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95-39 **COLLECTION AND PUBLICATION OF
WORLD POPULATION DATA
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HEARINGS

BEFORE THE

COMTEE ON CENSUS AND POPULATION

OF THE

COMMITTEE ON

OFFICE AND CIVIL SERVICE

HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

H.R. 3950

**A BILL TO AMEND TITLE 13, UNITED STATES CODE, TO
PROVIDE FOR THE ANNUAL COLLECTION AND PUBLICA-
TION OF WORLD POPULATION STATISTICS AND OTHER
DATA**

MARCH 30 AND APRIL 25, 1977

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COLLECTION AND PUBLICATION OF WORLD POPULATION DATA

WEDNESDAY, MARCH 30, 1977

**U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON CENSUS AND POPULATION,
Washington, D.C.**

The subcommittee met at 1:05 p.m. in room 304, Cannon House Office Building, Hon. William Lehman, chairman, presiding.

Mr. LEHMAN. We will call the meeting to order.

This hearing was called in response to complaints of the erratic publication of world population data.

Congressman Richmond brought this to our attention and has since introduced legislation which will authorize and direct the Bureau of the Census to collect, analyze, and publish world population data. Currently, this data is compiled at the discretion of the Agency for International Development which contracts with the Bureau for its services in this regard.

The broader policy issue is whether any agency that depends on specific data to evaluate the success of its program should also be the agency that collects and analyzes such data.

It is my hope that during today's hearing we will find the answer.

I would just like to add that we had breakfast this morning with Robert McNamara, the head of the World Bank, and I raised this question about population data and he talked in terms of per capita this and per capita that figures, and I raised the question of how can you tell per capita, if you get inadequate per capita information, and when we have difficulty counting the people in Camden, N.J.

And he went on to explain that he would like to see, in any way possible, that we are able to get better hard data from the people of the developing nations so that his own monetary institution could deal with these problems in a much more effective manner.

The first person I would like to call on the agenda is the Honorable Fred Richmond.

STATEMENT OF HON. FREDERICK W. RICHMOND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. RICHMOND. Thank you, Mr. Chairman. Good afternoon, Mrs. Schroeder, Mr. Leach. I appreciate the opportunity to appear before you today concerning H.R. 3950, legislation Congresswoman Schroeder, Congressman Scheuer and I introduced on February 23, 1977, to authorize the U.S. Bureau of the Census to regularly collect, analyze and publish world population data.

The world's population problem has been well documented. Its importance to all of us is obvious. On February 28, 1977, the chairman of the Senate Foreign Relations Committee, Senator Sparkman, in a speech to his Senate colleagues, identified population growth as one of the most serious problems facing mankind. He noted:

Uncontrolled population growth in the third world has ample potential for becoming a crisis of the first order if it is not acted upon intelligently and in a fairly short time.

A clear understanding of this problem requires an accurate, independent and regular source of population data. Unfortunately, we in the U.S. Congress do not have such critical information now available to us. If Members of Congress and the executive branch do not have access to such material, how are we to make responsible decisions on such matters as food aid, agricultural assistance, food reserves or population policies? Obviously, we can't.

For years, population data has been gathered, analyzed and published by the U.S. Bureau of the Census, the organization within the U.S. Government best qualified and equipped to do such work. But recently, I have learned that such work has been done solely at the discretion of the Agency for International Development, Office of Population.

For 2 of the past 3 years, AID has refused to authorize—that is, finance—the publication of world population data gathered and analyzed by the U.S. Bureau of the Census. This year again, funding has not been forthcoming.

The reason for this is that the figures collected by the U.S. Bureau of the Census—from the best sources available—have in some instances, cast serious doubts upon claims made by the officials of Population in AID.

As a result, I believe that all too often the criteria for publication are: If AID likes population data gathered by the Census Bureau, it is published; if AID dislikes the material, it is not published. In addition, I am informed that this year, the Bureau of the Census has no funds even to collect or analyze current population data.

As this situation has developed, I now understand that the AID Office of Population has demanded changes be made in the Census population material. I am shocked that the funding of this collection and publication of data has been made conditional on changes being made by the Census Bureau.

To its credit, so I have learned, the Census Bureau refused to make such changes and last year published population data at its own expense.

I have also learned that AID's Office of Population has actually supplied population data to the Census Bureau and demanded that it be published and then quoted from it, claiming that it represents independent support for AID policies.

Finally, I have learned that the Office of Population has indicated to the U.S. Bureau of the Census that unless the Director of the International Statistical Program Center and its chief demographer are removed, no further funding will be forthcoming.

This is a situation I find intolerable. It is insulting to the very notion of a government based on a system of checks and balances. Many Americans are rightfully indignant about the abuses of govern-

ment. The Roanoke Virginia Times has called these activities "preposterous, evil, and arrogant."

In order to remedy this situation, H.R. 3950 directly authorizes the U.S. Bureau of the Census to collect, analyze and publish material on world population trends. This will be done annually and will be made available to the Congress, members of the executive branch and the public.

This legislation will not cost the U.S. taxpayer one penny. Funds formerly sent to AID would be sent directly to the U.S. Bureau of the Census which would be authorized to perform the necessary work and provide Congress and the public with timely and accurate population data.

If passed, this legislation will bring about: The regular publication of population data and its availability to Congress and the public; the removal of an arbitrary and discretionary power now exercised by one government office on another; and assure the accuracy of population data, now a victim of political pressures.

In conclusion, let me thank the chairman and the subcommittee members for taking the time to deal with this matter, and I am grateful for the opportunity to explain the purpose of this legislation.

Mr. LEHMAN. Thank you, Mr. Richmond, and thank you for helping us bring down the price of coffee in the last few days.

Ms. Schroeder?

Ms. SCHROEDER. Thank you, Mr. Richmond, and obviously, I don't have any questions. I agree with what you are saying, or I wouldn't be cosponsoring the bill, so I am pleased that you kick this off early in the year and, hopefully, we can get something done.

Mr. RICHMOND. Thank you, Ms. Schroeder.

Mr. LEHMAN. Mr. Leach, questions?

Mr. LEACH. I just might say that I think your bill is very positive, and I am sympathetic with its intent. I do have some questions, though, about the issue of blamesmanship and the need to create greater checks and balances. Normally checks and balances apply between various branches of government—not within them—and I have a difficult time understanding whom you are protecting from what. Maybe you can be a bit more explicit.

What is it AID is trying to protect?

Mr. RICHMOND. I believe, Mr. Leach, that AID is trying to protect its own funding methods—its own methods of distributing money to lesser developed countries—and by protecting the census figures they can show Congress why more money should be sent to one country than another.

On the other hand, if the census figures were prepared by our own U.S. Bureau of the Census, we would have a little more of a check and balance on AID's distributions.

Mr. LEACH. Yes, sir. The only objection I have at all to your statement—I think the principle is fine—is that may experience with AID has been, if nothing else, that they are well-intended and good people and trying to do a decent job. I can believe that the Census Bureau is a more appropriate place to do this work, and I also can strongly support funding for an annual and more comprehensive publication, but I am a little perplexed at the criticism of AID without some specificity being arrived at.

Mr. RICHMOND. Well, Mr. Leach, I have seen many instances where AID distributed funds on the basis of their population analysis which might not have been the same if that analysis had been done by the U.S. Census Bureau.

Mr. LEACH. Fine. Thank you. I have nothing further.

Mr. LEHMAN. Mr. Solarz.

Mr. SOLARZ. Thank you, Mr. Chairman.

It's always good to see another member of the Brooklyn delegation testifying on matters of great concern to the people of Brooklyn.

Fred, I just have a few questions. First of all, do you know what the costs of the census on world populations are?

Mr. RICHMOND. I believe for AID to transfer its funds to the Bureau of the Census, \$750,000 is involved.

Mr. SOLARZ. Are they supposed to be conducted annually?

Mr. RICHMOND. Yess. AID does conduct them, but AID, we, fels slants the figures exactly as they want.

Mr. SOLARZ. Well, as I understand your testimony, the Censue Bureau conducts the census, but AID funds it.

Mr. RICHMOND. Right. But AID gets the data, collates it and pretty well arranges it in the——

Mr. SOLARZ. What kind of data are we talking about here?

Mr. RICHMOND. Population of undeveloped countries.

Mr. SOLARZ. And how is it gathered? It's not gathered on a house-to-house basis, the way census data is gathered here, is it? I would assume they utilize the statistics generated by the developing countries themselves.

Mr. RICHMOND. And they utilize our various embassies around the world, too.

Mr. SOLARZ. Do you know what the points at issue between AID and the Bureau of the Census were? You indicate that AID wanted them to make certain changes and wouldn't fund it unless they agreed to it.

Mr. RICHMOND. The problem is that AID would like to control the census figures in order to substantiate their own grants of assistance to developing nations. It seems to me that a more correct process would be for the U.S. Census Bureau to come out with these figures and that all of us have them, and then we would be in an equally good position, as AID is to decide where their money should go.

Mr. SOLARZ. Well, ultimately we all get the figures now.

Mr. RICHMOND. We get them slanted by AID now.

Mr. SOLARZ. In what way?

Mr. RICHMOND. We fell that AID perhaps slants them to substantiate the grants they make to certain countries.

Mr. SOLARZ. You mean to say that the figures that are given by the Bureau of the Census to AID are different from the figures AID then makes publicly available?

Mr. RICHMOND. We feel that AID takes those figures and rearranges them to suit themselves. We feel that if the Bureau of Census had the sole power to do the census, we would probably get a much more honest count.

Mr. SOLARZ. But I'm a little bit unclear. Are you talking about the interpretation which AID places on figures given them by the Bureau of the Census?

Mr. RICHMOND. Yes.

Mr. SOLARZ. But anybody is then free to interpret the figures in any way they want.

Mr. RICHMOND. Except the Bureau of Census gives the figures directly to AID and no one else gets them, because AID finances the project.

Mr. SOLARZ. Well, and then AID presumably makes the figures public in one form or another; is that correct?

Mr. RICHMOND. In the form that they see fit.

Mr. SOLARZ. Right. But, to your knowledge, is AID suppressing information?

Mr. RICHMOND. To my knowledge, AID is stretching information to suit their own grant policy, and I think we probably perhaps have a right to have the hard information ourselves and make our own interpretation.

Mr. SOLARZ. I am new to the subcommittee, so you will have to excuse the naivete of the question. But are there precedents for similar arrangement between AID and the Bureau of the Census with respect to other Government agencies, whereby one agency of Government, in effect, finances a census by the Bureau of the Census and then the Bureau gives the agency the figures and they make them public, or is this a sui generis arrangement?

Mr. RICHMOND. I just know about this one case because I have had an awful lot of complaints about this particular matter. I don't know of any others.

Maybe Congresswoman Schroeder might know.

Ms. SCHROEDER. AID subcontracts to other agencies.

Mr. SOLARZ. This, in effect, would be taking away from AID the rights to subcontract which is given to many other agencies. Do you know if other problems along these lines have developed with respect to other agencies?

Mr. RICHMOND. Perhaps Ms. Schroeder can help you out.

Ms. SCHROEDER. We had a problem with the agricultural census, which you may have picked up, too, where the Department of Agriculture wanted to redefine a farm. If it happened, it would have changed the data collected by the Bureau of the Census, and we got into an interdepartmental thing. I think usually it's just that the Bureau collects the data and the agencies publish it—and that's the end of it.

Mr. SOLARZ. I want to come back just for 1 second to the question of the disagreements between AID and the Bureau of the Census in the context of the surveys. I gather from your testimony that AID took the position they wouldn't fund the survey unless certain changes were made. Do you know offhand what the changes were that AID demanded?

Mr. RICHMOND. I believe just changes in statistics that the Bureau of the Census had put out.

Mr. SOLARZ. In the kinds of questions?

Mr. RICHMOND. Yes. It's obviously simpler if we let the Bureau of the Census handle the census and then distribute them to all agencies and to us.

Mr. SOLARZ. Do you think this would be true across the board. I mean, wherever there is a Government agency that finances a Bureau of the Census study, that we should take—

Mr. RICHMOND. I'm just here to discuss this one specific problem because it's the only one I happen to know a little about. I don't know about a good many of the others.

Mr. SOLARZ. You see, I have a totally open mind on it because actually it's the first I have heard of the problem. But like Mr. Leach, my experience with the people at AID has generally been favorable. The International Relations Committee, on which I serve, has jurisdiction over AID, and we do get involved in problems with them from time to time. But basically their heart seems to be in the right place.

Presumably, AID is the agency of Government which makes the most concrete use of these figures. They are the ones who are asking for, this year, I think it's something like \$177 million in authorization funds for population planning programs around the world. Obviously, they are the key agency of Government using these figures, so I would think certainly they would want to have input into what kind of data the Bureau of Census comes up with.

Mr. RICHMOND. I think what you want, Mr. Solarz, is first, an honest census. Now, then, if the Office of Population of AID wants some input after that, I see no reason why they shouldn't be able to get input. But all of us ought to be treated equally as far as the census is concerned. All of us ought to be given the hard figures.

Mr. LEACH. Would the gentleman yield?

Mr. SOLARZ. Yes.

Mr. LEACH. Fred, is there any implication that the census is dishonest in the sense that AID has come up with false figures? I mean, obviously, people can disagree with interpretation or they can disagree with the exact information source, but is there any indication that AID has actually published false information?

Mr. RICHMOND. There is an indication that the Office of Population of AID is somewhat insensitive to anything except that which it approves of.

Ms. SCHROEDER. Will the gentleman yield?

Mr. SOLARZ. Delighted to yield.

Ms. SCHROEDER. One of the things we discovered last year in our hearings on another area was that there are 55 governmental agencies that don't have professional data collecting types in them, and there are 5 that do have professional and statistical data collecting types. So, the 55 often subcontract out to the 5 agencies that have expertise, and I think one of our problems is when the agency that has that expertise then turns over their reports to the agency who asks them to do it—admitting they don't have the expertise—they want to change it. You get into all sorts of problems, and I am not sure how you blame people or whose intent or whether it's harmless or what, but I think we have seen this on several occasions.

Mr. LEACH. Would the gentlewoman yield?

One of the points here that is fairly clear is that census can ask for any information they want to ask for and since AID is the agency most directly involved in the direction of Government programs abroad, it would presumably have a direct interest in designing a census that would help it in its work. So one would presume that AID would frequently want to be making input into the types of questions that would be asked. I am just a little concerned as to whether

the issue here is one of personality between agencies as much as it is one of honesty and integrity,

Mr. SOLARZ. Hopefully, this will emerge in the hearing. Let me say, from my own point of view, I certainly agree with the gentleman from New York, that if there is going to be such a census, it ought to be impartial and independent and accurate.

If we are going to be spending money, obviously we don't want to subsidize false figures. On the other hand, if we are going to disrupt the existing arrangements, it seems to me the burden of proof is on those who would like to alter them, and perhaps that burden can be sustained.

But I think there would have to be a specific showing with respect to the particulars of the experience which would indicate to this committee and, through us, the Congress that the existing arrangement has in point of fact not worked.

Now, you have offered your conclusions, and the conclusions may well be correct, but I do think the committee would be entitled at some point to be able to go beyond the conclusions and into the evidence which justifies them, so we can see whether or not we agree.

In other words, Fred, you may be absolutely right—and knowing you, I assume that you probably are, because I have a lot of confidence in your judgments—but I do think that we ought to have the specifics of the problems that have developed so we can make that judgment for ourselves.

Mr. RICHMOND. On the other hand, I think as a practical matter, all of us will be better off if we allowed the U.S. Bureau of the Census to collect and analyze the material, as they are doing now, and publish it and let AID get its copy and let Congress get its copy and the executive branch its copy.

There's no reason why AID should have any editorial ability, or why AID should be able to tell the Bureau of Census those figures are wrong, or emphasize some other figures.

Mr. SOLARZ. Well, in principle, I think your observation is correct, although I think AID ought to be in a position to be able to have input into the formulation of the survey, since they will be utilizing the data. I don't think they ought to be in a position to slant data.

Mr. RICHMOND. That's the problem. We find they have been in a position to slant.

Mr. SOLARZ. What I am saying is, if, in fact they have, then your conclusion is justified. But I think we have to have the specific evidence which would show us that they actually have done that—and you have asserted that they have—and indeed, if you say they have, I tentatively assume they have. But I think I would just feel a lot more comfortable being shown exactly how they did it, what they were given and what they suppressed or distorted.

Mr. RICHMOND. Well, I just wanted to give you a few general ideas of what they have done. There is no question that AID has been slanting the figures, and I feel if you let the Bureau of the Census handle these figures and give the rough data to all of us, we will all get a more honest count.

You know the old saying about figures don't lie, but liars figure.

Mr. SOLARZ. Yes.

Mr. RICHMOND. So, let's get the honest figures and then let's make up our own minds.

Mr. SOLARZ. Are you in a position to tell the committee where you got the evidence, as it were, which led you to this conclusion? I don't want you to divulge confidential sources, but I mean, on what basis did you come to this conclusion?

Mr. RICHMOND. In connection with my work on world population and world nutrition for my Committee on Agriculture. Then I discussed the matter with Ms. Schroeder and Jim Scheuer.

Mr. SOLARZ. I assume that in the course of the hearing today, we will be able to probe this matter, but I think this has been a useful contribution.

Mr. LEHMAN. Before you leave, I think I would like to speak on this issue as a matter of principle. I know you spent a lot of time in the business world before you ever came to Congress. In the question of business principles in the collection and the use of data, when you publish material for your stockholders you don't have the same people who deal with the operation of the business also compile and analyze the figures which are to be presented to the stockholders.

Now, can you in a sense, relate this kind of principle and apply it to the kind of change that you want to institute into the AID program?

Mr. RICHMOND. Exactly, Mr. Chairman. You put your finger right on it.

Mr. LEHMAN. How would you phrase that?

Mr. RICHMOND. If I am the president of a corporation——

Mr. LEHMAN. According to the Wall Street Journal, you have done pretty well.

Mr. RICHMOND. Let's say I am president of a corporation and I have stockholders to report to. Now, if I don't call in an outside accountant and if I just let my accountants handle those figures, isn't there a much better chance that I am liable to slant those figures a little more to my liking than to reality?

On the other hand, if I call in an outside first-class——

Mr. LEHMAN. It's hard to be objective when you are involved.

Mr. RICHMOND. Where if I called in a first-class firm of outside certified accountants, there's no chance of my slanting those figures and they become honest, hard figures, which anyone can research.

The same thing here. In the Bureau of the Census we know the Bureau of Census is a first-class, good, scientific, legitimate organization. All we want is a certified public statement from them.

Mr. LEHMAN. Well, to me it's just like the FDIC doesn't let the bank appraise its own loans.

Mr. RICHMOND. Of course.

Mr. LEHMAN. The quality of its loans. They call in their own people for that. I think this is the kind of check and balance that makes the AID program a more presentable and more creditable program.

Mr. RICHMOND. It's a perfect analogy.

Mr. LEHMAN. Believe me, I don't think there's any way that this hearing should be taken as an attack on the foreign assistance program, because if there's anything we don't do enough of is assistance to less fortunate countries of the world—and I think we should do more—and only this morning from Robert McNamara I found out that of all the Western industrial nations, on the amount of foreign aid that we give in relation to our gross national product, it is less than any of them—even less than Great Britain, as bad a shape as Britain is in—and we give less of our gross national products, or rates, for the less fortunate countries in the world.

Thank you.

Mr. RICHMOND. Thank you, Mr. Chairman.

Mr. LEHMAN. Let me just take a moment and we will all go to the vote. When I go to the floor, I am going to ask for unanimous consent to continue to hold these hearings during the 5-minute rule.

I think that can be worked out, because we didn't realize the House was going in at 12 o'clock today, and because it's ordinarily scheduled for 3 o'clock on Wednesday.

We will recess this for 15 minutes and then we will take up the next witness.

[Whereupon, at 1:30 p.m., the hearing was recessed, to reconvene at 1:45 p.m. this same day.]

Mr. LEHMAN. I have some rather unhappy news for you. I asked for unanimous consent to continue these hearings, and the ranking minority member of the committee rose to reserve the right to object.

We are going to have to adjourn, but I feel that we can, at your convenience this time, reschedule these hearings as quickly as possible.

Mr. FURMAN. Mr. Chairman, on behalf of AID, I can assure you we consider this an equally important issue and we will come back at your convenience at any time.

Mr. LEHMAN. We are going to work it out for you, and unfortunately, this is not the way to run a railroad, but I think it's very important that we do get the testimony on record. We will reschedule you as soon as possible.

Mr. SOLARZ. Mr. Chairman, if you will yield just for a moment.

Mr. LEHMAN. I yield to my friend from New York.

Mr. SOLARZ. Before you send everybody running; in light of some of the allegations that have been made and because the degree of their accuracy will have some influence, presumably, on the action of the committee, I think it might be useful if you would agree to have the staff prepare a report for members of the committee on exactly what's been going on here, so we could have some factual basis on which to operate.

I don't have in mind an intensive investigation, but something which would provide the particulars that either would or would not substantiate the claims that have been made.

Mr. LEHMAN. Well, I think what you are asking for is for a more indepth statement from Mr. Richmond, and so that we can deal with the kind of allegations that were brought out in his testimony.

Mr. SOLARZ. Yes.

Mr. LEHMAN. Then we will try to do that, and frame the next hearing in this kind of a framework.

Mr. SOLARZ. I guess what I am really getting at is this: if what we are talking about here is a matter of principle, then the principle ought to be applied across the board, not just to this particular AID-Bureau of the Census arrangement, but to others.

If we are not talking about principle so much as a particular problem which has developed, then I think we have got to be able to substantiate the fact that there has been a problem.

Mr. LEHMAN. Well, without continuing to hassle this, I think the jurisdiction of this committee is responsible for the kinds of data that are collected by all agencies of the Government, and it's just a question of how thin we can spread the staff of this committee.

Mr. SOLARZ. Thank you.

Mr. LEHMAN. Again, my apologies to the witness.

[Whereupon, at 1:58 p.m., the hearing was adjourned.]

COLLECTION AND PUBLICATION OF WORLD POPULATION DATA

MONDAY, APRIL 25, 1977

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON CENSUS AND POPULATION,
Washington, D.C.

The subcommittee met at 9:40 a.m. in room 304, Cannon House Office Building, Hon. William Lehman (chairman) presiding.

Mr. LEHMAN. I call to order the meeting of the Committee on Post Office and Civil Service Subcommittee on Census and Population.

These hearings have been reconvened for the purpose of insuring the independent compilation, analysis, and publication of world population data. It is crucial that the Federal Government receives timely, accurate, and objective statistics from which foreign assistance programs can be formulated.

Subsequent to the March 30 world population data hearings Congressman Leach and I met with Mr. Hagan and Mr. Levine from the Bureau of the Census and Mr. Allan Furman from the Agency for International Development. Both agencies expressed a desire to work their differences out administratively.

It is hoped that during today's hearings this subcommittee will have an explanation of the major differences that remain to be resolved before these two agencies can reach a contractual agreement.

This may well obviate the need for Mr. Richmond's legislation, but at this time I am not willing to go that far unless this subcommittee sees hard proof that the conflicts are being resolved in a timely, amicable, professional manner.

Make no mistake, this subcommittee will accept nothing less than a guarantee that this Congress will have at its disposal, objective world population data compiled, analyzed, and published by the Bureau of the Census and will do whatever is necessary to assure that end.

This morning we have Mr. Furman from the Agency for International Development, who will make his presentation out of order, because he has to get back to his office. We would like him to come up first.

STATEMENT OF ALLAN R. FURMAN, ACTING ASSISTANT ADMINISTRATOR, POPULATION AND HUMANITARIAN ASSISTANCE, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. FURMAN. Mr. Chairman, on behalf of the Agency for International Development (AID), I welcome the opportunity to appear before this subcommittee to discuss H.R. 3950 and its relationship to the international population assistance program supported by AID.

Several parts of AID use either the services or reports provided by the Bureau of the Census. But the Population and Humanitarian Assistance Bureau has primary responsibility within AID for the functions which will be affected if the proposed bill is enacted.

As you know, AID has been engaged in family planning and related population assistance to many less developed countries of the world for over 10 years. This work ranges from social and biomedical research to the provision of information and the means of contraception to couples who wish to limit their fertility. Efforts to improve demographic measurement are a vital part of this program. Such demographic data are also needed to measure the impact of other aspects of our economic assistance program as required by section 102(d) of the Foreign Assistance Act.

Our work in the demographic area focusses on five basic areas:

(1) We plan and finance technical assistance to countries wishing to improve data collection and analysis techniques. The Bureau of the Census, the East-West Center in Hawaii, and the National Center for Health Statistics have played an important role in this process.

(2) We support sample surveys, such as those organized by the International Statistical Institute in the Hague and London through the world fertility survey.

(3) We finance the training of specialists from developing countries in this work. The Bureau of the Census and several U.S. universities have participated in this effort.

(4) We underwrite efforts to speed and improve data analysis and collection techniques. Again, the Bureau of the Census and several U.S. universities and other institutions have been involved.

(5) And finally, we pay for the collection, evaluation, and periodic publication of demographic data, for use by host country as well as U.S. planners and managers of population and other development assistance programs. It is in this critical area that the Bureau of the Census has been the key actor on our behalf.

The AID relationship with Census has been a long and fruitful one—going back many years before our present emphasis on population assistance. In fact, the technical assistance, training services, and data collection work provided by the Census Bureau have been important elements in the total U.S. assistance effort for over 20 years. In fiscal year 1978, an estimated \$14 million out of a total of \$177 million for population assistance will be obligated for demographic activities to be carried out by organizations ranging from the United Nations to small contractors. The Census Bureau share of this has averaged some \$3 million a year. About half or \$1.5 million of this \$3 million supports demographic data collection and analysis—the element which bears directly on H.R. 3950. While relatively small in terms of our overall program, it is nevertheless a vital part of our broader range of interests.

As the population program has grown and family planning services have been extended to more people in more countries, it has become necessary to obtain accurate statistical measures of program effectiveness. We do this in four basic ways: (1) Decennial censuses, when available; (2) sample surveys covering key population areas; (3) vital registration of births and deaths; and, (4) sample registration systems.

In the final analysis, however, only good demographic data permit us to determine whether we have achieved any measure of success in reducing fertility as a result of the investment of our development assistance funds.

It is because of the growing concern over the need for improved demographic data that we are here today. Quite frankly, some friction has developed in recent months between the staffs of our Population Office and the International Statistical Program Center of the Bureau of the Census on the issue of population growth rates for six countries: Burundi, Colombia, Indonesia, Mauritius, the Philippines, and Thailand. In part these were legitimate differences of technical judgment but this is possible in any close professional working relationship. These differences resulted in a delay in the release of the compiled population data for all countries and gave rise to the suspicion in some quarters that AID used its position as a financial agent to influence the professional product of the Bureau of the Census. While I do not agree with this interpretation, the relationship problem has been real and the top management of Census and AID have tried to deal with it. We are working closely with the executive staff of Census, particularly Mr. Levine, to resolve these differences. I firmly believe that a solution is possible and that the remaining remedial steps will be taken in the near future.

For our part AID has taken or will take the following actions:

(1) We have agreed to continue to acquire technical and training services from the Bureau of the Census—an area where we have had no difference of view;

(2) We will continue to contract with the Bureau of the Census for the acquisition and publication of demographic data from national censuses and sample surveys—the area of concern which we are trying to resolve;

(3) We have reaffirmed a decision of the previous administration to transfer present program monitoring responsibilities for this latter service from its current location in AID's Office of Population. The exact location of this responsibility is the subject of a management study at the moment; and,

(4) Finally, we have made arrangements to enter into a contract with the National Academy of Sciences wherein that body will convene an expert panel of demographers to adjudicate differences of technical opinion on statistical methodology—regardless of the source. The Bureau of the Census has endorsed this arrangements.

Given these substantial actions, I believe that we will overcome the problems without the legislative remedy H.R. 3950 is designed to correct. I therefore urge that the proposed bill not be enacted at this time. Rather, I ask that the subcommittee postpone its final decision for 6 months to give the new leadership of AID time to resolve this issue and reach agreement on a new scope of work for this area. We shall be happy to keep you informed of our progress and will report back to you when we have finished our discussions. If you are not satisfied, you will still be able to take action during your consideration of the fiscal year 1979 budget. I believe this will improve our working relations significantly.

In conclusion, Mr. Chairman, just as Congress needs ready access to reliable demographic information without fear of any attempt to manipulate the data to the advantage of any particular point of view, we must also be able to assure you that we have been absolutely scrupulous in insuring its accuracy and acceptability. We value our working relationship with the Bureau of the Census and believe that continued access to their professional expertise will contribute substantially to the effective management of the international population assistance effort. AID has been in the vanguard of virtually every new initiative in this effort. To sever a major facet of our relationship with the Bureau of the Census by legislation would seriously affect our ability to coordinate and manage a complex array of related activities with other international institutions and organizations concerned with the collection and analysis of demographic data. I am convinced that an effective team effort is possible and should be continued. I hope you will agree.

Mr. LEHMAN. Thank you, Mr. Furman.

I think basically your statement is possibly the result of some conversations that we have had in the previous week, and this is to get it into the public record. It is basically what we have been talking about, so that there will be a reference point that we will all have some agreement on.

There are two items that I would like you to respond to, and that is on page 6, in the second and third paragraphs there. One relates to the exact locations of responsibilities to the study of management. It is the subject of a management study.

And then you refer to the National Academy of Sciences to convene an expert panel of demographers to adjudicate the difference of technical opinion on statistical methodology.

First, do you think that the National Academy of Science will be willing to do so, and, second, do you have any problem that the Bureau of Census will have any reservations about this body from the National Academy of Sciences. And third, I guess, why wouldn't the National Academy of Science, if you had such a body, also be a part of the decisionmaking process of the management study as to the exact location of responsibility in regard to the previous paragraph.

Mr. FURMAN. On the first point, Mr. Chairman, there is no doubt but that the National Academy of Science is willing to undertake this. The contract has been signed and they will convene the first meeting of the Expert Committee on Population and Demography the latter part of June. I have a list of the members which I would like to offer as a part of this record.

[The list referred to follows:]

NATIONAL ACADEMY OF SCIENCES—COMMITTEE ON POPULATION AND DEMOGRAPHY

Ansley J. Coale (Chairman), Office of Population Research, Princeton University.

William Brass, London School of Hygiene and Tropical Medicine.

Lee Jay Cho, Director, East-West Population Institute; Department of Sociology, University of Hawaii.

Ronald Freedman, Population Studies Center, University of Michigan.

Nathan Keyfitz, Professor of Sociology and Demography, Harvard University.

Leslie Kish, Professor of Sociology, University of Michigan.

Parker Mauldin, Senior Fellow, Population Council, New York City.

Samuel H. Preston, Population Program, University of Washington.

William Seltzer, Chief, Demographic and Social Statistics Branch, Statistical Office, United Nations.

Conrad Taeuber, Director, Center for Population Research, Kennedy Institute, Georgetown University.

Etienne Van de Walle, Professor of Demography; Population Studies Center, University of Pennsylvania.

Jane Menkin, Princeton University.

Paul Meier, University of Chicago.

Professional Staff: Staff Director, Robert Lapham, Population Council, Kenneth Hill, School of Tropical Medicine, London, England.

Mr. LEHMAN. I met a couple of mathematicians there last night.

Mr. FURMAN. Yes; there were several of them.

Ansley Coale, for example, has been designated as the chairman of this body. There are some 14 or 15 members of various backgrounds and experience, social science as well as demography, who will participate in this committee.

I was assured by Dr. Goslin who heads up the international side of the National Academy on Friday afternoon, that things will move ahead and that they will——

Mr. LEHMAN. We have got them all here in Washington for a convention. We ought to grab them while they are here.

Mr. FURMAN. Yes, indeed.

On your second point concerning the Bureau of the Census and how they have viewed it, as far as I know they have no objection to the organization of this committee and they endorsed it earlier on. Certainly Mr. Levine can speak to that more directly than can I.

Third, about the view of the National Academy of Sciences concerning the management responsibilities. I have not asked the Academy to make any judgment on this. I am not sure that they would want to.

I think they would view this as basically an internal bureaucratic responsibility of AID. I would like to underscore, however, that this is an impartial management study being conducted by an office which is a part of a different bureau for management services.

Mr. LEHMAN. But their decision will not necessarily be binding in arbitration. But, certainly this committee will have a great deal of concern, should one of the parties be reluctant to go along with what this rather prestigious body would recommend.

Mr. FURMAN. Indeed.

Mr. LEHMAN. As you know, there would be no legal way that you could bind either party to accept that. But I would certainly like it to be a matter of record that we expect and anticipate that this would be the kind of a decision we could all live with very healthfully or comfortably.

Well, I don't have any more questions. It seems like I am the committee today. So, if you would like to just wait a few minutes and see whatever comes up from the testimony of the Bureau of the Census, just in case—I think, otherwise, Mr. Levine can come up next.

Mr. FURMAN. One more point, Mr. Chairman.

In an effort to try to explain, or to at least graphically demonstrate the fact that there can be legitimate differences of opinion on growth rates and the timing of the publication of these data, I asked our demographic staff to compare information on the six countries that were in contention between the Bureau of Census and us. I have given a copy of this comparative table to your staff counsel.

First, these data are drawn over a period of time, and second, from six different sources—the U.N., the World Bank, the Bureau of the Census' World Population publication, AID, the Population Reference Bureau, and the Population Council.

And it simply says, I believe, that depending upon what the year is or what the frequency of analysis has been, that different versions of growth rates can be arrived at. And this is nothing more, in my judgment, than technical differences of opinion which can be resolved and shouldn't be overwhelming in our working relationship.

If I may, I would also like to ask that this also be included in the record.

Mr. LEHMAN. It will be included in the record.

[The tabulation follows:]

POPULATION GROWTH RATES IN 6 COUNTRIES ACCORDING TO VARIOUS SOURCES

[Sources and year to which rates refer]

Country	U.N. 1975 ¹	World Bank 1970 ²	Census 1974 ³	AID 1975 ⁴	Population Reference Bureau 1977 ⁵	Population council Population 1975 ⁶
Thailand.....	3.3	3.1	2.5-3.4	2.2	2.4	2.8
Indonesia.....	2.6	2.0	2.2-2.4	2.0	2.4	2.1-2.4
Philippine.....	3.3	3.0	2.6-3.2	(2.7)2.9	2.7	2.6
Colombia.....	3.1	3.2	3.0-3.3	2.4	2.5	2.1-2.4
Burundi.....	2.5	2.0	1.5-2.6	2.1	2.1	NA
Mauritius.....	1.6	2.4	1.6	2.0	1.7	1.7

¹ U.N., "Selected World Demographic Indicators by Countries, 1950-2000," E/A/P/W.P.55, May 1975. Estimated rates are based on the assessment of population data available as of 1973. The rates presented here are averages of 2.5-yr periods: 1970-75 and 1975-80.

² World Bank, world tables 1976.

³ Census, world population 1975.

⁴ AID, unpublished table, Demographic Estimate for Countries and Regions of the World, 1975, and papers presented at U.S. Congress.

⁵ Population Reference Bureau, 1977 world population data sheet.

⁶ Population Council, "Population and Family Planning Programs: a Factbook," Reports and Population/Family Planning No. 2 (8th ed.), October 1976.

Mr. LEHMAN. Now these six countries that you talk about, are they the ones that you had the major difference on?

Other countries that you may or may not have had differences on haven't surfaced and the problems haven't been there. But there could be underlying differences that the NAS could explore and any of their recommendations would not be limited to these six countries, nor would any of the other agreements that you worked out with the Bureau of the Census, they would be across the board, not limited to the six countries in this statement.

Mr. FURMAN. That is correct.

It says in the scope of the contract that we have with the National Academy, that they will undertake review on request, of whatever countries are agreed upon. But, as I pointed out on Friday, the National Academy maintains a very independent stance in terms of how it will deal with such things. They won't let anybody, and certainly not AID set everything up for them and then say, OK, you march in this direction. They are going to be an absolutely independent body. I think that is the only way to go.

Mr. LEHMAN. The other factor that I have discussed before with you is that most of this information that the Bureau of the Census is getting, is coming out of the data-collecting processes of the countries from which they are working. And if they don't have viable and better material to begin with, we have got to be able to start from that kind of a basis.

And, do you think the relationship with the National Academy of Sciences can be expedited so that we can still meet the 6-months deadline?

Mr. FURMAN. Yes, sir.

They are going to convene in June, and I am sure they are going to begin working actively immediately thereafter.

Mr. LEHMAN. Thank you very much.

We will talk with Mr. Levine now.

Oh, counsel has one question he would like to ask you.

Mr. FERRELL. Mr. Furman, talking now hypothetically, but, if the bill, H.R. 3950 were passed and enacted, what effect would that have on our programs or other contracts that the Bureau has with AID?

I understand this is just one isolated contract that we are speaking of, and that the Bureau has many other contracts with AID in different divisions. Would that have any effect whatsoever on their—

Mr. FURMAN. Two points I would like to make in that respect.

No. 1, our general counsel tells me that H.R. 3950 would not prevent AID from publishing its own data if that were necessary.

But it would not have, under any circumstances, any apparent impact on other programs that are being carried out by other bureaus of the agency, regional or central bureaus such as program policy.

Mr. LEHMAN. Such as what?

Mr. FURMAN. Such as our program policy bureau which has the overall responsibility for collecting economic and social data. They have a contract with the Bureau of the Census, as does our Technical Assistance Bureau and our Asian Bureau.

Mr. FERRELL. So in your opinion, if this bill were to be passed, the other programs would continue?

Mr. FURMAN. I don't know the exact details of the other responsibilities.

Mr. Levine can answer those questions. But, if H.R. 3950 was not amended substantively from what it is now, it is directed only to the collection, analysis, and publication of demographic data. This presumably would not have anything in that—again, there may very well be differences of opinion.

Mr. FERRELL. You mentioned though, if 3950 were passed and given to the Bureau directly, you would then feel compelled to compile your own statistics. Specifically related to the scope of this bill, you would collect your own statistics?

Mr. FURMAN. Two points.

No. 1, we will continue to negotiate, or attempt to negotiate an agreement with the Bureau of the Census to carry out this responsibility for us.

Assuming we are successful in working this responsibility out, the issue then of whether or not AID publishes or the Bureau of the Census publishes becomes a matter of subsequent negotiation.

Mr. FERRELL. But we wouldn't have competing or parallel activities?

Mr. FURMAN. Possibly we might, but I don't know that necessarily is wrong.

In fact, as you know from my view, I am not sure that the U.S. Government or any branch of the U.S. Government should be legislatively required to publish these data. I think we are getting into area that could be very awkward in terms of information and reaction of another government overseas. I think this is something we have to be very cautious about.

Mr. LEHMAN. Well, I think we have got to a point where we are in a hypothetical case. Let's find out what is happening first.

It is good to have this on record, but I can see that data deals with population, demographic, cannot be isolated from the common data that you would be collecting in regards to other fields.

Mr. FURMAN. That's right.

Mr. LEHMAN. And I would like to see the same kind of setup across the board, rather than have two different kinds of systems of data collection and two different types of analysis, because you would be dealing with apples and oranges instead of across the board in one kind of an evaluation.

Mr. Rousselet, we are happy to account that you have been here, and if you would like to voice a view, a question or two that you might like to ask Mr. Furman now in regards to his statement, we would be pleased to give you an opportunity.

Mr. ROUSSELOT. I am sorry I didn't have a chance to read your statement, Mr. Furman. Maybe you have already answered this question, but I will ask it.

We have been informed that there is a growing suspicions that AID has used or tried to use its position as financial agent to influence the professional products of the Bureau.

Do you think that is a true statement?

Mr. FURMAN. Well, sir, as I have said in my statement, I do not agree with that interpretation. I think there were valid differences of judgment, a technical judgment, as to what was acceptable. But I would not say that anybody has tried to influence the Bureau of the Census.

They are professionals, they held their own line, they made their own judgment. The question of publication is a quite different issue. But there was no attempt, as far as I am concerned, that we were trying to distort the publication of—

Mr. ROUSSELOT. How did this charge float then? Did somebody make it up?

Mr. FURMAN. Because there was a difference of opinion on six particular countries as to whether or not the data reflected current circumstances and took into consideration the latest—

Mr. ROUSSELOT. Six different countries. Which ones?

Mr. FURMAN. Columbia, Thailand, the Philippines, Burundi, Indonesia, Mauritius and—I guess that was it.

Mr. ROUSSELOT. Mauritius.

Mr. FURMAN. Not a very significant country in terms of our program. Burundi is also not a particularly significant country in that context.

Mr. ROUSSELOT. Not many big problems occurring there right now?

Mr. FURMAN. No.

Mr. ROUSSELOT. You say it was only the publication of data that caused the problem as far as you are concerned?

Mr. FURMAN. It was the release of a document called "World Population, 1975." This whole question arose as to whether or not the Bureau had taken into consideration the latest survey information that had been collected on some of these countries.

I think Mr. Levine can speak more to the details on that. As I recall, the issue really focused on Indonesia and to a certain extent on the Philippines and Thailand.

Mr. ROUSSELOT. What about the charge that your agency has been suppressing the release of population data to other interested agencies?

Mr. FURMAN. This all grows out of the same question on these six countries.

Mr. ROUSSELOT. Just on the six?

Mr. FURMAN. Well, the question arose with regard to the six countries and the publication of the World Population document, which the Bureau of the Census published under contract with AID. It was delayed as the result of the difference of opinion on these countries.

Mr. ROUSSELOT. We have been informed that both you and the Bureau, both AID and the Census Bureau, feel that the differences can be resolved.

Mr. FURMAN. Yes, sir. We are working actively. We have already met once. The new Assistant Administrator designate and I went over about 2½ weeks ago and met with Mr. Hagan and Mr. Levine. We will be drafting a new scope of work which, I hope we can come back to this committee about the middle of May and outline then what we propose to do.

Mr. ROUSSELOT. Do you think we need a legislative remedy?

Mr. FURMAN. No, sir, I do not.

Mr. ROUSSELOT. It can be done by agreement?

Mr. FURMAN. Yes, sir,

Mr. ROUSSELOT. Peacefully.

Mr. FURMAN. I would hope so.

Mr. ROUSSELOT. I see.

Mr. FURMAN. It is my intention to be sure that it is peaceful, anyway. I think it has gone on much too long and I see no reason why it should have to continue.

Mr. ROUSSELOT. You are not being overly optimistic?

Mr. FURMAN. Well, sir, I have been in this Bureau for 3 years, and it has taken a year and a half to get this far. It may be optimistic to get it done in 6 months, but I am going to get it done in 6 months.

Mr. ROUSSELOT. Are you leaving or something—

Mr. FURMAN. Pardon?

Mr. ROUSSELOT. You won't leave just as we get an agreement?

Mr. FURMAN. If an agreement is struck, I think Mr. Levine will be there much longer than I, so I will hold him responsible for keeping it on the track.

Mr. ROUSSELOT. I am not trying to announce anything for you. That happens, people working on a project, take off and go somewhere else.

Thank you, Mr. Chairman.

Mr. LEHMAN. OK, we still are to hear from Mr. Levine, and Mr. Furman will stand by; that may raise some questions.

**STATEMENT OF DANIEL B. LEVINE, ASSOCIATE DIRECTOR FOR
DEMOGRAPHIC FIELDS, U.S. DEPARTMENT OF COMMERCE,
BUREAU OF THE CENSUS**

Mr. LEVINE. Thank you, Mr. Chairman.

Mr. Chairman, I am pleased to have this opportunity to appear before this subcommittee to discuss our work for the U.S. Agency for International Development (AID), and H.R. 3950, which would authorize and require the Secretary of Commerce to undertake a portion of this work directly, through the Bureau of the Census.

Before commenting on the proposed bill itself, I would like to describe briefly the scope of our activities for AID. For many years, the Bureau has worked closely with many different offices within AID. At the request of and funded by AID, we have provided technical training at the Bureau for foreign statisticians, sent technical experts to all parts of the world to assist in the conduct of censuses and surveys, prepared and installed data processing software, and compiled, analyzed, evaluated, and maintained a current library of demographic data on all countries of the world, with special emphasis on the developing countries. Although the focus of these activities may change slightly as new needs come to the fore, the bulk of the work has taken on a permanent character and does not change markedly from year to year. As one example of this continuity, I would cite the Bureau's training and consultation program, which has trained more than 4,000 technicians from approximately 75 countries in all aspects of the design and implementation of censuses and surveys. This program has resulted in significant improvements in the quality, frequency, and scope of statistical activities throughout the world, and provides another means by which our government extends its expertise and good will to other nations.

In the area of population statistics, which is supported primarily by the Office of Population of AID, we have analyzed population trends for individual countries, prepared population projections, developed methods for evaluating and adjusting demographic data, and prepared and published reports presenting the results of our activities.

All of the work which I've described reflects a long, cooperative, and fruitful relationship between AID and the Bureau of the Census.

I would note that in addition to the activities funded by AID, the Bureau conducts an extensive program of reimbursable data collection and analysis for many other Federal agencies, in areas such as employment and unemployment, housing, health, and criminal justice.

These contractual arrangements have both advantages and disadvantages. On the whole, we believe the arrangements are quite satisfactory, because they permit the sponsoring agencies to utilize the Bureau's professional expertise and other capabilities efficiently, with recognition that the design and execution of the survey activities will reflect the particular needs and interests of the sponsoring agency. On occasion, these arrangements may impose some limitations on Bureau activities; these may arise from a lack of sufficient resources,

on the part of the sponsor or the Bureau, to implement all the design, quality checks, and evaluation work we might prefer to do, or from differences in viewpoint as to what information can or should be collected, how the data should be analyzed, and how it should be disseminated.

As in all such relationships, differences of professional judgment may and do arise from time to time, and are resolved through discussion and a mutual interest in the successful accomplishment of the project. As such differences have arisen in our work for the Office of Population, we have had extensive staff discussions and our basic position has been to respond as fully as possible to the AID program needs, consistent with our standards concerning the quality and usefulness of statistics.

Turning now to H.R. 3950, we have no formal position on this bill, which would provide direct authority for the Bureau to carry out a portion of the work now funded by AID. However, we do have some concerns about this bill. First, we are reluctant to see a legislative remedy imposed on a problem that should be resolvable through administrative discussions and actions, and we would hope, in this instance, that our discussions will be successful in establishing new understandings for continuing the program. Second, the bill not only authorizes, it requires a very specific program to be carried out with regard to world population data; without more flexibility to make reasonable judgments as to what information should be compiled and how often it should be disseminated, there is a risk that, whatever the funding mechanism, we could be providing statistics which, in our judgment, might be of questionable utility, or not responsive to changing needs. Finally, as a technical comment on section 2 of the bill, it is undesirable, in our view, to delegate the proposed work to a specific operating unit within the Bureau organization. The International Statistical Programs Center is administratively established, and any future change in its official designation, if this bill were to be enacted, would require further legislation.

I will be glad to answer any questions.

Mr. LEHMAN. Thank you.

Mr. Rousselot?

Mr. ROUSSELOT. Mr. Levine, I assume by your statement, even though you say you take no formal position, you are certainly not very excited about this legislation?

Mr. LEVINE. Well, I think it is a difficult issue, Mr. Rousselot, as I indicated in our testimony. We believe very firmly in the agency, that the agencies have a responsibility to resolve this issue among themselves. It is an administrative difficulty and we can foresee great difficulties if every administrative difference between agencies results in a bill before the Congress.

Mr. ROUSSELOT. Right.

But what I am saying is your testimony really goes on beyond a neutral position. It leans to the side of not being affirmative.

Mr. LEVINE. It leans to the point that we would like to make sure that we have explored every opportunity with AID to resolve it.

Mr. ROUSSELOT. To try to resolve it administratively, period?

Mr. LEVINE. Right.

Mr. ROUSSELOT. So there is really no need for the legislation, in your judgment?

Mr. LEVINE. Not at this point, in our view.

Mr. ROUSSELOT. We should only revive H.R. 3950 if you are not able to solve this dispute.

Mr. LEVINE. We are hopeful that we will be able to resolve the differences.

Mr. ROUSSELOT. When do you think agreement will be reached?

Mr. LEVINE. Well, that is something between two agencies. As Mr. Furman said, first of all, there is a new administration.

Mr. ROUSSELOT. How about a year?

Mr. LEVINE. If it isn't resolved in a year, I think we would be in some difficulty.

I would hope, as Mr. Furman has said, it will be resolved within the 6-month timeframe.

Mr. LEHMAN. The 6-month period is what the previous gentleman has said he could work with and Mr. Levine reconfirms. And also, he would be giving us 30-day reports.

Mr. ROUSSELOT. So we revive the bill if they haven't done it in 6 months?

Mr. LEHMAN. Sort of like standby controls.

Mr. ROUSSELOT. OK; like the gasoline tax.

Are these comments we have heard fair, that there has been a growing suspicion that AID has used, or tried to use its position as a financial agent to influence the professional product of the Bureau?

Do you want to be candid on that? Or, would you rather not?

Mr. LEVINE. I think I would rather put it in the vein of saying that there have been some substantial differences of opinion, technical differences of opinion as to the data which we have produced versus the view that AID, the Office of Population has held on these data, and we have taken the position that our methodology is open, what we have done is open to review. However, we think that we can defend what we have done; we are always willing to learn a better way to do it.

Mr. ROUSSELOT. Do you see this folder here in front of me? This is full of memorandums that we requested, and we seemed to get an indication that there was a little push and shove here in the Bureau.

Mr. LEVINE. I think it is fair to say that there has been some push and shove.

Mr. ROUSSELOT. Maybe we just read these memorandums wrong.

Mr. LEVINE. No; but I think the memorandums also point out that the Bureau has been pushing back.

Mr. ROUSSELOT. Yes; I think that Mr. Furman has said you have certainly stood your own ground.

Is that all over with?

Mr. LEVINE. I think that is the issue we are trying to resolve now. We are working very closely with Mr. Furman and his group to try to resolve this issue. And that is what we need the 6-month period for, to see if we can accomplish that fact.

I would hope that it is all over with, Mr. Rousselot.

Mr. ROUSSELOT. Thank you.

Mr. LEHMAN. Just a couple of questions.

One, your agreement and your settlement with AID, or with AID programs would not be limited to specific countries, but would be all-encompassing and related to other countries that you may or may not have troubles arising in?

Mr. LEVINE. I think that is a very difficult question to answer at this point, Mr. Chairman, for the simple reason, as Mr. Furman and I discussed with you the other day, certainly AID's program is focussed on certain countries in which the United States has ongoing programs. So the focus will be on those countries which are determined to be of principal interest to AID and others.

We would hope that we would be able to cover other countries as well.

Mr. LEHMAN. Maybe I worded my question wrong.

The countries in which questions arose and which AID has programs were the six countries that were named. But you also have contracts with AID in relation to other countries.

Mr. LEVINE. Well basically all of the activities dealing with demographic estimates are covered through contracts with Mr. Furman's office.

Mr. LEHMAN. And this agreement will not be limited to just these six countries?

Mr. LEVINE. No. Both of us understand that the agreement would be much broader in scope than these six countries.

Mr. LEHMAN. Now this arrangement that was proposed by Mr. Furman in regard to the National Academy of Science—you have no problem with that, with the National Academy—to be kind of the agency that could set up standards for both of you to live under.

Mr. LEVINE. I have no argument and no problem with the National Academy whatsoever.

I think they are not going to be set up to be an arbitrator, however. At least that is my understanding.

Mr. LEHMAN. No; it can't be that.

Mr. LEVINE. Namely, they are going to try to review, as they do for many Federal agencies and others, the overall state of the art as regards to preparing the estimates, and also look at the data sources and make recommendations that will result, hopefully, in improved estimating procedures, methodologies, frequencies, things of that sort, which AID will then react to.

We will certainly take cognizance of it.

Mr. LEHMAN. As I mentioned to Mr. Furman, there is no legal binding for either of the agencies to be committed to the recommendations of the National Academy of Sciences, but I am sure that both Mr. Rousselot and myself would have a great deal of reservations that either party would find itself in conflict with such a recommendation.

Mr. LEVINE. We would not expect to be in conflict with the National Academy, and certainly not this panel. We have a very high regard for the names of the gentlemen and ladies who have been recommended so far.

Mr. LEHMAN. Well, today is the 25th of April, and I assume by the first of June, or by the end of the Memorial Day district work period, that we can come back and have some kind of a progress report as to how far you are getting along on this.

Mr. LEVINE. We would hope so, also.

Mr. LEHMAN. OK.

Well, the first week in June or thereabouts, we will reconvene and get a report from you at that time.

Mr. LEVINE. That will be very acceptable to us, Mr. Chairman.

Mr. LEHMAN. Mr. Rousset, do you have a question?

Mr. ROUSSELOT. Yes.

What is the cost of the special study by NAS?

Mr. LEVINE. I am sorry, I would have to defer to Mr. Furman on that.

Mr. FURMAN. The contract has been signed very recently, Mr. Rousset, for a total estimated cost of \$733,000. That will run from March 1, 1977, to February 28, 1980.

Mr. ROUSSELOT. Basically a 2-year panel.

Mr. FURMAN. Three-year panel.

Mr. ROUSSELOT. And does AID bear the entire cost?

Mr. FURMAN. Yes, sir.

Mr. ROUSSELOT. The entire cost?

Mr. FURMAN. Absolutely, the entire cost.

Mr. ROUSSELOT. Personnel and everything.

Mr. FURMAN. They are staffing it entirely outside.

Mr. ROUSSELOT. That is entirely outside. Can we have a copy of the contract?

Mr. FURMAN. Surely.

I believe your staff already has a copy.

Mr. FERRELL. Not with the NAS.

Mr. FURMAN. This was sent up 3 weeks ago. But that is all right, we will make another copy available.

Mr. ROUSSELOT. OK.

Any other questions about the contract?

Mr. LEHMAN. No.

Mr. ROUSSELOT. Thank you.

Mr. LEHMAN. Thank you very much.

Mr. ROUSSELOT. Mr. Chairman, I apologize, Banking and Currency has two subcommittees meeting today. I have the privilege of serving on both. One is considering a whole new system of banking. It is very exciting. I'm against it, of course. I apologize for having to leave.

Mr. LEHMAN. Next we will hear from Mr. Blackwelder.

STATEMENT OF JUSTIN BLACKWELDER, PRESIDENT, THE ENVIRONMENTAL FUND

Mr. LEHMAN. Excuse me just a minute.

Do you think that May 15 is too early to get feedback, or do you think it would be better to wait until the first part of June?

Mr. FURMAN. I would be happy to give you an interim report in the week of May 15th, if that is what you would like Mr. Chairman. But, by the first of June I think we will have something much closer to a firm draft.

Mr. LEHMAN. I think it might be crowding, and I would rather, perhaps the first week in June, get you to come back here and submit it in the form of a regular hearing.

Mr. FURMAN. That is fine.

Mr. LEHMAN. I think that would be all right.

Mr. Blackwelder?

Mr. BLACKWELDER. The subject of this bill is clearly a matter of major importance to the Environmental Fund, as it is to thousands of other organizations, individuals and government agencies.

The fund's primary concern is the world population problem. If the United States hopes to do anything about it, we need to understand it. In order to understand it, we need to know what it is, and the first prerequisite is good data.

In order to help ourselves and others working in the field, the fund gathers the best data available and puts them on a single sheet of paper for the easy use of researchers. You have probably seen it. Last year we had requests for 30,000 of these.

In past years, some of the best data were obtainable from the International Statistical Program Center of the U.S. Bureau of the Census. I think it is safe to say that, for most countries, no better figures were available.

In 1975 we could not do so, because they were never published. In 1976, although the figures were ready for publication in December 1975 we had to invoke the Freedom of Information Act to obtain them, and of course that was very late.

This year we are told that they will probably not be published, although the work necessary to complete them has long since been done. And, of course, even if they came out now, it is too late. It is 6 months later than it should have been out.

Mr. Chairman, we need these figures for our own work. Every day we receive requests for dozens, sometimes hundreds of these sheets from high schools, universities, and libraries.

The only reason that these figures are available some years and not others is that the Congress has never authorized the Bureau of the Census to produce these figures, nor has it appropriated any money for that purpose. The money to do the work is authorized and appropriated each year, but for some reason, it is turned over to USAID. That agency contracts with Census to prepare the data.

Apparently, it does so if it wishes to, and it does not if it does not wish to. It is entirely discretionary.

Mr. Chairman, this is not satisfactory at all. The population problem is an exceedingly important one. The country needs the data and the money is always appropriated for them. Nevertheless, from year to year we have no way of knowing whether the data will be published or not, even though the work has been done.

If I understand this bill correctly, it provides that the money previously appropriated for the discretionary use of AID would, instead, be given directly to the U.S. Bureau of the Census for the purpose of producing these data. In that way the work would continue to be done.

The important difference is that those of us who need the figures would be able to get them.

The proposal seems to me imminently realistic and reasonable, and it will not cost the taxpayers a dime.

Thank you.

Mr. LEHMAN. Thank you.

You have certainly delineated the problem as it relates to such organizations as your own that need this kind of information and have not been able to get it consistently and in the form that you need it.

Mr. BLACKWELDER. And this exists all over the country. Others are in the same boat that we are in.

Mr. LEHMAN. Right.

So you are not isolated.

But the only question, I think, is whether we can do it in the form of the plan that these two agencies are trying to work out and the plan which is supposed to be finished off in 6 months.

Just, off the top of your head, how hopeful are you that this can be done without resorting to legislative action?

Mr. BLACKWELDER. I would have no way of knowing.

These people have had ever since 1973 to settle this, and obviously they haven't done so. We just haven't been able to get the data since 1973, except the one time.

Mr. LEHMAN. Well, we have different people and hopefully a more cooperative attitude, and less administrative infighting, I presume.

And I would like for you to be able to meet with us again at the interim report just to get your opinion on it, to see if the proper progress is being made.

Do you have any suggestions that if you were in this group, you would recommend to this committee now that, "Damn the torpedoes, full speed ahead," with the legislation?

Mr. BLACKWELDER. Well, there may be some changes. Someone recommended that the wording wasn't just right. I don't know anything about that.

I cannot see any reason why the Congress should give one agency discretionary power to fund or not fund something that the Congress itself wants. It doesn't seem to make any sense to me.

Supposing somehow that the agency to whom you give the money decides that it doesn't want to do it this year and just doesn't do it?

Mr. LEHMAN. What we are trying to do is just work out a system or an agreement where the contractual party in the Bureau of the Census would have the authority to release these figures with or without the consent of the second party, which is, of course, the AID program.

Mr. BLACKWELDER. One way seems to make certain that we will get what we want, and the other way makes it sort of, maybe, or even properly, but not necessarily.

And the easy way is just to do it.

Mr. LEHMAN. Just being the devil's advocate, I have seen a lot of things that you legislate hoping to get what you want, that didn't always produce the results that you anticipate with the legislation. I always found in the brief experience I have had, that the best way is to possibly involve the administrative agencies and to work with them. Because, without being specific in this relationship, you can legislate all you want to, but if you don't get the cooperation of the agencies they can, too often, make ineffective the kind of legislative goals that you seek.

So what I would like to do is to try—and we have got the club in reserve, we are not pulling—we are not going to tear up this legislation. And if the progress isn't being made according to the anticipation, certainly we can go back into the legislative arena and report out this bill from the subcommittee to the full committee.

But if we can solve the problem with the aid of the National Academy of Science, and certainly with your input—and I want you to work with our staff on both sides of this committee to be as helpful

as you can in seeing that this is being done within the scope that you see.

In line with that, one of the things that we talked about the other day, and it was agreed that either separate letters or perhaps a joint letter from both the Bureau and the AID people would outline to this committee what the scope and intent of this effort is going to be so that we can give it to people such as yourself, as well as the other members of the committee where we are. And then we can make interim reports as to how this was progressing.

We talked the other day—if somebody like Congressman Solarz wanted to know finally what happened in this legislation I could have something in writing from you, from both of you, that I could say, this is where we are now, and this is what our goals are going to be.

And in the meantime, progress reports will be kept as a matter of record.

Let's see what happens. I know that you and the people you speak for, such as the schools and colleges and the other agencies are going to have to have consistent regular data on an annual basis as such, in order to do the kind of work and do the kind of study that you need to.

Would either one of the people, Mr. Levine or Mr. Furman, like to respond to the concerns of the gentleman from the environmental agency, especially in regard to those statements he made on the second page of his statement, that this year they are told that they will not be published "although the work necessary to complete them has long since been done."

Mr. LEVINE. I don't believe the work has been done.

Mr. Blackwelder is correct and as a result of the disagreement between the agencies we did not publish them and have not prepared them for 1976.

We are under our continuing agreement and based on discussions between the Bureau and AID, are preparing an updated estimate for calendar year 1977. Again, because of the difficulties between the groups we started late, but we are hopeful that we will be publishing 1977 population estimates, birth rates, total rates, and group birth rates, hopefully by the end of the first quarter of calendar 1978.

Mr. LEHMAN. If you are going to publish 1976 data—

Mr. LEVINE. We are not publishing 1976 data; we will be publishing 1977.

Mr. LEHMAN. What happened to the 1976 data?

Mr. LEVINE. We have not published it to this time, and it does not seem desirable now to go back and update.

Mr. LEHMAN. And what you are trying to do now is to avoid the kind of hassle that you got into that prevented the availability of the 1976 data? That is what it is all about?

Mr. LEVINE. The agreement that we have with AID is the pending establishment of the scope of work and agreement between the agencies on this specific scope of work.

We are working toward producing world population figures.

Mr. LEHMAN. Do you think by the end of the week you will have it in the mail to me, the statement of intent, so to speak, of what you are working for—either the joint statement or individual statements?

Mr. FURMAN. By the end of the week, Mr. Chairman?

I was hoping that we were working towards the middle of May or the 1st of June that you would have the document then.

Mr. LEHMAN. I don't mean a progress report, but what the two agencies are trying to accomplish. Just saying what the problem is and what you are going to try to do.

I can wait 1 month, but it is a couple of paragraphs, to give the scope in broad terms.

Mr. FURMAN. A scope of work is a fairly detailed statement of what one would be doing. And it was for this reason that I was reluctant to give what is an internal working document to the staff on Friday. I don't want to mislead the committee and I don't want to mislead any outside organization as to what our intentions are, or the direction in which we are trying to go.

Yes; I can give you two paragraphs and say, "the general scope of what we are talking about is . . ." but I am not sure that that would be sufficient in terms of detail, to be very helpful. I don't know.

Mr. LEVINE. I think also, Mr. Chairman, as we have indicated, the scope of work certainly as it deals with the Office of Population, goes beyond what is being considered at the moment by the committee. It goes beyond the demographic area.

Mr. LEHMAN. I understand.

Mr. LEVINE. And what we are negotiating, hopefully, is a scope of work that will cover all of our activities involving our relationship between the Bureau and AID, and I think that we are quite a ways away from that.

We certainly can tell you what we are doing this fiscal year, what our agreement is now, what products we plan to produce, what work we have undertaken and when we hope to accomplish those activities.

Mr. LEHMAN. Well, maybe I can word it a little differently.

What I would like to get is maybe just a letter saying what you think your instructions are, or what you think the decisions are, or what you think the intent is of the results of this meeting, the previous meetings that we had, in order to resolve this bureaucratic difficulty.

Mr. LEVINE. You can have that letter, or you can have it repeated in the statement. As we have said here, our objective is to complete our agreement and give you a progress report.

Mr. LEHMAN. I guess what I am doing is trying to put a monkey on your back.

Mr. LEVINE. It is there, Mr. Chairman, it is there.

Mr. LEHMAN. So, if someone like Mr. Mauldin or Mr. Blackwelder is saying, well where do we start from, give us a provisional reference point from where you see it now.

Maybe you could do it now just for the record. How about giving us a summary now to conclude the meeting—summarize for the record what you think you better be doing in the next 6 months. You know, in a sense, what is it all about right now.

Mr. FURMAN. Let me defer briefly to Mr. Levine, as far as what we are doing at the moment.

This is strictly an overview.

Part of the reason the data were not published is that we hoped to have a new scope of work designed and under discussion within the first 6 months of the fiscal year. We did not get that work done, as I described to you on Friday.

We are now going to issue a letter of intent to the Bureau of the Census telling them that we are extending the current work agreement for the balance of this fiscal year during which time we will work out the details of a new scope of work.

It is sort of in an interregnum period right now. The previous agreement expired, of course, on the 31st of March; the next one is just a simple question of funding and making the funds available by amending the current agreement.

But the scope of what is being done now, I will let Mr. Levine speak to the specific issues on that.

Mr. LEVINE. Just to confirm what Mr. Furman said, it is our understanding that we are going to intensify our efforts—if I could use that phrase—to arrive at a resolution of our problem within a 6-month period, no later than a 6-month period; that we will, during that 6-month period, be providing progress reports on a periodic basis to the subcommittee at its request; that we will be dealing not only with the intent of H.R. 3950, but, as as I have indicated, the total scope of our relationship with the Office of Population.

That AID for its part, will be looking toward its management study to indicate to it where this activity will be seated within its own agency.

We will be looking within our Bureau for the same type of resolution.

As regards fiscal 1977, a continuing resolution in effect will be the relationship between the agencies such that we will be funded through September 30, 1977, to accomplish an updating of 1977 world population, and also to complete and publish a wide variety of demographic profiles, as we call them, for specific countries which have been identified between our respective agencies.

And we will also, within the scope of the existing work, continue our activities relative to the development of materials for the 1980 census.

We will be evaluating some activities regarding software for the 1980 census, and hardware type of activities related to what less-developed countries may look forward to. We have discussions regarding computer method lab yet to complete—

Mr. LEHMAN. I think you are getting way off.

Mr. LEVINE. Let me just summarize it this way, Mr. Chairman, to say that we will be updating world population 1977, we will be completing some demographic profiles and we will be attempting directly with AID to resolve our disagreements and come up with an agreement which we will bring before this committee.

Mr. LEHMAN. So you really believe that during this 6 months that you can resolve your conflicts, update your figures and be able to publish objective data without being in conflict with the AID programs, beginning certainly with 1977?

Mr. LEVINE. That is our joint hope, Mr. Chairman.

Mr. LEHMAN. All right. Let's see what happens. Do you have any other questions, Mr. Blackwelder? Are you just going to be sanguine?

Mr. BLACKWELDER. You are asking me if I can accept defeat?

I have never been a Member of Congress; I don't know what the difficulties are. To those of us out there in the field someplace, it seems pretty simple. If you want some data, and Census is prepared and able to get it for you—which ISPC certainly is. I was looking at

Mr. Furman's testimony. He says you want it without fear of any attempt to manipulate the data.

Well, that is easy, just tell Census to do it. The minute you give some other agency the right to fund it or not fund it, then you have got fear, haven't you? Because there is always the possibility that they might manipulate it, or try to.

The other way, if you pass this bill, as I understand it, nobody is going to manipulate anything, you are just going to get what you ask for.

Mr. LEHMAN. Well, you have got a point, but if we can get the kind of consent—there is always a chance that if the money is coming, the source of the funding is also the source of the pressure. But, they say they can work that out. Census Bureau seems to think they can operate without this kind of manipulated pressure. Let's see if we can get an agreement with the National Academy of Science that they are satisfied with, that can be a source of objective data.

Do you have a question?

Mr. FERRELL. If I understand this interim agreement, it is essentially the same scope of work that was the subject of some controversy, difference of opinion. It is basically the same work that you were doing before.

Now you are not going to publish the 1976 figures as a result of these differences.

Now you are going to, under this new agreement, update though, the 1977 figures.

Mr. LEVINE. Under the continuing agreement.

Mr. FERRELL. The question I have is that if it is basically the same framework that you were operating under that produced the problems, what is there in that continuing agreement to prevent the same type of "difference of professional judgment". to come up again?

What is there between your two agencies that would prevent this in the update of 1977?

Mr. LEVINE. It is an understanding between the two agencies that the data, as produced by the Bureau and reviewed by experts both within and without the Federal Establishment will be published.

I think it is a difference between the individuals involved.

Mr. FURMAN. Let me add to that, if I may.

The primary issue is the assignment of management responsibility within my agency. That issue has been resolved.

Mr. FERRELL. That Agency still remains the prime user of the information?

Mr. FURMAN. AID still remains the prime user and the contracting Agency, that is correct.

But, the responsibility for managing the product and dealing with the Bureau of the Census for this particular area will be outside of the Office of Population. Once that decision was made, I think this changes the context within which we are working.

Second, and I think more importantly, as the chairman has pointed out, is the role the National Academy of Science Select Committee on Demography and Population will play. This is a body of very substantial talent and experience, and I believe that there won't be issues that will be left unresolved for very long. They will help us get through these issues.

Mr. FERRELL. Do you think that the long-range plans would call for the redirection of this authority out of the control of the Office of Population?

Mr. FURMAN. It is not a long-range plan. That decision is made, and it is a question now of whether it is going to be in the Office of the Assistant Administrator for Population and Humanitarian Assistance, or in some other part of the Agency.

Mr. FERRELL. Even though the Population Division would remain the prime user as far as the control and the direction if the data the Bureau would be contracted for to obtain, those decisions would rest with the Assistant Administrator and not the Population Office?

Mr. FURMAN. That is correct.

Mr. LEHMAN. I think just from the standpoint of political reality, that if we didn't make an attempt in this manner to resolve the problem, it would be very difficult to get the necessary votes to do it otherwise. And I think that is just the way the system works.

You have got to give it a chance first this way. And I think if it doesn't work out, then we will be in a much stronger legislative position if we have to go the route of the legislative process.

Mr. BLACKWELDER. Well, perhaps it will work this way. I certainly hope so, as long as we get the results.

Mr. LEHMAN. Well, let's try it. Thank you all for coming.

If we don't have any further business in front of us, we will adjourn until the next meeting is called.

[Whereupon, at 10:45 a.m., the hearing in the above-entitled matter was adjourned, subject to the call of the Chair.]

[The statements which follow were received for the record:]

HOOVER WORLDWIDE CORPORATION

660 MADISON AVENUE, NEW YORK, N.Y. 10021

CABLE & TELEK ADDRESS;
HOOVERWO

April 14, 1977

Hon. William Lehman
Fla. Chairman, Committee on
Post Office and Civil Service Subcommittee
on Census and Population
601 House Office Building Annex 1
Washington, D. C. 20515

Attn: Mr. Mike Ferrell

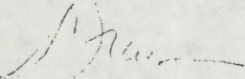
Dear Mr. Chairman:

Confirming our recent telephone conversation with Mr. Mike Ferrell, the staff director for your Subcommittee, we wish to advise that for our purposes we see no need for the Bureau of the Census to collect, analyze and publish world population data on a regular basis.

We have found that the information that is presently available to us from the UN is quite adequate for our purposes. We recognize, of course, that we are also able to get considerable detailed information from our own companies in the countries in which we operating.

Best wishes.

Sincerely,



David R. Breien
Vice President-Financial
and Corporate Planning

Robert C. Cook

POPULATION CONSULTANT

P. O. Box 6025
Washington, D.C. 20005

XXXXXXXXXXXX

March 29, 1977

The Honorable William Lehman, Chairman
Committee on Post Office and Civil Service
Subcommittee on Census and Population
601 House Office Building Annex 1
Washington, D. C. 20515

Dear Chairman Lehman:

With reference to your letter of March 21, 1977, regarding publication of world population data by the U. S. Census Bureau, I wish to make the following statement.

Since 1968 I have served as a population consultant to a variety of organizations, among them the University of North Carolina, the United Nations, the National Council for Economic Education, and the Environmental Fund with which I continue to be associated.

From 1951 until 1968 I was Executive Officer of the Population Reference Bureau with the title of Director and, later, of President. The objective of the Population Reference Bureau was to promote an understanding of the world-wide burgeoning population crisis by the publication and analysis of population data.

The principal instrument in PRB's program was the Population Bulletin. This dealt with the analysis in each issue of some particular area and sector of the overall population crisis. The Bulletin became over the decades of the 50's and the 60's one of the most widely used sources of information available to the press and to others concerned about the population crisis. Many of the Bulletins dealt with situations in the United States. These ranged from discussions of changes in the United States birth rate to internal migration to resource utilization as related to population growth and the like. Most of the basic data which were in these reports came, of course, from the U. S. Census.

Reliable census data are limited to the more developed countries such as those of Europe, North America, temperate South America, the USSR, Oceania and Japan. The quality of basic data from the less developed

Former President, Population Reference Bureau, Washington, D.C.

countries is most variable and much less reliable. The compilation of all of these data and the evaluation of them in terms of adequacy and reliability has been a problem which the United Nations has been dealing with as best it could since shortly after its formation in 1947.

The technical publications such as the annual "Demographic Yearbook" and, more recently, the quarterly "Population and Vital Statistics Reports" have been the principal resources in this area. The United Nations has made a tremendous contribution in furnishing such information in a continuing program over the past 20 years. However, the major difficulty with the United Nations statistics is that they are so belatedly published. For instance, the 1975 "Demographic Yearbook" of the United Nations has just been released. The data presented in the extensive tabulations in this book are mainly for the year 1974. In order to present a statistical picture of the population situation for the current year, it has been necessary to extrapolate these data in terms of rates of growth for each individual country. When one considers the enormous impact of population growth and change on the social, political, and economic situation of individual nations, continents, and the world, it is - in the most favorable of circumstances - a formidable undertaking.

It was therefore a most important event when, in 1973, the International Statistical Program Center of the U. S. Census Bureau published for the first time a survey of "World Population: 1973." Based, as this was, on official census, survey, and vital registration data received from the countries themselves, correlation of these data with the United Nations data provided a unique and nearly up-to-date survey of world population growth.

The importance of the most accurate and the most up-to-date information regarding population trends in all of the over 200 nations and other areas (and these reports include not only population numbers, but vital statistics such as population increase, age distribution of population, per cent of urban population, etc.) cannot be stressed too strongly. The summary of these essential data under such sophisticated and competent auspices is a tremendous contribution to promoting an understanding of the population crisis which is now reaching a point where catastrophe is inevitable unless effective means can be found to reduce human reproduction.

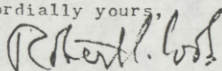
With respect to the question as to the consequences of such information being no longer available, the damage can be likened to that which would exist in air travel if the radio beacons and communication between plane and ground were abrogated for reasons of suicidal pinch-penny economy.

I believe that what has been said above makes it clear that, in the past, these data were not readily available and that there seems to be no prospect that any other agency or organization can be expected to close this essential gap. Important as the United Nations' contribution is to basic information about population change in its varied and complicated aspects, the contribution which the U. S. Census Bureau made in its "World Population" reports of 1973 and 1975 added essential data of great value to workers in the population field.

There is no question in my mind that the abandonment of this important contribution would be most unfortunate. The loss of this unique and important resource would adversely affect my operations and in various ways most of the agencies in the population field.

One other comment may be appropriate. You note in your letter that the Agency for International Development has provided the funds to produce these reports. There are compelling reasons why it would be far better to provide this financing by an appropriation in the Census Bureau budget. A statistical organization such as the Census Bureau should not be subject to oversight by other departments of the government.

Cordially yours,



Robert C. Cook

UNITED NATIONS



NATIONS UNIES

STAT 350(1)

30 March 1977

Dear Mr. Lehman,

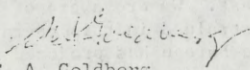
This is in response to your letter of 24 March 1977 addressed to Ms. Virginia Josephian of this Office regarding international population data and further to the conversation between Ms. Abrams' of your staff and Mr. Seltzer of this Office.

In response to the three questions raised in your letter, please note that the Statistical Office of the United Nations collects statistical data, including population data, for some 200 countries or areas of the world directly from the national statistical offices. These data, supplemented by estimates prepared by the United Nations Population Division, are then compiled and presented in the various Statistical Office publications including the United Nations Demographic Yearbook.

We do not use the United States Bureau of the Census as a source for international population estimates, so we are unable to answer the questions posed in your letter. Rather, our relation to the Bureau of the Census is similar to those with other national statistical and census offices. We supply international demographic data to the U.S. Bureau of the Census on request, and we have benefited from their comments on the presentation of our data. In addition, they have from time to time called to our attention national statistical publications that have not yet reached our Office.

I hope this information will be helpful to you in connexion with the work of the Subcommittee on Census and Population.

Yours sincerely,


 S. A. Goldberg
 Director

Statistical Office

Mr. William Lehman, Chairman
 U.S. House of Representatives
 Committee on Post Office and Civil Service
 Subcommittee on Census and Population
 601 House Office Building - Annex 1
 Washington, D.C. 20515

Institute for Social Research
Center for the Study of
Population

The Florida State University
Tallahassee, Florida 32306



April 4, 1977

The Honorable William Lehman
U. S. House of Representatives
Committee on Post Office and Civil Service
Subcommittee on Census and Population
601 House Office Building Annex 1
Washington, DC 20515

Dear Congressman Lehman:

Your letter of March 24 concerning H.R. 3950 arrived just after I left for a three-day meeting in Atlanta, and I was not able to respond before now.

We are definitely interested in Congressman Richmond's bill. The direct authorization for the Bureau of the Census to collect, analyze, and publish world population data on a regular basis is long overdue. The Bureau's staff is uniquely qualified to do such work and its objectivity in carrying out the task is of utmost necessity.

In response to your specific questions:

1. Our Center is a population research and training organization, and the data produced by the Bureau of the Census is fundamental for our operations.
2. For the above reason, absence of the above data would be detrimental to our program. Although other organizations produce similar data, they are not as reliable as those generated by the Bureau of the Census.
3. We have gotten reports of these data from the Census Bureau in the past. We are aware of the fact, however, that the Bureau has been constrained in this operation by outside agencies. In particular, where the Bureau has produced population estimates that have not been regarded as acceptable by A. I. D., its sponsor, we understand that the estimates have been suppressed.

If you or your staff members would like to discuss this matter further, I can be reached by phone at Florida State University at 904-644-1762.

Sincerely,

Charles B. Nam

Charles B. Nam, Director



INTERDISCIPLINARY COMMUNICATIONS PROGRAM

• SMITHSONIAN INSTITUTION

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The Honorable William Lehman
 Chairman
 Committee on Post Office and
 Civil Service
 Subcommittee on Census and Population
 U.S. House of Representatives
 601 House Office Building Annex 1
 Washington, D.C. 20515

Dear Congressman Lehman:

It is an important privilege to be able to reply to your letter of 25 March 1977, in reference to H.R. 3950, sponsored by The Honorable Mr. Fred Richmond of New York.

The collection, analysis, and publication of world population data, particularly that of developing countries has been of vital importance to our program titled, International Program for Population Analysis. However, as you can observe from the enclosed final issue of Population Dynamics Quarterly, support for that program has been terminated.

The experience from that program and, in addition, from my own personal and professional interest and involvement in the population "movement" for over four decades, makes me very sensitive to the need for adequate valid population data, collected and analyzed by highly professional staff; by an organization which is recognized for its integrity and credibility, free from vested interests or external pressures.

Although in the main, my interests were focussed on the regulation of population growth and health, the global population issue transcends these areas; and data, as accurate and precise as possible, with recognition of data base inadequacies, is essential to our national security in the fullest sense: economic, political, social, as well as defense.

The legislation to authorize and direct the Bureau of the Census to collect, analyze, and publish world population data on a regular basis should be applauded. The mission is too important to be supported by contract with another agency, especially one which has specific focussed interests.

I appreciate this opportunity to make these comments available.

Sincerely yours,

M. C. Shelesnyak
 Director

UNITED NATIONS



NATIONS UNIES

Personal

12 April 1977

Dear Congressman Lehman,

I am writing to you in support of a bill by Congressman Fred Richmond which would fund ISPC directly and permit more timely publication of main world, regional and international population facts.

As a long time teacher, researcher and policy consultant in the field of population, I side with the judgement that the causes and functions to be served by the bill are too important to remain vulnerable to present funding instabilities. It is more than a question of accumulating facts for their own sake or for scholarly citations. In addition, it is very much a matter of serving multiple purposes in the national interest. Our need is continual for evolving our long-run development perspectives; envisaging timely resource utilization scenarios; enriching foreign trade perspectives; informing our international aid and assistance program objectives; and, perhaps most essential of all, achieving a more enlightened citizenry which is more regularly reminded of what it needs to know in order to judge.

With best wishes on your endeavours, I remain,

Sincerely yours,

George J. Stolnitz
 George J. Stolnitz
 Principal Officer for
 Population and Development
 Population Division

The Honorable William Lehman
 U. S. House of Representatives
 Washington, D.C. 20515

95TH CONGRESS
1ST SESSION

H. R. 3950

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 23, 1977

Mr. RICHMOND introduced the following bill; which was referred to the Committee on Post Office and Civil Service

A BILL

To amend title 13, United States Code, to provide for the annual collection and publication of world population statistics and other data.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That chapter 3 of title 13, United States Code, relating to the collection and publication of statistics, is amended by adding at the end thereof the following new section:

“§ 104. World population statistics and other data

“(a) Not less than annually, the Secretary shall—

“(1) collect and analyze current world population statistics and other data; and

“(2) publish a report respecting such statistics and other data.

“(b) (1) Each annual report required by subsection (a) of this section shall contain statistics and other data collected and analyzed under such subsection for the annual period involved with respect to total world population and with respect to the population of each continent and country of the world, and of such regions of the world, any continent, or any country as the Secretary may consider appropriate.

“(2) Such statistics and data shall include information respecting population, rates of population growth, rates of birth and death, fertility, life expectancy, infant mortality, and such other matters relating to population as the Secretary may consider appropriate.

“(c) Any person or government may request a copy of any report required by subsection (a) of this section. Such copy shall be provided to the person or government requesting it upon payment of such reasonable charge as the Secretary may consider appropriate, except that no charge shall be made for such copy if the Secretary determines that such copy is requested for use in carrying out the official duties of any officer or employee of the United States.”.

SEC. 2. In administering the provisions of section 104 of title 13, United States Code, as added by the first section of this Act, the Secretary of Commerce shall delegate the responsibilities assigned to the Secretary under such section 104 with respect to the collection, analysis, and publication of the statistics and other data referred to in such section 104 to the International Statistical Program Center, to be carried out under the direction of the Director of the Census.

SEC. 3. (a) Section 103 of title 13, United States Code, is amended by inserting “(other than the provisions of section 104 of this subchapter)” before “shall be designated”.

(b) The table of sections of chapter 3 of title 13, United States Code, is amended by adding at the end thereof the following new item:

“104. World population statistics and other data.”.



