registered has always been hard to get and is becoming increasingly so. Southern States that formerly kept statistics on a racial basis are abandoning this practice. In general, Western and Northern States have not used racial data in their voting records, so participation by minority groups in the electoral processes in these States has been the subject of estimates whose accuracy is in grave doubt. Official governmental figures from such agencies as the Commission on Civil Rights or the Department of Justice are often only partial or are outdated. Unofficial figures from such organizations as the NAACP, Southern Regional Council and the Democratic and Republican National Committees, while often reliable where available, lack official sanction and cannot be

adequately utilized in court or in other governmental proceedings. Hence there arises a need for an accurate, governmentally sponsored compilation of voting information on a nationwide basis.

There is another compelling reason why such information should be assembled. For nearly 100 years, article 2 of the 14th amendment has remained unenforced. This provision of the Constitution requires the reapportionment of Members of the House of Representatives when any State denies or abridges the right of citizens to vote. One of the principal reasons this provision has never been enforced is the lack of accurate statistical information upon which the Congress or the courts could act.

It is our contention that the Census Bureau is under an obligation to compile this necessary information, under the mandate of section 2 of the 14th amendment and the provisions of 2 U.S.C. 6, enacted to implement the constitutional provision. Unfortunately the Census Bureau does not share this view.

Our position was presented to the courts in a case brought by the NAACP Legal Defense Fund on behalf of the late Mrs. Daisy E. Lampkin, a member of the NAACP board of directors, and a number of other interested citizens from several States. The U.S. Court of Appeals for the District of Columbia, without deciding on the merits of the case presented, refused to require the Director of the Census to include the compilation of information vital to enforcement of the 14th amendment in the 1970 census (*Lampkin v. Connor* 34 U.S.L.W. 2572). The court refused to order the Director to act because of the remoteness of the 1970 census and the unpredictability of the effects of the Voting Rights Act of 1965 and the 24th amendment in remedying the conditions that would require congressional reapportionment.

While we have great faith in these provisions of law, we do not expect them to completely eradicate the effects of 100 years of disfranchisement of millions of Negro citizens or to eliminate the coercive tactics that prevent many persons from registering to vote even though made eligible by these congressional enactments. Therefore we feel it incumbent upon Congress to act to enforce article 2 of the 14th amendment, particularly since relief in the courts is not now available.

As the subcommittee recognizes in holding these hearings, action now is required if proper consideration to this matter is to be given by the Census Bureau in 1970. This is especially so on this subject, because it will probably require some rather extensive inquiry, sampling, and experimentation by the Bureau prior to 1970 to arrive at an acceptable formula that will elicit the correct information.

We do not propose the specific questions to be asked. We do, however, assert that it is possible to arrive at these questions through the techniques now available to the Census Bureau. The manner in which this can be done is suggested by Dr. Abram J. Jaffe in an affidavit filed by the NAACP Legal Defense Fund in the *Lampkin* case. Dr. Jaffe, a former member of the staff of the Census Bureau, is an authority in the field of census statistics. He points out that the Bureau has solved comparable problems in other areas of its concern. The following quote from Dr. Jaffe's affidavit is pertinent:

"It is readily possible, by means of the census, to make inquiries to provide a count of persons who (1) did or did not register in preceding elections, (2) did or did not vote in preceding elections, and (3) did not register or vote respectively at preceding elections for specific reasons, including denial and abridgement of the right to vote by the States. Modern statistical knowledge and techniques possessed by appellees are adequate to secure the information required with a high degree of reliability and accuracy. Specific questions to be asked and procedures to be employed would not be more complicated than those employed in many inquiries now being conducted by the Bureau of the Census. The results of such inquiries would be as reliable, accurate, and valid as data the Bureau of the Census and the United States now employ and rely upon for many purposes required by law and for other reasons of public importance. In order to insure a high degree of accuracy and reliability, specific questions and procedures to be employed should be developed in accordance with prevailing census techniques (for example, on the basis of pretest operations and sample survey checks for accuracy) well in advance of the actual census period."

The concern of the Congress with the right of citizens to vote has been amply demonstrated by legislation enacted in 1957, 1960, 1964, and 1965. We do not believe that if it were presented with an opportunity to enforce section 2 of the 14th amendment it would shirk its duty. We believe that this subcommittee can make a valuable contribution to the field of voting rights legislation by approving

a bill that would require the Census Bureau in its 1970 activities to ask questions that would provide a basis for congressional action to enforce section 2, and we urge it to do so.

STATEMENT BY WILLIAM F. R. BALLARD, CHAIRMAN, NEW YORK CITY PLANNING COMMISSION

Congressman Nix, members of the committee, I thank you for this opportunity to write and express opinions on planning aspects of the 1970 Census of Population and Housing. I regret that other commitments made it impossible for me to appear at your hearings. My agency, the department of city planning, and the other New York City agencies with whom we work are voracious users of census data in many subjects. We are anticipating the forthcoming decennial census and wish to cooperate in the nationwide endeavor to make this the best census ever.

In planning for the raising of environmental standards in all facets of the world's capital city—its physical environment, economic base, cultural climate, educational standards, recreational health and social facilities—we must coordinate with key city departments and other agencies in the region. We are continually made aware, through the nature of their requests for information about our complex city, that the data needs of these agencies have an important common denominator—small area statistics. The reason for this is apparent on examination. Increasingly, the Federal, State, and local programs aimed at broad social and economic development goals (including, of course, the housing and urban renewal aspects of these goals) require the allocation of program resources to specific small areas within our city. The better our statistical understanding of geographically localized needs, the more equitable our assignment of limited resources can be, in relation to those needs.

I emphasize the small area data requirements at the outset because we believe it is important to bear in mind every step of the way in the planning and financing of the 1970 census that a most unique and valuable product of a decennial census is uniformly collected small area statistics.

Given our contemporary computer capabilities, we do not think it unreasonable to expect, as we approach the three-quarter mark in the 20th century, that any information collected in the census can be aggregated and made available for the smallest geographic area for which its sample base is valid. In census terms, this means we would expect that all of the complete count information in its full detail will be made available in appropriate form on a block basis and that all 25 percent sample items will be available for census tracts (or groups of blocks within the tracted units in which there are sufficient numbers of persons and housing units).

As a practical matter, we realize that not every item of data in the computer can or should be committed to paper and the printing press. We are urging, however, that the publication program for local area data be expanded over that of 1960 at both the census tract and block level. Further, we sincerely urge that the unpublished residual data be organized on magnetic tape in such a fashion as to permit specialized small area data to be produced economically at the option of the locality.

Since local area statistics are fundamental to many of our planning operations, we are naturally concerned with the quality of the data collected. May I express some concerns we have with respect to the probable impact on quality of procedural changes (use of mailed questionnaires) projected for the 1970 census. Our concern is based on experience in some local areas within New York City during 1950 and 1960 census-taking, and particularly the latter. I think the problems may be common to all major cities, however. The problems of enumeration in these places relate to three considerations. The first is whether every household and other living quarter is located and supplied with a questionnaire. Second is whether the census questionnaires are completed and returned by the population. Finally, the relative accuracy of the responses collected. It is possible to identify in advance, we think, the local areas in which these types of problems are most likely to occur.

The Bureau of the Census seems to be planning a major effort to locate all regular housing units and is expected to also direct their attention to locating all the more marginal type of living quarters which might be otherwise missed during an enumerator type survey as well as a mailed-in type. This special effort is especially important in New York City, with its wide variety of housing accommodations.

However, the Bureau faces a much more formidable task in obtaining the completed questionnaires. Even with the most intensive publicity campaign, there

is likely to be wholesale nonresponse in many areas. There will be some persons who will want to reply to the census inquiry but, because of language problems or inability to understand what information is required, will only partially complete the questionnaire, if submitted to the Bureau at all. Areas containing newer immigrant groups and areas of low educational achievement are relatively easy to demarcate before the census actually begins.

The problems will be more formidable in those areas of our large cities in which there is widespread social disorganization as manifest in civil strife in recent years. Here we predict that without adequate precensus planning, the response rate will be quite low.

We feel that a special approach is needed for these areas where self-administered questions will be limited in effectiveness. Larger numbers of enumerators will be required in order to complete the census, and the size of these forces should be estimated in advance in order that adequate financial arrangements be included in the 1970 census fiscal allocation. Such enumerators should be recruited and receive special training well before the nonresponse rate is measured in April 1970. They should be in operation during the cleanup of difficult areas.

With such special field efforts, the possibility of any significant portion of our urban population being missed by the census would be reduced, and the general quality of data improved.

As for the subject matter to be included in the census, we believe that wide latitude should be given the professional staff of the Bureau for decisions in that area. Through several avenues, our staff has submitted suggestions to the Bureau about coverage. We feel that this exchange is fruitful and that the subject coverage will be of the highest caliber and will tend to reflect our own interests reasonably well. Nevertheless, I understand that your committee has expressed interest in receiving comment on a few of the topics proposed for inclusion in the 1970 census. I would like to state our views on two of them which are relevant to the points I have made above. I have in mind "religious affiliation" and "social security number."

We feel it is very important that the coverage and completeness of the census as a whole not be sacrificed for the inclusion of a few topics on which there is widespread sensitivity, especially if those topics are not directly relevant to governmental programs. As I have suggested above, there will be difficulties in achieving a high level of response, even without "sensitive" items included. Those persons who would normally complete a census schedule willingly should not be given an incentive for nonresponse or deceptive answers. A great length of time has been devoted to building up an acceptance by the public of the confidentiality of the census. We feel it would be unwise to introduce questions which might contribute toward the weakening of this confidence.

Questions about religious preference or affiliation should be approached with caution, therefore.

While we recognize the valid potential use of the social security identification number to verify the results of the census, to aid in the selection of samples for intercensal surveys and to provide intercensal estimates from noncensus sources, we believe its inclusion in the 1970 census could seriously reduce the accuracy and completeness of the 1970 census. The social security number has become associated with records involving taxing, and other administrative actions involving the majority of the Nation's population. It is required on withholding forms, income tax forms, bank and stock records and similar documents. We are concerned that if the social security number is required for the completion of the 1970 census schedule, the public fear of an invasion of hitherto private areas through matching census records with other records will result in an intolerably high nonresponse rate. This would apply to the questionnaire as a whole, as well as to distortion of responses on specific items which are related to taxing, welfare or other sensitive administrative areas.

My final comment is perhaps not strictly within the scope of your hearings, yet it may have some indirect significance for planning the 1970 census.

We have a continuing and strong interest in censuses being conducted every 5 years. The 10-year interval is simply too long for data to be really useful for decisionmaking in an urban scene as dynamic as that of New York City. Plans for 1970 should certainly leave open the possibility of another round in 1975, and at best should provide for technical links between the 1970 census and a 1975 version.

Thank you again for this opportunity to present some thoughts relative to your very important task of deciding, through your support, the scale of our decennial census effort.

RECOMMENDATIONS FOR ENHANCING THE VALUES OF THE CENSUS OF  
POPULATION, 1970

(By William Papier, director of research and statistics, Ohio Bureau of Unemployment Compensation, Columbus, for Regional Census Conference, Cleveland, Ohio, April 13, 1966)

*Introduction.*—The division of research and statistics of the Ohio Bureau of Unemployment Compensation functions as producer, consumer, and interpreter of statistical data. It is the primary source for quarterly and annual data by industry and by county on the employment and payrolls of more than 100,000 employers, with roughly 2.6 million workers covered under the Ohio unemployment compensation law. It is the primary source for all labor market information relating to Ohio areas published by the Bureau of Employment Security, U.S. Department of Labor. It is the primary source for data covering Ohio and its major metropolitan areas on nonagricultural wage and salary employment, average weekly hours and earnings, and turnover rates, compiled in cooperation with and published by the Bureau of Labor Statistics, U.S. Department of Labor. It prepares monthly estimates for Ohio on the civilian labor force and overall employment and unemployment, and similar periodic estimates for each of the State's 88 counties. It compiles and analyzes data concerning taxes, claims, and benefits paid under the Ohio unemployment compensation law; data on jobseekers, placements, and related activities of all public employment offices and youth opportunity centers in Ohio, including vocational training programs under the Manpower Development and Training Act; and data by county on the employment and payrolls of Federal agencies in Ohio.

The division publishes and releases its materials upon request, without charge, through a series of mailing lists reflecting variant consumer interests. Its data have values for administration, legislation, contract negotiation, marketing, and as current statewide and localized economic indicators.

*County data.*—The most popular and widely used current and historic series compiled by the division presents data by county by industry, on employment, payrolls, and average weekly earnings covered under the Ohio unemployment compensation law. National users of such data frequently request sources of comparable data for other States. Ohio's historic county series goes back to 1943.

The far greater demands for county data than for metropolitan area data doubtless stem from two facts. Users of county data can combine them, if they so desire, into larger geographic aggregates serving their own specialized interests. And long-term trends can be analyzed, since county definitions remain constant while metropolitan area definitions change so often as to limit comparability over time.

Apart from past experience demonstrating needs and demands for more data by county—especially labor force and income data—recent Federal legislation has had the effect of greatly expanding such demands. Such legislation includes the Appalachian Redevelopment Act, the Economic Opportunity Act, the Public Works and Economic Development Act, the Older Americans Act, programs for allocation of Federal procurement contracts into areas of substantial unemployment, civil rights legislation, and various other health, welfare, and education programs. Virtually all of these new programs require plans and reports necessitating extensive data for individual counties and occasionally for subunits within counties. As a result, school officials, social agencies, health, welfare, and civil rights administrators, employers, and labor leaders, among others, have been searching for data which are not available from official sources.

*Labor force data.*—State employment security agencies are required by the U.S. Department of Labor to prepare employment, unemployment, and labor force estimates for many areas as small as counties, despite serious limitations of available data. The greatest needs for county data, to fulfill demands not only of new Federal programs but also of State and local agencies—as well as those of market, social, and economic analysts—follow:

Employment should be tabulated by industry by sex, with a white-nonwhite breakdown, indicating religious preference (Protestant, Catholic, Jewish, other). Such data would offer a basis for analysis of different patterns in different industries.

Employment should be tabulated by sex by age. The Older Americans Act, general lowering of retirement ages, and rising proportions of young people among the employed have stimulated demands for year-by-year age data concerning those employed.

Employment should be tabulated by occupational group by sex, with a white-nonwhite breakdown, indicating religious preference (Protestant, Catholic, Jewish, other). Such data would offer a basis for assessing variations in occupational interests and patterns.

Unemployment should be tabulated by sex by age, with a white-nonwhite breakdown. Such year-by-year age data are needed to assess reports of widely variant rates of unemployment, especially for older and younger workers.

Unemployment should be tabulated by occupational group, by sex, with a white-nonwhite breakdown, indicating religious preference (Protestant, Catholic, Jewish, other). Such data are needed to assess reports of variant rates of unemployment among majority versus minority groups.

*Educational attainment.*—The level of formal educational attainment of persons in the labor force is clearly related to their employability. It is necessary to know the extent to which educational limitations may contribute, in given counties, to unemployment and poverty.

Educational attainment of employed persons should be tabulated by highest level of formal schooling achieved, by occupational group by sex, and by age group, with a white-nonwhite breakdown.

Similarly, the educational attainment of unemployed persons should be tabulated by highest level of formal schooling achieved by occupational group, by sex and by age group, with a white-nonwhite breakdown.

*Commuting patterns.*—County of residence data versus county of work data are needed for all counties, by sex. Such data are required not only for analysis of local labor markets, but are also useful for new plant location, highway planning, retail sales analysis, and housing programs.

*Data by State.*—Remarkable shifts in regional population and labor force, combined with the host of new Federal programs requiring State plans, necessitate more data by State than have heretofore been available. Suggestions which follow, in the field of manpower, are illustrative rather than inclusive.

*Professional manpower.*—Increasing recognition has been given to the importance of professional manpower—scientists and engineers, for example—to the long-range growth or decline of States and regions. The high degree of mobility of such manpower and its heavy concentration in very few States has created considerable national concern.

The concentration of doctors and dentists in the urban counties and their avoidance of rural counties is also a matter of great concern, especially since the passage of medicare legislation and in view of pressing demands for much better health services at lower costs. To assess this problem, of course, would necessitate data by county.

Employed professional manpower should be tabulated by occupation, by sex and median annual earnings in the preceding year. This would provide a current distribution of such employees and their earnings. The same group should be similarly tabulated by State of employment and median earnings 5 years earlier. Comparison of the two tables should show which States have been gaining and which States have been losing professional manpower, and whether or not median incomes were substantially lower among the losers.

Employed professional manpower should be tabulated by occupational group by sex, by State in which most advanced college degree was awarded, and also by State in which high school diploma was earned. This would measure the extent to which States are keeping or losing native professional manpower and professional manpower whose secondary education was obtained in other States.

Employed professional manpower should be tabulated by occupational group by sex, by current major attachment (private industry, nonprofit organization, Federal Government service, State government service, other government service, self-employed) and major attachment 5 years earlier. Significant shifts have occurred in recent years, due largely to expenditures of many billions of dollars for research and development. A comparable tabulation by industrial group by sex should help measure the extent of such shifts from nondefense to space-defense activities.

Professional and technical manpower employed in government service should be tabulated by occupation by sex, with data on median annual earnings. Data should be available separately for the Federal service, for the State services, and for local government service. New Federal programs will greatly expand the demands of State, local, and Federal governmental agencies for such employees, and markedly increase the competition for such workers, not only between levels of governmental service, but also with private industry. Median annual earnings data would serve as a basis for localizing areas which need attention if they are

to compete successfully. Those employed in the field of public education should be tabulated separately, distinguishing secondary level educators from those at the college level.

*Skilled manpower.*—Skills which require several years or more to acquire, yet do not necessitate college training, have become critically short in many States. These skills include plumbers, electricians, brick and stone masons, tool and die makers, precision machinists, and many others. There is a need for data on their annual earnings, whether or not they are members of independent trade unions, white or nonwhite, and how they acquired their skills (vocational schools, apprentice training, or on-the-job training). The data developed should show their age distributions and serve to help expand the supplies of such skills.

*General.*—Industrial and occupational classification should, insofar as possible, be comparable with those used by the Bureau of Labor Statistics and other Federal agencies. Values of statistical data are greatly enhanced by comparability not only over time, but also with related series.

There has been widespread criticism of the slow processing and release of official statistical data. There is a great need to expedite the processing of all census data especially. The colder the figures the less valuable they are to the users. As a reasonable goal, most data relating to a given year ought to be released within the calendar year thereafter.

Changes of such great magnitude and importance have occurred so rapidly that the decennial census is no longer adequate. Similarly comprehensive counts are needed at least every 5 years. Plans should be made now, therefore—especially by users of census data—to press for a count as of April 1975 and every 5 years thereafter.

SOUTHERN RESEARCH INSTITUTE,  
Birmingham, Ala., September 19, 1966.

HON. ROBERT N. NIX,  
*Chairman, Subcommittee on Census and Statistics of the Committee on Post Office and Civil Service, House of Representatives, Washington, D.C.*

DEAR SIR: This statement presents a number of brief comments which represent my personal views on the use of data obtained from the decennial census of population and housing and on the structure and administration of the census program.

You may be interested, first, in a few facts about my own background.

I have had about 18 years of experience as an economist and market research analyst. Almost half of this time was spent on the academic staffs of a number of universities and colleges and the rest in industry. For the past 7 years, I have been in charge of economic research at Southern Research Institute, which is a nonprofit contract technological and economic research organization. My institute work has normally entailed studies of market-development opportunities, new-enterprise feasibility, new-technology economics, and area- and resource-development opportunities. These studies have been carried out for business firms, trade associations, and local government agencies. In addition, I have served part time in an academic capacity at several colleges in the Birmingham area. I am also the president of the Jefferson County Committee for Economic Opportunity, the "antipoverty" agency of the Birmingham metropolitan area.

#### USE OF THE DATA

Decennial census data have played an important role in two aspects of my work and, I know, in the work of other economic and social science analysts in the Birmingham area. By providing marketing benchmarks on population and personal income, census data have facilitated studies of opportunities for new business development and resource exploitation in small and large areas of the fast-developing southern region. By providing complex facts about socioeconomic conditions in Birmingham and other regional communities, census data have contributed to an improved understanding of changing urban interests and needs, and have facilitated planning for improved health, education, manpower development, housing, transportation, and social service programs at the community level.

The benefits that have been derived from the flow of basic local economic and social information from the decennial census have been incalculable. For much of this information there is no suitable substitute and without it business and community planning would suffer.

## ADMINISTRATION OF THE CENSUS PROGRAM

I believe that a number of improvements and modifications of the census program deserve support.

Extensive use should be made of low-cost data-gathering techniques, such as mail questionnaires, and even telephone interviews. Suitable precautions, however, must be taken to assure adequate coverage of transients, the aged, the medically infirm, and the culturally and economically disadvantaged, who either move frequently or normally have only limited contact with their community fellows, and who, therefore, may be inadequately represented in a complete census or a sample survey.

The use of social security identification numbers to help identify and correlate information about census respondents should be pursued, particularly if the use of these numbers facilitates the incorporation of social security and employment data in a comprehensive local census bank. In fact, the integration of census data with information from other local data sources, such as labor market surveys, homebuilding surveys, origin-destination studies, and vital statistics surveys, should be sought. This would require the establishment of common geographic survey areas and common survey planning, particularly in submetropolitan areas. The inclusion of social security identification numbers in the census should provide improved knowledge of those adults, particularly the economically disadvantaged, who are not presently covered by social security.

An increased amount of information on income by sources, on expenditures for major classes of goods and services, on ownership of major physical assets, and on savings should also be sought by the census for small local areas, at least on a decennial, if not a more frequent basis. Such information would provide highly useful guideposts for carrying out independent sample surveys of a variety of local markets during intercensal years.

Information on religious affiliation might be sought in the forthcoming census in order to provide additional useful facts on the social structure of a community. This information should be provided on a voluntary basis only, however. An increase in the amount of information on affiliations and contacts of respondents with a variety of community organizations would be even more desirable. Of interest would be enrollment in specialized or advanced schools, and participation in programs of community service agencies. Participation in leisure activities generally would form the basis of a host of useful questions.

I have already referred indirectly to the desirability of establishing metropolitan area data banks. This point should be considered as an explicit recommendation. Also, steps should be taken to make the census data available much sooner than was true in the case of the 1960 tabulations.

As a last point, I would like to suggest that the Bureau of the Census support the establishment of local area committees whose objective it would be to coordinate the generation of local area statistics. The actual work of this committee might be carried out by a suitable local government agency.

I regret I was unable to accept your kind invitation to appear in person before your committee to discuss aspects of the census program. I hope that the comments presented above prove to be helpful.

Sincerely yours,

SHELDON SCHAFFER,  
*Head, Industrial Economics Section.*

TITLE 13, UNITED STATES CODE—CENSUS<sup>1</sup>

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<sup>1</sup> Codification of August 1954. Amended by acts of August 1957, September 1960, and June and October 1962, and as further amended by the acts of August 1964.

## CHAPTER I—ADMINISTRATION

## SUBCHAPTER I—GENERAL PROVISIONS

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## SUBCHAPTER I—GENERAL PROVISIONS

## § 1. Definitions

As used in this title, unless the context requires another meaning, or unless it is otherwise provided—

“Bureau” means the Bureau of the Census;

“Secretary” means the Secretary of Commerce.

## § 2. Bureau of the Census

The Bureau is continued as an agency within, and under the jurisdiction of, the Department of Commerce.

## § 3. Seal

The Bureau shall have a seal containing such device as has been selected heretofore, or as the Secretary may select hereafter. A description of such seal with an impression thereof shall be filed in the office of the Secretary of State. The seal shall remain in the custody of the Secretary or such officer or employee of the Bureau as he designates, and shall be affixed to all certificates and attestations that may be required from the Bureau. Judicial notice shall be taken of the seal.

## § 4. Functions of Secretary; delegation

The Secretary shall perform the functions and duties imposed upon him by this title or he may delegate any of them to such officers, employees, bureaus or agencies of the Department of Commerce as he designates.

## § 5. Schedules; number, form, and scope of inquiries

The Secretary shall prepare schedules, and shall determine the inquiries, and the number, form, and subdivisions thereof, for the statistics, surveys, and censuses provided for in this title.

## § 6. Requests to other departments and offices for information; acquisition of reports from governmental and other sources

(a) The Secretary, whenever he deems it advisable, may call upon any other department or office of the Government for information pertinent to the work provided for in this title.

(b) The Secretary may acquire by purchase, or otherwise from States, counties, cities, or other units of government, or their instrumentalities, or from private persons and agencies such copies of records, reports, and other material as may be required for the efficient and economical conduct of the censuses and surveys provided for in this title.

§ 7. Printing; requisitions upon Public Printer; publication of bulletins and reports

The Secretary may make requisition upon the Public Printer for miscellaneous printing necessary to carry out the provisions of this title. He may further have printed by the Public Printer, in such editions as he deems necessary, preliminary and other census bulletins, and final reports of the results of the several investigations authorized by this title, and may publish and distribute such bulletins and reports.

§ 8. Certified copies of certain returns; other data; restriction on use; disposition of fees received

(a) The Secretary may, upon a written request, and in his discretion, furnish to Governors of States and Territories, courts of record, and individuals, data for genealogical and other proper purposes, from the population, agriculture, and housing schedules prepared under the authority of subchapter II of chapter 5, upon the payment of the actual, or estimated cost of searching the records and \$1 for supplying a certificate.

(b) The Secretary may furnish transcripts or copies of tables and other census records and make special statistical compilations and surveys for State or local officials, private concerns, or individuals upon the payment of the actual, or estimated cost of such work. In the case of nonprofit organizations or agencies the Secretary may engage in joint statistical projects, the cost of which shall be shared equitably as determined by the Secretary and provided that the purposes are otherwise authorized by law.

(c) In no case shall information furnished under the authority of this section be used to the detriment of the persons to whom such information relates.

(d) All moneys received in payment for work or services enumerated under this section shall be deposited in a separate account which may be used to pay directly the costs of such work or services, to repay appropriations which initially bore all or part of such costs, or to refund excess sums when necessary.

§ 9. Information as confidential; exception

(a) Neither the Secretary, nor any other officer or employee of the Department of Commerce or bureau or agency thereof, may, except as provided in section 8 of this title—

(1) Use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied; or

(2) Make any publication whereby the data furnished by any particular establishment or individual under this title can be identified; or

(3) Permit anyone other than the sworn officers and employees of the Department or bureau or agency thereof to examine the individual reports.

No department, bureau, agency, officer, or employee of the Government, except the Secretary in carrying out the purposes of this title, shall require, for any reason, copies of census reports which have been retained by any such establishment or individual. Copies of census reports which have been so retained shall be immune from legal process, and shall not, without the consent of the individual or establishment concerned, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceeding.

(b) The provisions of subsection (a) of this section relating to the confidential treatment of data for particular individuals and establishments, shall not apply to the censuses of governments provided for by subchapter III of chapter 5 of this title, nor to interim current data provided for by subchapter IV of chapter 5 of this title as to the subjects covered by censuses of governments, with respect to any information obtained therefor that is compiled from, or customarily provided in, public records.

§ 11. Authorization of appropriations

There is authorized to be appropriated, out of the Treasury of the United States, such sums as may be necessary to carry out all provisions of this title.

§ 12. Mechanical and electronic development

The Secretary is authorized to have conducted mechanical and electronic development work as he determines is needed to further the functions and duties of carrying out the purposes of this title and may enter into such developmental contracts as he may determine to be in the best interest of the Government.

§ 13. Procurement of professional services

The Secretary shall have authority to contract with educational and other research organizations for the preparation of monographs and other reports and materials of a similar nature.

#### § 14. Reimbursement between appropriations

Subject to limitations applicable with respect to each appropriation concerned, each appropriation available to the Bureau may be charged, at any time during a fiscal year, for the benefit of any other appropriation available to the Bureau, for the purpose of financing the procurement of materials and services, or financing activities or other costs, for which funds are available both in the financing appropriation so charged and in the appropriation so benefited; except that such expenses so financed shall be charged on a final basis, as of a date not later than the close of such fiscal year, to the appropriation so benefited, with appropriate credit to the financing appropriation.

#### SUBCHAPTER II—OFFICERS AND EMPLOYEES

#### § 21. Director of the Census; duties

The Bureau shall be headed by a Director of the Census, appointed by the President, by and with the advice and consent of the Senate. The Director shall perform such duties as may be imposed upon him by law, regulations, or orders of the Secretary.

#### § 22. Qualifications of permanent personnel

All permanent officers and employees of the Bureau shall be citizens of the United States.

#### § 23. Additional officers and employees

(a) The Secretary may establish, at rates of compensation to be fixed by him without regard to the Classification Act of 1949, as many temporary positions as may be necessary to meet the requirements of the work provided for by law. Bureau employees who are transferred to any such temporary positions shall not lose their permanent civil service status by reason of the transfer. The Secretary may make appointments to such temporary positions in conformity with the civil service laws and rules.

(b) In addition to employees of the Department of Commerce, employees of other departments and independent offices of the Government may, with the consent of the head of the respective department or office, be employed and compensated for field work in connection with the work provided for by law without regard to section 301 of the Dual Compensation Act.

#### § 24. Special employment provisions

(a) The Secretary may utilize the services of nontemporary employees of the Bureau (by assignment, promotion, appointment, detail, or otherwise) in temporary positions established for any census, for not to exceed the period during which appropriations are available for that census. Whenever the Secretary determines that the services of an employee which have been utilized under this section are no longer required in such a temporary position, he may, without regard to the provisions of any other law, return the employee to a continuing position, with rank and compensation not less than that which he held in his last permanent position in the Bureau: *Provided*, That no employee shall, by reason of his service in a temporary position under this subsection, lose the protection of any law or regulation with respect to his separation, suspension, furlough, or reduction in rank or compensation below the level held in his last permanent position in the Bureau. Service by a nontemporary employee in a temporary position under this subsection shall be creditable for step-increases (both periodic and longevity) under title VII of the Classification Act of 1949, as amended, as though it were a continuation of service in his last permanent position.

(b) As used in this title with respect to appointments or positions, "temporary" shall be construed to mean not in excess of one year, or not in excess of the specific period during which appropriations are available for the conduct of a particular census, whichever is longer. No employee of the Bureau who holds only a temporary appointment within the meaning of this section shall be considered as other than strictly temporary for purposes of any other provision of law relating to separations, suspensions, or reductions in rank or compensation.

(c) The enlisted men and officers of the uniformed services may be appointed and compensated for service in temporary enumerator positions for the enumeration of personnel of the uniformed services.

(d) The Secretary may fix compensation on a piece-price basis without limitation as to the amount earned per diem, and payments may be made to enumerators for the use of private automobiles on official business without regard to section 4 of

the Travel Expense Act of 1949, as amended (5 U.S.C. 837), but at rates not in excess of the rates provided by that Act.

(e) The Secretary may authorize the expenditure of necessary sums for travel expenses of persons selected for appointment for attendance at training courses held by the Department of Commerce with respect to any of the work provided for by law.

(f) Notwithstanding any other provision of law prohibiting the expenditure of public money for telephone service, the Secretary, under such regulations as he shall prescribe, may authorize reimbursement for tolls or charges for telephone service from private residences or private apartments to the extent such charges are determined by the Secretary to have been incurred to facilitate the collection of information in connection with the censuses and surveys authorized by this title.

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

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

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

#### § 26. Transportation by contract

The Secretary may contract with field employees for the rental and use within the continental limits of the United States of means of transportation, other than motorcycle, automobile, or airplane, and for the rental and use outside of the continental United States of any means of transportation, which means may be owned by the field employee. Such rental contracts shall be made without regard to section 4 of the Travel Expense Act of 1949, as amended (5 U.S.C. 837). The rentals shall be at rates equivalent to the prevailing rental rates of the locality. The rental contracts within the continental United States may be entered into only when the use by the field employee of such other means of transportation is safer, more economical, or more advantageous to the Government than use of his motorcycle, automobile, or airplane in conducting the census.

### CHAPTER 3—COLLECTION AND PUBLICATION OF STATISTICS

#### SUBCHAPTER I—COTTON

##### Sec.

41. Collection and publication.
42. Contents of reports; number of bales of linter; distribution; publication by Department of Agriculture.
43. Records and reports of cotton ginners.
44. Foreign cotton statistics.
45. Simultaneous publication of cotton reports.

#### SUBCHAPTER II—OILSEEDS, NUTS, AND KERNELS; FATS, OILS, AND GREASES

61. Collection and publication.
62. Additional statistics.
63. Duplicate collection of statistics prohibited; access to available statistics.

#### SUBCHAPTER III—MISCELLANEOUS

101. Defective, dependent, and delinquent classes; crime.
102. Religion.
103. Designation of reports.

#### SUBCHAPTER I—COTTON

##### § 41. Collection and publication

The Secretary shall collect and publish statistics concerning the—

- (1) Amount of cotton ginned;
- (2) Quantity of raw cotton consumed in manufacturing establishments of every character;
- (3) Quantity of baled cotton on hand;
- (4) Number of active consuming cotton spindles;
- (5) Number of active spindle hours; and
- (6) Quality of cotton imported and exported, with the country of origin and destination.

§ 42. Contents of reports; number of bales of linter; distribution; publication by Department of Agriculture

(a) The statistics of the quantity of cotton ginned shall show the quantity ginned from each crop prior to August 1, August 16, September 1, September 16, October 1, October 18, November 1, November 14, December 1, December 13, January 16, and March 1; but the Secretary may limit the canvasses of August 1 and August 16 to those sections of the cotton-growing States in which cotton has been ginned.

(b) The quantity of cotton consumed in manufacturing establishments, the quantity of baled cotton on hand, the number of active consuming cotton spindles, the number of active spindle-hours and the statistics of cotton imported and exported shall relate to each month, and shall be published as soon as possible after the close of the month.

(c) In collecting and publishing statistics of cotton on hand in warehouses and other storage establishments, and of cotton known as the "carry-over" in the United States, the Secretary shall ascertain and publish as a separate item in the report of cotton statistics the number of bales of linters as distinguished from the number of bales of cotton.

(d) The Secretary shall furnish to the Department of Agriculture, immediately prior to the publication of each report of that Department regarding the cotton crop, the latest available statistics hereinbefore mentioned, and the Department of Agriculture shall publish the same in connection with each of its reports concerning cotton.

§ 43. Records and reports of cotton ginners

Every cotton ginner shall keep a record of the county or parish in which each bale of cotton ginned by him is grown and report at the March canvass of each year a segregation of the total number of bales ginned by counties or parishes in which grown.

§ 44. Foreign cotton statistics

In addition to the information regarding cotton in the United States provided for in this subchapter, the Secretary shall compile, by correspondence or the use of published reports and documents, any available information concerning the production, consumption, and stocks of cotton in foreign countries, and the number of cotton-consuming spindles in such countries. Each report published by the Department of Commerce or agency or bureau thereof regarding cotton shall contain an abstract of the latest available information obtained under the provisions of this section, and the Secretary shall furnish the same to the Department of Agriculture for publication in connection with the reports of that department concerning cotton in the same manner as in the case of statistics relating to the United States.

§ 45. Simultaneous publication of cotton reports

The reports of cotton ginned to the dates as of which the Department of Agriculture is also required to issue cotton crop reports shall be issued simultaneously with the cotton crop reports of that department, the two reports to be issued from the same place at 11 o'clock ante meridian on the eighth day following that on which the respective reports relate. When such date of release falls on Sunday, a legal holiday, or other day which pursuant to statute or Executive Order is a nonworkday in the Department of Commerce at Washington generally, the reports shall be issued at 11 o'clock ante meridian of the next succeeding workday.

SUBCHAPTER II—OILSEEDS, NUTS, AND KERNELS; FATS, OILS, AND GREASES

§ 61. Collection and publication

(a) The Secretary shall collect, collate, and publish monthly statistics concerning—

(1) The quantities of—

(A) Cottonseed, soybeans, peanuts, flaxseed, corn germs, copra, sesame seed, babassu nuts and kernels, and other oilseeds, nuts, and kernels received, crushed, and on hand at oil mills;

(B) Crude and refined oils, cakes, and meals, and other primary products, by type or kind, of the seeds, nuts, and kernels referred to in clause (A) of this paragraph, manufactured, shipped out, and on hand at oil mills and processing establishments;

(C) Crude and refined vegetable oils, by type or kind, used by class of product and held by manufacturers of vegetable shortening, margarine, soap, and other principal products using large quantities of vegetable oils;

(D) Crude and refined vegetable oils, by type or kind, held in warehouses and in transit to consuming establishments; and

(2) The quantities, by types or kinds, of—

(A) Animal fats and oils and greases produced;

(B) Animal fats and oils and greases shipped and held by producers;

(C) Animal fats and oils and greases, fish and marine mammal oils used by class of product and held by manufacturers of shortening, margarine, soap, and other principal products which require the use of large quantities of animal fats and oils and greases, fish and marine mammal oils;

(D) Animal fats and oils and greases, fish and marine mammal oils held in warehouses, cold storage, and in transit to consuming establishments.

(b) The Secretary shall not be required to collect, more frequently than he deems necessary to provide reliable statistical reports, information from any person who produces, holds, or consumes fats and oils in inconsequential quantities.

#### § 62. Additional statistics

This subchapter does not restrict or limit the Secretary in the collection and publication, under the general authority of the Secretary, of such statistics on fats and oils or products thereof not specifically required in this subchapter, as he deems to be in the public interest.

#### § 63. Duplicate collection of statistics prohibited; access to available statistics

Statistics required under Federal law, as of the effective date of this title, to be collected by any other Federal department or agency in a manner comparable both as to form and period of time to the collection of statistics provided for by this subchapter shall not be collected by the Secretary under the authority of this subchapter. Immediately upon his request, the Secretary shall have access to any such statistics and shall include them in the publication required by this subchapter.

#### SUBCHAPTER III—MISCELLANEOUS

#### § 101. Defective, dependent, and delinquent classes; crime

(a) The Secretary may collect decennially statistics relating—

(1) To the defective, dependent, and delinquent classes; and

(2) To crime, including judicial statistics pertaining thereto.

(b) The statistics authorized by subsection (a) of this section shall include information upon the following questions, namely: age, sex, color, nativity, parentage, literacy by race, color, nativity, and parentage, and such other questions relating to such subjects as the Secretary deems proper.

(c) In addition to the decennial collections authorized by subsections (a) and (b) of this section, the Secretary may compile and publish annually statistics relating to crime and to the defective, dependent, and delinquent classes.

#### § 102. Religion

The Secretary may collect decennially statistics relating to religious bodies.

#### § 103. Designation of reports

All reports covering any of the statistics collected under the provisions of this subchapter shall be designated as "Special Reports" followed by the name of whatever bureau or agency of the Department of Commerce is designated by the Secretary to collect and compile such statistics.

## CHAPTER 5—CENSUSES

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

Sec.

131. Collection and publication; five-year periods.

132. Controlling law; effect on other agencies.

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

141. Population, unemployment, and housing.

142. Agriculture, irrigation, and drainage.

## SUBCHAPTER III—GOVERNMENTS

161. Quinquennial censuses; inclusion of certain data.

163. Authority of other agencies.

## SUBCHAPTER IV—INTERIM CURRENT DATA

181. Surveys.

SUBCHAPTER V—GEOGRAPHIC SCOPE, PRELIMINARY AND SUPPLEMENTAL STATISTICS,  
AND USE OF SAMPLING

191. Geographic scope of censuses.

193. Preliminary and supplemental statistics.

195. Use of sampling.

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

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

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

## § 132. Controlling law; effect on other agencies.

To the extent that the provisions of this subchapter or subchapter IV of this chapter conflict with any other provision of this title or other law, pertaining to the Secretary or the Department of Commerce, the provisions of this title shall control; but nothing in this title shall be deemed to revoke or impair the authority of any other Federal agency with respect to the collection or release of information.

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

## § 141. Population, unemployment, and housing

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

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

## § 142. Agriculture, irrigation, and drainage

(a) The Secretary shall, beginning in the month of October 1959, and in the same month of every fifth year thereafter, take a census of agriculture, provided that the censuses directed to be taken in October 1959 and each tenth year thereafter, may, when and where deemed advisable by the Secretary, be taken instead in conjunction with the censuses provided in section 141 of this title.

(b) The Secretary shall, in conjunction with the census of agriculture directed to be taken in October 1959 and each tenth year thereafter, take a census of irrigation and drainage.

## SUBCHAPTER III—GOVERNMENTS

## § 161. Quinquennial censuses; inclusion of certain data

The Secretary shall take, compile, and publish for the year 1957 and for every fifth year thereafter a census of governments. Each such census shall include, but shall not be limited to, data on taxes and tax valuations, governmental receipts, expenditures, indebtedness, and employees of States, counties, cities, and other governmental units.

## § 163. Authority of other agencies

This subchapter does not revoke or impair the authority of any other Federal agency with respect to the collection or release of information.

## SUBCHAPTER IV—INTERIM CURRENT DATA

## § 181. Surveys

The Secretary may make surveys deemed necessary to furnish annual and other interim current data on the subjects covered by the censuses provided for in this title.

## SUBCHAPTER V—GEOGRAPHIC SCOPE, PRELIMINARY AND SUPPLEMENTAL STATISTICS, AND USE OF SAMPLING

## § 191. Geographic scope of censuses

(a) Each of the censuses authorized by this chapter (other than censuses of population) shall include each State, the District of Columbia, Alaska, Hawaii, the Virgin Islands, Guam, and the Commonwealth of Puerto Rico, and as may be determined by the Secretary, such other possessions and areas over which the United States exercises jurisdiction, control, or sovereignty. Censuses of population shall include all geographic areas referred to in the preceding sentence. Inclusion of other areas over which the United States exercises jurisdiction or control shall be subject to the concurrence of the Secretary of State.

(b) For censuses taken in the Virgin Islands, Guam, or any possession or area not specifically designated in (a) above, the Secretary may utilize or adopt census data collected by the Governor or highest ranking Federal official, when such data are obtained in accordance with plans prescribed or approved by the Secretary.

(c) When, under determination by the Secretary as provided in paragraph (a) above, any census is not taken in a possession or area over which the United States exercises jurisdiction, control, or sovereignty, the Secretary may include in the census report data obtained from other Federal agencies or Government sources. Any data obtained from foreign governments shall be obtained through the Secretary of State.

## § 193. Preliminary and supplemental statistics

In advance of, in conjunction with, or after the taking of each census provided for by this chapter, the Secretary may make surveys and collect such preliminary and supplementary statistics related to the main topic of the census as are necessary to the initiation, taking, or completion thereof.

## § 195. Use of sampling

Except for the determination of population for apportionment purposes, the Secretary may, where he deems it appropriate, authorize the use of the statistical method known as "sampling" in carrying out the provisions of this title.

## CHAPTER 7—OFFENSES AND PENALTIES

## SUBCHAPTER I—OFFICERS AND EMPLOYEES

Sec.

- 211. Receiving or securing compensation for appointment of employees.
- 212. Refusal or neglect of employees to perform duties.
- 213. False statements, certificates, and information.
- 214. Wrongful disclosure of information.

## SUBCHAPTER II—OTHER PERSONS

Sec.

221. Refusal or neglect to answer questions; false answers.  
 222. Giving suggestions or information with intent to cause inaccurate enumeration of population.  
 223. Refusal, by owners, proprietors, etc., to assist census employees.  
 224. Failure to answer questions affecting companies, businesses, religious bodies, and other organizations; false answers.  
 225. Applicability of penal provisions in certain cases.

## SUBCHAPTER III—PROCEDURE

241. Evidence.

## SUBCHAPTER I—OFFICERS AND EMPLOYEES

## § 211. Receiving or securing compensation for appointment of employees

Whoever—

(1) Receives or secures to himself any fee, reward, or compensation as a consideration for the appointment of any person as supervisor, enumerator, clerk, or other officer or employee of the Department of Commerce or bureau or agency thereof, referred to in subchapter II of chapter 1 of this title; or

(2) In any way receives or secures to himself any part of the compensation paid to any person so appointed—

shall be fined not more than \$3,000 or imprisoned not more than five years, or both.

## § 212. Refusal or neglect of employees to perform duties

Whoever, being an employee referred to in subchapter II of chapter 1 of this title, and having taken and subscribed the oath of office, neglects or refuses, without justifiable cause, to perform the duties enjoined on such employee by this title, shall be fined not more than \$500.

## § 213. False statements, certificates, and information

(a) Whoever, being an officer or employee referred to in subchapter II of chapter 1 of this title, willfully and knowingly swears or affirms falsely as to the truth of any statement required to be made or subscribed by him under oath by or under authority of this title, shall be guilty of perjury, and shall be fined not more than \$2,000 or imprisoned not more than five years, or both.

(b) Whoever, being an officer or employee referred to in subchapter II of chapter 1 of this title—

(1) Willfully and knowingly makes a false certificate or fictitious return; or

(2) Knowingly or willfully furnishes or causes to be furnished, or, having been such an officer or employee, knowingly or willfully furnished or caused to be furnished, directly or indirectly, to the Secretary or to any other officer or employee of the Department of Commerce or bureau or agency thereof, any false statement or false information with reference to any inquiry for which he was authorized and required to collect information provided for in this title—

shall be fined not more than \$2,000 or imprisoned not more than five years, or both.

## § 214. Wrongful disclosure of information

Whoever, being an employee referred to in subchapter II of chapter 1 of this title, having taken and subscribed the oath of office, publishes or communicates, without the written authority of the Secretary or other authorized officer or employee of the Department of Commerce or bureau or agency thereof, any information coming into his possession by reason of his employment under the provisions of this title, shall be fined not more than \$1,000 or imprisoned not more than two years, or both.

## SUBCHAPTER II—OTHER PERSONS

## § 221. Refusal or neglect to answer questions; false answers

(a) Whoever, being over eighteen years of age, refuses or willfully neglects, when requested by the Secretary, or by any other authorized officer or employee of the Department of Commerce or bureau or agency thereof acting under the instructions of the Secretary or authorized officer, to answer, to the best of his knowledge, any of the questions on any schedule submitted to him in connection with any census or survey provided for by subchapters I, II, IV, and V of chapter

5 of this title, applying to himself or to the family to which he belongs or is related, or to the farm or farms of which he or his family is the occupant, shall be fined not more than \$100 or imprisoned not more than sixty days, or both.

(b) Whoever, when answering questions described in subsection (a) of this section, and under the conditions or circumstances described in such subsection, willfully gives any answer that is false, shall be fined not more than \$500 or imprisoned not more than one year, or both.

§ 222. Giving suggestions or information with intent to cause inaccurate enumeration of population

Whoever, either directly or indirectly, offers or renders to any officer or employee of the Department of Commerce or bureau or agency thereof engaged in making an enumeration of population under subchapter II, IV, or V of chapter 5 of this title, any suggestion, advice, information or assistance of any kind, with the intent or purpose of causing an inaccurate enumeration of population to be made, shall be fined not more than \$1,000 or imprisoned not more than one year, or both.

§ 223. Refusal, by owners, proprietors, etc., to assist census employees

Whoever, being the owner, proprietor, manager, superintendent, or agent of any hotel, apartment house, boarding or lodging house, tenement, or other building, refuses or willfully neglects, when requested by the Secretary or by any other officer or employee of the Department of Commerce or bureau or agency thereof, acting under the instructions of the Secretary, to furnish the names of the occupants of such premises, or to give free ingress thereto and egress therefrom to any duly accredited representative of such Department or bureau or agency thereof, so as to permit the collection of statistics with respect to any census provided for in subchapters I and II of chapter 5 of this title, or any survey authorized by subchapter IV or V of such chapter insofar as such survey relates to any of the subjects for which censuses are provided by such subchapters I and II, including, when relevant to the census or survey being taken or made, the proper and correct enumeration of all persons having their usual place of abode in such premises, shall be fined not more than \$500.

§ 224. Failure to answer questions affecting companies, businesses, religious bodies, and other organizations; false answers

Whoever, being the owner, official, agent, person in charge, or assistant to the person in charge, of any company, business, institution, establishment, religious body, or organization of any nature whatsoever, neglects or refuses, when requested by the Secretary or other authorized officer or employee of the Department of Commerce or bureau or agency thereof, whether such request be made by registered mail, by certified mail, by telegraph, by visiting representative, or by one or more of these methods, to answer completely and correctly to the best of his knowledge all questions relating to his company, business, institution, establishment, religious body, or other organization, or to records or statistics in his official custody, contained on any census or other schedule prepared and submitted to him under the authority of this title, shall be fined not more than \$500 or imprisoned not more than sixty days, or both; and if he willfully gives a false answer to any such question, he shall be fined not more than \$10,000 or imprisoned not more than one year, or both.

§ 225. Applicability of penal provisions in certain cases

(a) In connection with any survey conducted by the Secretary or other authorized officer or employee of the Department of Commerce or bureau or agency thereof pursuant to subchapter IV of chapter 5 of this title, the provisions of sections 221, 222, 223, and 224 of this title shall apply—

(1) With respect to the answering of questions and furnishing of information, only to such inquiries as are within the scope of the schedules and of the type and character heretofore used in connection with the taking of complete censuses under subchapters I and II of chapter 5 of this title, or in connection with any censuses hereafter taken pursuant to such subchapters;

(2) Only after publication of a determination with reasons therefor certified by the Secretary, or by some other authorized officer or employee of the Department of Commerce or bureau or agency thereof with the approval of the Secretary, that the information called for is needed to aid or permit the efficient performance of essential governmental functions or services, or has significant application to the needs of the public, business, or industry and is not publicly available from nongovernmental or other governmental sources;

(3) In the case of any new survey, only after public notice, given by the Secretary or other authorized officer or employee of the Department of Commerce or bureau or agency thereof at least thirty days in advance of requesting a return, that such survey is under consideration.

(b) The provisions for imprisonment provided by sections 221, 222, and 224 of this title shall not apply in connection with any survey conducted pursuant to subchapter II of chapter 3 of this title, or to subchapter IV of chapter 5 of this title.

(c) The provisions of sections 221, 222, 223, and 224 of this title shall not apply to any censuses or surveys of governments provided for by subchapters III and IV of chapter 5 of this title, nor to other surveys provided for by subchapter IV of such chapter which are taken more frequently than annually.

(d) Where the doctrine, teaching, or discipline of any religious denomination or church prohibits the disclosure of information relative to membership, a refusal, in such circumstances, to furnish such information shall not be an offense under this chapter.

#### SUBCHAPTER III—PROCEDURE

##### § 241. Evidence

When any request for information, made by the Secretary or other authorized officer or employee of the Department of Commerce or bureau or agency thereof, is made by registered or certified mail or telegram as authorized by section 224 of this title, the return receipt therefor or other written receipt thereof shall be prima facie evidence of an official request in any prosecution under such section.

#### CHAPTER 9—COLLECTION AND PUBLICATION OF FOREIGN COMMERCE AND TRADE STATISTICS

##### Sec.

301. Collection and publication.

302. Rules, regulations, and orders.

303. Secretary of Treasury, functions.

304. Filing export information, delayed filings, penalties for failure to file.

305. Violations, penalties.

306. Delegation of functions.

307. Relationship to general census law.

##### § 301. Collection and publication

The Secretary is authorized to collect information from all persons exporting from, or importing into, the United States and the noncontiguous areas over which the United States exercises sovereignty, jurisdiction, or control, and from all persons engaged in trade between the United States and such noncontiguous areas and between those areas, or from the owners, or operators of carriers engaged in such foreign commerce or trade, and shall compile and publish such information pertaining to exports, imports, trade, and transportation relating thereto, as he deems necessary or appropriate to enable him to foster, promote, develop, and further the commerce, domestic and foreign, of the United States and for other lawful purposes.

##### § 302. Rules, regulations, and orders

The Secretary may make such rules, regulations, and orders as he deems necessary or appropriate to carry out the provisions of this chapter. Any rules, regulations, or orders issued pursuant to this authority may be established in such form or manner, may contain such classifications or differentiations, and may provide for such adjustments and reasonable exceptions as in the judgment of the Secretary are necessary or proper to effectuate the purpose of this chapter, or to prevent circumvention or evasion of any rule, regulation, or order issued hereunder. The Secretary may also provide by rule or regulation, for such confidentiality, publication, or disclosure, of information collected hereunder as he may deem necessary or appropriate in the public interest. Rules, regulations, and orders, or amendments thereto shall have the concurrence of the Secretary of the Treasury prior to promulgation.

##### § 303. Secretary of Treasury, functions

To assist the Secretary to carry out the provisions of this chapter, the Secretary of the Treasury shall collect information in the form and manner prescribed by the regulations issued pursuant to this chapter from persons engaged in foreign commerce or trade, other than by mail, and from the owners or operators of carriers.

§ 304. Filing export information, delayed filings, penalties for failure to file

(a) The information or reports in connection with the exportation or transportation of cargo required to be filed by carriers with the Secretary of the Treasury under any rule, regulation, or order issued pursuant to this chapter may be filed after the departure of such carrier from the port or place of exportation or transportation, whether such departing carrier is destined directly to a foreign port or place or to a noncontiguous area, or proceeds by way of other ports or places of the United States, provided that a bond in an approved form in the penal sum of \$1,000 is filed with the Secretary of the Treasury. The Secretary of Commerce may, by a rule, regulation, or order issued in conformity herewith, prescribe a maximum period after such departure during which the required information or reports may be filed. In the event any such information or report is not filed within such prescribed period, a penalty not to exceed \$100 for each day's delinquency beyond the prescribed period, but not more than \$1,000, shall be exacted. Civil suit may be instituted in the name of the United States against the principal and surety for the recovery of any penalties that may accrue and be exacted in accordance with the terms of the bond.

(b) The Secretary may remit or mitigate any penalty incurred for violations of this section and regulations issued pursuant thereto if, in his opinion, they were incurred without willful negligence or fraud, or other circumstances justify a remission or mitigation.

§ 305. Violations, penalties

Any person, including the owners or operators of carriers, violating the provisions of this chapter, or any rule, regulation, or order issued thereunder, except as provided in section 304 above, shall be liable to a penalty not to exceed \$1,000 in addition to any other penalty imposed by law. The amount of any such penalty shall be payable into the Treasury of the United States and shall be recoverable in a civil suit in the name of the United States.

§ 306. Delegation of functions

Subject to the concurrence of the head of the department or agency concerned, the Secretary may make such provisions as he shall deem appropriate, authorizing the performance by any officer, agency, or employee of the United States Government departments or offices, or the governments of any areas over which the United States exercises sovereignty, jurisdiction, or control, of any functions of the Secretary, contained in this chapter.

§ 307. Relationship to general census law

The following sections only, 1, 2, 3, 4, 5, 6, 7, 11, 21, 22, 23, 24, 211, 212, 213, and 214, of chapters 1 through 7 of this title are applicable to this chapter.

Sec. 3. The sections of the Acts, and the Acts or parts of Acts, enumerated in the following schedule, are hereby repealed. Any rights or liabilities now existing under such statutes or parts thereof, and any proceedings instituted under or growing out of, any of such statutes or parts thereof, shall not be affected by this repeal.

Date	Statutes at Large				Revised Statutes	United States Code	
	Chapter	Section	Volume	Page		Title	Section
July 16, 1892-----	196	1	27	197	336 337 339 341 263 251 338 3812 265	15 15 15 15 15 15 15 15	<sup>1</sup> 173 <sup>2</sup> 174 <sup>3</sup> 177 <sup>4</sup> 179 <sup>5</sup> 181 <sup>6</sup> 184 <sup>7</sup> 185 186 <sup>8</sup> 187
Apr. 29, 1902-----	637	10	32	172	46		<sup>9</sup> 95
Do-----	637	10	32	172	48		<sup>9</sup> 1486
Jan. 5, 1923-----	23	2	42	1110	15 4200		193 <sup>10</sup> 92

<sup>1</sup> As amended by acts of Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736; Jan. 25, 1919, ch. 10, 40 Stat. 1055; Mar. 1, 1919, ch. 86, 40 Stat. 1256;  
<sup>2</sup> As amended by acts of Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736; Mar. 1, 1919, ch. 86, 40 Stat. 1256.  
<sup>3</sup> As amended by acts of Mar. 3, 1893, ch. 211, § 1, 27 Stat. 689; Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736.  
<sup>4</sup> As amended by acts of Mar. 3, 1875, ch. 129, § 1, 18 Stat. 352; Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736; Mar. 1, 1919, ch. 86, 40 Stat. 1256.  
<sup>5</sup> As amended by acts of Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 1, 1919, ch. 86, 40 Stat. 1256.  
<sup>6</sup> As amended by acts of Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Aug. 23, 1912, ch. 350, § 1, 37 Stat. 407; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736; Mar. 1, 1919, ch. 86, 40 Stat. 1256.  
<sup>7</sup> Only part referring to form of annual statements on commerce and navigation as amended by acts of Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736.  
<sup>8</sup> As amended by acts of Jan. 12, 1895, ch. 23, § 17, 28 Stat. 603; Feb. 14, 1903, ch. 552, § 10, 32 Stat. 829; Mar. 4, 1913, ch. 141, § 1, 37 Stat. 736.  
<sup>9</sup> As amended by acts of Feb. 14, 1903, ch. 552, 32 Stat. 829; Mar. 4, 1913, ch. 141, 37 Stat. 736; Apr. 7, 1948, ch. 177, 62 Stat. 161.  
<sup>10</sup> As amended by acts of June 16, 1938, ch. 476, § 2, 52 Stat. 759; June 29, 1938, ch. 821, 52 Stat. 1248.

Mr. NIX. I want to personally thank, in the name of the committee, Dr. Shaw, Mr. Magidson, Dr. Whitman, Dr. Eckler, Dr. Taeuber, and all of the other witnesses who graciously accepted our invitation to appear and who have come here and testified and given us enlightenment on a difficult and important subject.

The hearing will be adjourned.

(Whereupon, at 12 noon, the committee adjourned.)



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Mr. [Name] I want to personally thank to the name of the committee for [Name], Mr. [Name], Dr. [Name], Mr. [Name], Mr. [Name] and all of the other witnesses who graciously accepted our invitation to appear and to have come here and testified and given us information on a difficult and important subject.

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