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THE WHITE HOUSE

WASHINGTON

July 28, 1976

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR: JAMES T. LYNN
FROM: JAMES E. CONNOR
SUBJECT: Mid-Decade Census *JEC*

Confirming a phone call to your office, the President has reviewed your memorandum of July 23 on the above subject and has approved Option 1 with the following comments:

"With many reservations. What authority included for Census. We better check very, very closely on on what power for Census, what they will do in questionnaires, etc."

"For the 1970 there was a big flap & I want no part of that."

Please follow-up with the appropriate action.

cc: Dick Cheney

THE WHITE HOUSE

WASHINGTON

July 28, 1976

MR. PRESIDENT:

Mid-Decade Census

The attached memorandum from Jim Lynn was staffed to Messrs. Marsh, Hartmann, Cannon, Buchen, Seidman, Friedersdorf and Gergen and resulted in the following recommendations:

Marsh -- Support Option 1 for a new mid-decade census program.

Hartmann -- "I oppose -- more Big Brother prying into lives of citizens -- Option 2"

Cannon -- Support Option 1, but see additional comments at Tab A

Buchen -- Not opposed to Option 1, but see additional comments (Schmults) at Tab B

Seidman -- Support Option 1

Friedersdorf -- Support Option 1

Gergen -- "Recommend Option 1 with Paul reading a Presidential letter before testifying. Dramatic population shifts justify #1 and no serious issue of privacy involved. Note: Any serious political ramifications in terms of shifting power base not addressed."

Jim Connor



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUL 23 1976

MEMORANDUM FOR: THE PRESIDENT
FROM: JAMES F. LYNN
SUBJECT: Mid-Decade Census

Issue

Should the Administration support a mid-decade (1985 and every 10 years thereafter) census?

Background

On April 7, 1976, the House passed H.R. 11337, a mid-decade census bill, by a voice vote following acceptance of amending language by a vote of 248 to 140. Senate hearings on this legislation have now been scheduled for July 29, 1976, and OMB has been asked to provide the Administration's views.

Congressional interest in a mid-decade census has characteristically been highest in the middle of the decade because data from the last census begins to age noticeably and results from the next decennial census seem a remote prospect.

The House-passed bill and the Senate working draft provide that "the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he...may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies" (paragraph (d) Section 141--Tab A). The bill provides that apportionment would only be influenced by the decennial effort. Consequently, there is no Congressional concern about sampling error affecting Congressional districts.

At this point, it appears likely that the Senate will act favorably on the legislation this session. It is therefore important that the Administration develop a position.

Options

The Administration is faced with the following options:

1. Support a new mid-decade census program as embodied in the proposed legislation or
2. Oppose the undertaking of this new program.
3. Do nothing.

Discussion Of Options

Option #1: Support a new mid-decade census program. Under this option it is envisioned that the Administration would voice open support for the pending legislation.

Pros:

- Enactment of this legislation would give the Administration an opportunity to restructure the basic Federal social statistics program yielding more geographic detail, more consistency in individual data series, and a more integrated statistical base for sound policy analysis. It would further enhance this Administration's effort to better manage the Federal Statistical System. For the past 18 months, the Office of Management and Budget (in conjunction with statistical agencies) has been preparing a framework for planning U.S. Federal statistics in the 1980's (see Tab F for outline). This management effort has been designed to reduce overlap and duplication in Federal statistical programs and to provide the basis for better integration of statistical series. A Mid-Decade Statistical Effort would be very desirable as a major vehicle for the coordination of long-term data needs throughout the Federal Government.

- A properly designed mid-decade census could be used to eliminate a number of special-purpose statistical programs now required to provide interim data between the decennial efforts. As discussed later under Costs (page 4), OMB believes that cost reductions equal to the costs to be incurred can be realized, with a potential existing for saving 20-30 percent more than the cost of the mid-decade census itself. It could also reduce reporting burden by eliminating duplicative surveys.

- The availability of consistent and high quality data from a mid-decade census would be helpful in implementing the block grant concept. The Administration has supported this concept. The allocation of these funds is dependent upon formula allocations on an equitable basis as opposed to complex allocations for categorical programs.

- A mid-decade census would provide a high level of detailed information for small areas throughout the Nation, yielding information which would not be feasible to obtain through single-time surveys.

- Formula grant planning could be explicitly related to mid-decade census planning to assure that the proper data base is achieved in a timely and consistent fashion. General and special revenue sharing initiatives, in particular, demand small area data for the allocation and management of Federal program funds. Currently, about \$37 billion are distributed each year using census data (Tab E). Many additional pieces of legislation passed in the last few years have required national and subnational estimates of special demographic groups, such as the numbers of school age children in poverty households or the number of disabled persons.

- Conditions are now ideal for initiating a mid-decade census since adequate time exists for utilizing the 1980 Census process in developing an integrated base of social statistics. The current Senate committee staff working print (Tab A--issued July 16, 1976) gives the Administration considerable flexibility in carrying out the objectives of the Act.

Cons:

- The proposed mid-decade census is a relatively expensive effort in comparison with other major statistical programs. The endorsement of a mid-decade census would create a major new statistical program with costs ranging from \$245-\$475 million.

- Since many existing special-purpose surveys have strong advocates, it will be difficult to assure the elimination of existing surveys which are presently a part of its ongoing statistical program.

- Support of a mid-decade census would appear to be starting a major new Federal program to collect personal data from individuals and households.

Option #2. Oppose the undertaking of this new program. This option would involve a strategy of trying to hold off Congressional action this session and might possibly require a veto of the legislation if it reaches your desk.

Pros:

- Opposition to a mid-decade census proposal would underscore the Administration's resistance to starting new Federal programs.

Cons:

- Without a mid-decade census, improvement in Federal social statistics would be impeded.
- Potential cost savings would not be possible (see Cost Issue below).

Option #3. Do Nothing. Under this option we would allow the legislative process to proceed without objection. If the bill is passed then you would accept it.

Pros:

- Places full responsibility for this new start on the Congress. In the event most offsets are not implemented, would place the added cost burden of the program on the Congress.
- Avoids Administration involvement in what might appear to the public as an invasion of privacy and increased Government oversight.

Cons:

- Deprives the Administration of any recognition for supporting this new program, with its high potential for restructuring social statistics to achieve better quality data at lower cost.
- Would weaken our ability to avoid undesirable features being added to the bill.

Cost Issue

One of the major issues concerning a mid-decade census is the cost of such a program and whether or not offsetting savings can be achieved. OMB has outlined a mid-decade statistical program using varying samples which would cost \$300 million (or less, depending upon the accuracy required for certain features). A brief discussion of this strategy is presented as Tab B. This approach provides an opportunity to replace many surveys now carried out to provide data between censuses, yet it is considerably less costly than a complete full-count census which would cost at least \$475 million at 1975 prices. Other alternatives are discussed in Tab C.

Table I below outlines what we believe to be potential cost offsets for a mid-decade program. These programs are discussed further in Tab D.

Table I
Potential Cost Offsets For A Mid-Decade Census
 (Savings would occur during the period 1981-1991)
 (Annual Cost in Millions)

<u>Activity</u>	<u>Annual Cost</u>	<u>Frequency</u> <u>During 1980's</u>	<u>Total Savings</u> <u>In Decade</u>
1. IRS/Census Data on Migration	7.5	2	15
2. Annual Housing Survey	7.0	10	70
3. Income Survey	12.0	10	80
4. Crime Survey	6.5	10	65
5. Health Survey	13.5	10	135
6. Ad Hoc Survey	15.0	2	30
7. Census of Agriculture			<u>10</u>
			405

We believe these savings are achievable for the following reasons:

1. OMB, in cooperation with the statistical agencies, has been developing, for the past 18 months, a plan for redesigning the Federal Statistical System. The agencies will support the redesign since a better data quality and integration would result. Many policy groups working on the data base for the individual functional areas will be supportive because of the higher quality data base resulting.

2. Several Congressional groups are calling for some of the revisions indicated in the table. For example, the agricultural committees are currently reviewing legislation to reorganize agricultural statistics, somewhat along the lines indicated in the table (although at higher cost because they are not assuming a mid-decade census).

3. Under the OMB program, no basic statistical series would be eliminated until assurance of a better quality, more comprehensive data base is in place.

4. Considerable improvement in geographic detail would result from the Mid-Decade Statistical Effort and the integrated set of surveys than is now possible through special-purpose surveys. Hence, many areas not presently covered with statistical series would generate supportive pressure for implementing the program.

5. The use of sampling for the direct purposes of the bill could be designed on a less costly basis than the OMB proposal if the offsets were not actually achieved. The fact that such a reduction in the cost of the Mid-Decade Statistical Effort would be possible through 1982, will provide an incentive for agencies and policy groups to cooperate in bringing about the appropriate offsets required to justify the more comprehensive mid-decade effort.

It is evident that replacement of existing special-purpose surveys will be difficult to achieve because of the advocacy of agencies which presently utilize the detailed results. While this is true, it is expected that the five factors identified above will make it possible to assure that at least a dollar-for-dollar offset is, in fact, obtained during the 1980's. Further, item 5 above leaves open the alternative that if offsets are not agreed to by the agencies, the Administration can propose a minimum cost mid-decade effort to carry out the legislative mandate.

Recommendation

It is recommended that the Administration support mid-decade census legislation presently being proposed in the Senate--Option #1--with the intent of using such authorization to better integrate the Federal Statistical System. This legislation presents the Administration with a unique opportunity to: move rapidly toward the improved integration of social and demographic statistics; achieve better control of the growth in statistical programs; assure more efficient data collection systems with reduced reporting burden on the public; and provide a basis for a more effective Administration thrust toward the consolidation of data requirements for the administration of Federal program benefits.

Decision

WE

- _____ Option #1. Support a new mid-decade census program. (OMB Recommendation.)
- _____ Option #2. Oppose undertaking this new program.
- _____ Option #3. Do nothing.

*With many reservations.
 What authority included for Census.
 We better check very, very closely on
 what power for census, what they will do in
 questionnaires etc. For the 1970 there was a
 big flap + I want
 no part of that*

A

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[COMMITTEE STAFF WORKING PRINT]

JULY 16, 1976

94TH CONGRESS
2D SESSION

S.

IN THE SENATE OF THE UNITED STATES

JULY , 1976

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

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

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

That section 1 of title 13, United States Code, relating to definitions, is amended to read as follows:

“§ 1. Definitions

“(a) As used in this title, unless the context requires another meaning or unless it is otherwise provided—

“(1) ‘Bureau’ means the Bureau of the Census; and

“(2) ‘Secretary’ means the Secretary of Commerce.

“(b) As used in this subchapter, ‘respondent’ includes a corporation, company, association, firm, partnership, proprietorship, society, joint stock company, an individual, or

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other organization or entity which reported information or on behalf of which information was reported, in response to a questionnaire, inquiry, or other request of the Bureau.”.

SEC. 2. Section 3 of title 13, United States Code, relating to the seal of the Bureau of the Census, is amended by striking out “to all certificates and attestations” and inserting in lieu thereof “for authentication purposes on documents”.

SEC. 3. (a) Section 4 of title 13, United States Code, relating to the functions of the Secretary, is amended to read as follows:

“§ 4. Functions of Secretary; regulations; delegation

“The Secretary shall perform the functions and duties imposed upon him by this title, may issue such rules and regulations as he deems necessary to carry out such functions and duties, and may delegate the performance of such functions and duties and the authority to issue such rules and regulations to such officers and employees as he may designate.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“4. Functions of Secretary; delegation.”

and inserting in lieu thereof—

“4. Functions of Secretary; regulations; delegation.”.

SEC. 4. (a) Section 5 of title 13, United States Code, relating to scheduling and inquiries, is amended—

(1) in the section heading, by striking out “Schedules” and inserting in lieu thereof “Questionnaires”; and

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(2) in the text thereof, by striking out "schedules"

and inserting in lieu thereof "questionnaires".

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

"5. Schedules; number, form, and scope of inquiries."

and inserting in lieu thereof—

"5. Questionnaires; number, form, and scope of inquiries."

SEC. 5. (a) Section 6 of title 13, United States Code, relating to requests for information, is amended to read as follows:

"§ 6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources

"(a) The Secretary, whenever he considers it advisable, may call upon any other department, agency, or establishment of the Federal Government, or of the government of the District of Columbia, for information pertinent to the work provided for in this title.

"(b) The Secretary may acquire, by purchase or otherwise, from States, counties, cities, or other units of government, or their instrumentalities, or from private persons and agencies, such copies of records, reports, and other material as may be required for the efficient and economical conduct of the censuses and surveys provided for in this title.

"(c) To the maximum extent possible and consistent with the kind, timeliness, quality, and scope of the statistics required, the Secretary shall acquire and use information available from any source referred to in subsection (a) or

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(b) of this section instead of conducting direct inquiries.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“6. Requests to other departments and offices for information, acquisition of reports from governmental and other sources.”

and inserting in lieu thereof—

“6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources.”.

SEC. 6. (a) So much of section 8 of title 13, United States Code, as precedes subsection (d) thereof is amended to read as follows:

“§ 8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received

“(a) The Secretary may, upon written request, furnish to any respondent, or to the heir, successor, or authorized agent of such respondent, authenticated transcripts or copies of reports (or portions thereof) containing information furnished by, or on behalf of, such respondent in connection with the surveys and censuses provided for in this title, upon payment of the actual or estimated cost of searching the records and furnishing such transcripts or copies.

“(b) Subject to the limitations contained in sections 6(c) and 9 of this title, the Secretary may furnish copies of tabulations and other statistical materials which do not disclose the information reported by, or on behalf of, any respondent, and may make special statistical compilations and surveys, for departments, agencies, and establishments

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of the Federal Government, the government of the District of Columbia, the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, State or local agencies, or other public and private persons and agencies, upon payment of the actual or estimated cost of such work. In the case of nonprofit agencies or organizations, the Secretary may engage in joint statistical projects, the purposes of which are otherwise authorized by law, but only if the costs of such projects are shared equitably, as determined by the Secretary.

“(c) In no case shall information furnished under this section be used to the detriment of any respondent or other person to whom such information relates, except in the prosecution of alleged violations of this title.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“8. Certified copies of certain returns; other data; restriction on use; disposition of fees received.”

and inserting in lieu thereof—

“8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received.”.

SEC. 7. (a) Section 141 of title 13, United States Code, relating to censuses of population and so forth, is amended to read as follows:

“§ 141. Population and other census information

“(a) The Secretary shall, in the year 1980 and every ten years thereafter, take a decennial census of population as of the first day of April, which date shall be known as

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the census date, in such form and content as he may determine, including the use of sampling procedures and special surveys. In connection with any such census, the Secretary is authorized to obtain such other census information as necessary.

“(b) The tabulation of total population by States under subsection (a) of this section as required for the apportionment of Representatives in Congress among the several States shall be completed within nine months after the census date and reported by the Secretary to the President of the United States.

“(c) The officers or public bodies having initial responsibility for the legislative apportionment or districting of each State may, not later than three years prior to the decennial census date, submit to the Secretary a plan identifying the geographic areas for which specific tabulations of population are desired. Each such plan shall be developed in accordance with criteria established by the Secretary, which he shall furnish to such officers or public bodies not later than April 1 of the fourth year preceding the decennial census date. Such criteria shall include requirements which assure that such plan shall be developed in a nonpartisan manner. Should the Secretary find that a plan submitted by such officers or public bodies does not meet the criteria established by him, he shall consult to the extent necessary with such officers or public bodies in order to achieve the alterations in such plan that he deems necessary to bring it into accord with such criteria. Any issues with respect to such plan

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remaining unresolved after such consultation shall be resolved by the Secretary, and in all cases he shall have final authority for determining the geographic format of such plan. Tabulations of population for the areas identified in any plan approved by the Secretary shall be completed by him as expeditiously as possible after the decennial census date and reported to the Governor of the State involved and the officers or public bodies having responsibility for legislative apportionment or districting of such State, except that such tabulations of population of each State requesting a tabulation plan, and basic tabulations of population of each other State, shall, in any event, be completed, reported and transmitted to each respective State within one year after the decennial census date.

“(d) Without regard to subsections (a), (b), and (c) of this section, the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he and the Director of the Office of Management and Budget may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies. The census shall be taken as of the first day of April, which shall be known as the mid-decade census date.

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“(e) (1) If—

“(A) in the administration of any program established by or under Federal law which provides benefits to State or local governments or to other recipients, eligibility for or the amount of such benefits would (without regard to this paragraph) be determined by taking into account data obtained in the most recent decennial census, and

“(B) comparable data is obtained in a mid-decade census conducted after such decennial census, then in the determination of such eligibility or amount of benefits the most recent data obtained in either the mid-decade or decennial census shall be used.

“(2) Information obtained in any mid-decade census shall not be used for apportionment of Representatives in Congress among the several States, nor shall such information be used in prescribing congressional districts.

“(f) With respect to each decennial and mid-decade census conducted under subsection (a) or (d) of this section, the Secretary shall submit to the committees of Congress having legislative jurisdiction over the census—

“(1) not later than three years before the appropriate census date, a report containing the Secretary's determination of the subjects proposed to be included, and the types of information to be compiled, in such census;

“(2) not later than two years before the appropriate census date, a report containing the Secretary's de-

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termination of the questions proposed to be included in such census; and

“(3) after submission of a report under paragraph (1) or (2) of this subsection and before the appropriate census date, if the Secretary finds new circumstances exist which necessitate that the subjects, types of information, or questions contained in reports so submitted be modified, a report containing the Secretary’s determination of the subjects, types of information, or questions as proposed to be modified.

“(g) As used in this section, ‘census of population’ means a census of population, housing, and other census information.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“141. Population, unemployment, and housing.”

and inserting in lieu thereof—

“141. Population and other census information.”.

SEC. 8. (a) Subchapter IV of chapter 5 of title 13, United States Code, is amended to read as follows:

“SUBCHAPTER IV—CURRENT INTERIM DATA

“§ 181. Population

“During the intervals between each census of population required under section 141 of this title, the Secretary shall annually produce and publish for each State, county, and local unit of general purpose government which has a population of fifty thousand or more, current data on total

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population and shall biennially produce and publish for other local units of general purpose government current data on total population. Such data shall be produced and published for each State, county, and other local unit of general purpose government for which data is compiled in the most recent census of population taken under section 141 of this title. Such data may be produced by means of sampling or other methods which the Secretary determines will produce current, comprehensive, and reliable data. Should the Secretary be unable to produce and publish current data on total population for county and local units of general purpose government as required by this section, a report shall be made by the Secretary to the President of the Senate and the Speaker of the House of Representatives not later than one year after the date of enactment of this Act and not later than ninety days prior to the commencement of each fiscal year thereafter, enumerating each government excluded and giving the reasons for such exclusion.

“§ 182. Surveys

“The Secretary may make surveys deemed necessary to furnish annual and other interim current data on the subjects covered by the censuses provided for in this title.

“§ 183. Use of most recent population data

“For the purpose of administering any law of the United States in which population or other population characteristics not specifically limited to section 141 of this title are used to determine the amount of benefit received by State, county, and local units of general purpose government, the Secretary

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shall transmit to the President for use by the appropriate departments and agencies of the executive branch the data most recently produced and published pursuant to section 181 of this title except with respect to any date or period of time for which the census of population taken under section 141 of this title is the most recent data.

“§ 184. Definitions

“For purposes of this subchapter, the term ‘local unit of general purpose government’ means the government of a county, municipality, township, Indian tribe, Alaskan native village, or other unit of government below the State which is a unit of general government.”.

(b) The table of sections for chapter 5 of title 13, United States Code, is amended by striking out

“SUBCHAPTER IV—INTERIM CURRENT DATA

“181. Surveys.”

and inserting in lieu thereof

“SUBCHAPTER IV—CURRENT INTERIM DATA

“181. Population.

“182. Surveys.

“183. Use of most recent population data.

“184. Definition.”.

SEC. 9. (a) Section 191 of title 13, United States Code, relating to geographic scope of censuses, is amended to read as follows:

“§ 191. Geographic scope of censuses; mid-decade censuses of population

“(a) Each of the censuses authorized by this chapter shall include each State, the District of Columbia, the Virgin

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Islands, Guam, the Commonwealth of the Northern Marianas Islands, and the Commonwealth of Puerto Rico, and as may be determined by the Secretary, such other possessions and areas over which the United States exercises jurisdiction, control, or sovereignty. Inclusion of other areas over which the United States exercises jurisdiction or control shall be subject to the concurrence of the Secretary of State.

“(b) For censuses taken in the Virgin Islands, Guam, the Commonwealth of the Northern Marianas Islands, or any possession or area not specifically designated in subsection (a) of this section, the Secretary may use census information collected by the Governor or highest ranking Federal official, if such information was obtained in accordance with plans prescribed or approved by the Secretary.

“(c) If, pursuant to a determination by the Secretary under subsection (a) of this section, any census is not taken in a possession or area over which the United States exercises jurisdiction, control, or sovereignty, the Secretary may include data obtained from other Federal agencies or government sources in the census report. Any data obtained from foreign governments shall be obtained through the Secretary of State.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“191. Geographic scope of censuses.”

and inserting in lieu thereof—

“191. Geographic scope of censuses; mid-decade censuses of population.”.

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SEC. 10. Section 195 of title 13, United States Code, relating to use of sampling, is amended to read as follows:

“§ 195. Use of sampling

“Except for the determination of population for purposes of apportionment of Representatives in Congress among the several States, the Secretary shall, if he considers it feasible, authorize the use of the statistical method known as ‘sampling’ in carrying out the provisions of this title.”.

SEC. 11. (a) Subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof the following new section:

“§ 197. Special censuses

“The Secretary may conduct special censuses for the government of any State, or of any county, city, or other political subdivision within a State, for the government of the District of Columbia, and for the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, on subjects covered by the censuses provided for in this title, upon payment to the Secretary of the actual or estimated cost of each such special census. The results of each such special census shall be ‘Official Census Statistics’. These statistics may be used in the manner provided by applicable law.”.

(b) The table of sections of subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof—

“197. Special censuses.”.

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SEC. 12. (a) Section 214 of title 13, United States

Code, relating to wrongful disclosure of information, is amended to read as follows:

“§ 214. Wrongful disclosure of information

“Whoever, being or having been an employee or staff member referred to in subchapter II of chapter 1 of this title, having taken and subscribed the oath of office, or having sworn to observe the limitations imposed by section 9 of this title, publishes or communicates any information, the disclosure of which is prohibited under the provisions of section 9 of this title, and which comes into his possession by reason of his employment or utilization under the provisions of this title, shall be fined not more than \$5,000 or imprisoned not more than five years, or both.”.

(b) Section 23 of title 13, United States Code, is amended by adding at the end thereof the following new subsection:

“(c) The Secretary may utilize temporary staff, including employees of Federal, State, or local agencies or instrumentalities and employees of private organizations, to assist the Bureau in performing the work authorized by this title, if such temporary staff is sworn to observe the limitations imposed by section 9 of this title.”.

SEC. 13. If a provision enacted by this Act is held invalid, all valid provisions that are severable from the invalid provision remain in effect. If a provision of this Act is held invalid in one or more of its applications, the provision re-

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mains in effect in all valid applications that are severable from the invalid application or applications.

SEC. 14. (a) In the administration of any law of the United States in which population or other population characteristics not specifically limited to section 141 of title 13, United States Code, are used to determine the amount of benefit received by State, county, and local units of general purpose government, the President through the Director of the Office of Management and Budget shall insure that the most recent data provided by the Secretary of Commerce, and which refers to the same point or period in time for each class of eligible government, will be used by the appropriate departments and agencies of the executive branch.

(b) The Director shall initiate the development of uniform methods and procedures to be used by the departments and agencies of the executive branch in producing statistical information used in effecting the delivery of Federal benefits to State and local governments. The Director or his representative shall consult with the appropriate departments and agencies for this purpose, and the Director shall issue regulations for the purpose of establishing uniform methods and procedures in producing statistical information effecting the delivery of Federal benefits to State and local governments.

(c) Not later than one year after the date of enactment of this Act, the Director shall report to the President of the Senate and the Speaker of the House of Representatives with

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respect to progress made toward the development and adoption of the methods referred to in section (b).

SEC. 15. The amendments made by this Act shall take effect on October 1, 1976, or on the date of the enactment of this Act, whichever date is later.

COMMITTEE STAFF WORKING

PRINT

JULY 16, 1976

94TH CONGRESS
2d Session

S.

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

By Mr. McGEE

JULY , 1976

Read twice and referred to the Committee on Post Office and Civil Service

B

THE MID-DECADE STATISTICAL EFFORT: AN OPPORTUNITY FOR IMPROVEMENT
IN SOCIAL STATISTICS ON A COST-EFFECTIVE BASIS

House passage of a mid-decade census bill (H.R. 11337) presents the Administration with a unique opportunity to:

1. Move rapidly toward the improved integration of social and demographic statistics.
2. Achieve better control of the growth in statistical programs.
3. Assure more efficient data collection systems with reduced reporting burden on the public.
4. Provide a basis for a more effective Administration thrust toward the consolidation of data requirements for the administration of Federal program benefits.

This opportunity exists because of the availability of adequate lead time to integrate a mid-decade statistical effort with planning for the 1980 decennial census and to assure that OMB's program for developing a framework for Federal statistics for the 1980's considers the full range of benefits which could be achieved by integrating social statistical programs.

This statement outlines a concept to achieve these objectives. H.R. 11337, passed by the House and now pending before the Senate Committee on Post Office and Civil Service, amends the Census code (Title 13, U.S.C.) to require the Secretary of Commerce to take a census of population in 1985 and every 10 years thereafter. In conjunction with the decennial censuses, uniform statistics on the population and its characteristics would be provided at five-year intervals as basic benchmarks for the administration of Federal program benefits and for the analysis of social trends. The procedure that this permits is analogous to our present system for analyzing basic economic trends. The Census of Manufacturers provides a five-year benchmark for the national income accounting framework, including input-output matrices and level adjustments for estimates of Gross National Product. The five-year benchmarks available from the decennial census and a mid-decade statistical effort could be equally useful in examining important social characteristics such as educational attainment, health status, population distribution, and related demographic characteristics.

H.R. 11337 does not mandate that a mid-decade census effort be a duplicate of the decennial census. It encourages the maximum use of sampling procedures so long as the basic objectives of providing essential key statistics for small geographic areas can be achieved. The intent of the House Subcommittee on Census was clearly outlined by the Chairman of the Subcommittee, Congresswoman Schroeder, in her floor statement concerning H.R. 11337. She stated:

"Although the Committee has rejected the idea of simply using updated population estimates or even a 25 percent across-the-board sample survey because it would not produce the kind or scope of data needed, we do not intend, through this bill, to fix the exact process for a mid-decade census nine years in advance. Therefore, the bill does not mandate that the mid-decade census should be an exact duplicate of the decennial census, and it encourages the use of sampling so long as our basic objectives are met -- updates of all target populations for allocation formulas and other Federal programs, as well as to provide data for planning purposes at all levels of government and for the private sector.

"Thus, the bill calls for a mid-decade census and leaves some flexibility as to the precise process, scope, and content, so that contemporary data needs could be taken into account as the time approaches for making the detailed decisions."
(Congressional Record, page H-2987, April 7, 1976.)

The Statistical Policy Division of OMB recommends development of an integrated set of social surveys in conjunction with the 1980 Census and a Mid-Decade Statistical Effort. This set of surveys would replace a large number of presently ongoing special-purpose surveys which are different in scope, coverage, and concept resulting in a lack of comparability, limited longitudinal utility, and statistical inadequacy.

Assuming that the House/Senate action continues to be premised on a flexible approach to cost and data requirements in the 1980's, the intent of the legislation could be satisfied by a combination census-survey program. The Statistical Policy Division believes this can be developed in the following manner: If a decision were made to provide data at a one percent CV level, normal census coverage might be employed for geographic areas and political subdivisions of 25,000 inhabitants or less, together with varying sampling rates for larger areas, ranging down to every 10th or 20th household. This type of program will be considerably less expensive than a full-scale census as will be undertaken in 1980. The sampling size could vary by size of total population and yield equal sampling accuracy with a CV of one percent being obtained in cities of 250,000 or more by a one in 20 sample, for example.
(Sample size details are provided in Tab G.)

All of the assumptions in this paper have been based on a need for a one percent CV. This provides extremely high quality statistical data. As we move closer to the mid-decade date, we may find that significantly lower reliability (say on the order of 10 percent CV) would be more than adequate. For example, the Survey of Income and Education mandated by P.L. 93380 is designed to provide data with 10 percent CV at the State level. A survey at the 10 percent CV level would require a sample only one-third as large as a one percent CV sample, with a large savings

in cost because the sample would be reduced from 85 million to 21 million respondents. However, this full reduction is not expected because of augmented samples needed to replace existing special-purpose surveys (see Tab G).

The census-survey approach could be designed by developing sample questionnaires containing more subject details on selected topics for differing sample subsets than is possible in a decennial census. This concept would permit a strong focus on the essential statistics needed in the administration of Federal program benefits without significant additional resources for detailed subject statistics.

Current planning for the 1980 Census has identified a large number of data needs of governmental agencies which cannot be met in the decennial effort itself. This indicates a continuation of the trend in recent years for an increasing number of special-purpose surveys and studies to fill data gaps occasioned by the 10-year interval between decennial censuses. However, with a mid-decade statistical effort, it would be possible to design annual general-purpose surveys which can provide supplementary information to the decennial census with detail accurate for national and State levels, augmented by detailed subsamples in the mid-decade statistical effort itself. Thus, an integrated system of social and demographic statistics, patterned on the strategy used in the economic statistics program, would be feasible.

In summary, a major statistical census-survey effort beginning in 1985 would accomplish several direct purposes and address important related problems:

- o First, the more frequent benchmarking of key data elements should relieve some of the pressure on limited annual resources for special-purpose statistics.
- o Second, the data to be produced would reduce the generally expressed need for uniform statistics for all significant geographic areas and political division.
- o Third, the program would alleviate some of the frustrations -- particularly among the minority groups -- that result from census under-coverage by updating population data at the mid-decade point and by permitting a ^{2/}more consistent and systematic attack on the causes of undercoverage.

2/ These frustrations by minority groups adversely affect both the allocation of Federal funds to target populations and equitable political representation at all levels of government.

This integrated statistical effort would be revolutionary in comparison with the existing fragmented, highly specialized survey efforts. Users of individual special-purpose surveys would resist this type of consolidation until they could be assured that the new programs will meet policy and planning needs. Consequently, it is essential that design of this integrated system begin as soon as possible so that the economies can be realized shortly after the 1980 Census is complete and the new system is put in place.

C

ALTERNATIVE STRATEGIES FOR A MID-DECADE CENSUS

There are five basic alternatives which have been analyzed by OMB. The pros and cons of each are set forth below:

1. Undertake Mid-Decade Census Which Replicates The Decennial Census. Under this approach a full set of questions is asked, including population characteristics, education, health, disability, labor force status, occupation, transportation, and housing. (Estimated cost: \$475 M.)

a. Pros:

(1) This approach would generate a high level of accurate and detailed information on a five-year basis, thereby offsetting most existing demands for local area studies.

(2) A full-scale census provides small area detailed information which is not possible to obtain through a sample. A sample approach, for example, will not yield small area subdetail (such as block-level data) within large cities.

(3) There is a general user confidence in a census approach. Hence, they would view the data as more accurate than data provided through surveys (even though survey sampling error can be precisely defined).

(4) The detailed information possible would maximize the opportunity for offsetting special-purpose surveys designed to obtain regional information.

b. Cons:

(1) The major disadvantage of replicating the decennial census at mid decade is the cost of such a program.

(2) Replication of a census every five years creates heavy processing demands on Census facilities which are also used for other periodic surveys and continuing economic surveys.

(3) There is a potential for time delays associated with processing the great volume of data collected.

2. Undertake A Complete Census Of Population, But With A Limited Set Of Questions. The limited set of questions would correspond to the 100 percent items (items asked of the entire population) in the decennial census. They are: household relationship, sex, race, age, and marital status. (Estimated cost: \$275 M.)

a. Pros:

(1) This approach of a limited set of questions would considerably reduce the cost of a complete census.

(2) For those data items collected, the advantages of the full census would be achieved.

(3) It is expected that a high level of public cooperation would be obtained for such a brief list of questions.

(4) The limited number of items of data would assure rapid processing of the information so that it would be available in a timely fashion.

b. Cons:

(1) The limited set of questions would not permit cost offsets to be created by eliminating special-purpose surveys designed to obtain adequate detail on special characteristics.

(2) The massive effort required to create appropriate field staff does not appear reasonable in view of the limited set of information that would be obtained.

(3) It is doubtful that agencies with formula grant programs would be satisfied with the limited set of questions currently represented by the 100 percent items (for example, income data is presently important, but it is not collected as a 100 percent item).

3. Undertake A Mid-Decade Statistical Program Using Varying Samples As Appropriate. For example, in all places with under 25,000 population, a complete census would be taken, but only a sample of residents in larger areas would be required. Varying sampling rates for larger areas, with a minimum sampling rate of five percent, could be used. The sample rates applied would be large enough to ensure precision of estimates for all the population characteristics. The rationale for this strategy is explained in Tab B. (Estimated cost: \$300 M.) (Recommended alternatives.)

a. Pros:

(1) This strategy provides adequate data for formula grants, socioeconomic analysis, and other uses at required level of geographic detail at a minimum cost.

(2) Through careful design and planning, it will be possible to eliminate many special-purpose surveys designed to fill in between decennial censuses. Hence, considerable cost savings could be achieved; it is estimated that the total cost of this approach would be more than offset by the program recommended.

b. Cons:

(1) A considerable amount of negotiation must be accomplished with those sponsoring existing special-purpose surveys to assure that their needs are properly integrated into the Mid-Decade Statistical Effort.

(2) This approach will not yield block-level data within large cities.

(3) There will be challenges from nonstatisticians concerning the reliability of sampling data because of the variety of sampling and procedures to be used. (This can be overcome by specifying sampling errors that are acceptable and assuring that all data achieves a minimum level of accuracy.)

(4) Creates heavy processing demands.

4. Undertake An Across-The-Board Or Uniform Twenty-Five Percent Sample Of The Entire Population. (Estimated cost: \$275 M.)

a. Pros:

(1) This use of sampling would be uniform throughout the Nation and would be less expensive than a full census.

(2) The data items collected would be of sufficient detail to meet most needs.

b. Cons:

(1) A 25 percent sample will not yield accurate measures for less populated areas where it is difficult to develop the appropriate sampling frame. Hence, the reliability of the data will vary considerably.

(2) Lack of geographic detail (especially in rural areas) means that a primary objective of a mid-decade census would not be achieved -- namely, the ability to identify specific characteristics of small areas.

D

July 19, 1976

COST OFFSETS FOR A MID-DECADE CENSUS

Background

It has been estimated that the cost of a mid-decade census could range from \$275 million to \$475 million, depending upon the detail of questionnaire used and the type of sampling procedure employed.

The following table lists a number of special-purpose statistical programs which are required to bridge the gap between decennial censuses and to provide additional detail. A carefully coordinated strategy of detailed subsamples during the mid-decade statistical effort and during the decennial census could bring about the elimination of large proportions of these ongoing costs. Additionally, it is expected that other savings could be achieved by reducing Federal support in areas such as the outlays of \$75 million in FY 1977 by HUD for the support of local planning (a major portion of which is devoted to updating local population and housing data bases) and by the rapidly growing regional medical planning program which is budgeted for \$90 million in FY 1977.

The offsets identified in Table I are briefly described in the paragraphs below:

Table I
Potential Cost Offsets For A Mid-Decade Census
(Savings would occur during the period 1981-1991)
(Annual Cost in Millions)

<u>Activity</u>	<u>Annual Cost</u>	<u>Frequency</u> <u>During 1980's</u>	<u>Total Savings</u> <u>In Decade</u>
1. IRS/Census Data on Migration	7.5	2	15
2. Annual Housing Survey	7.0	10	70
3. Income Survey	12.0	10	80
4. Crime Survey	6.5	10	65
5. Health Survey	13.5	10	135
6. Ad Hoc Survey	15.0	2	30
7. Census of Agriculture			<u>10</u>
			405

1. IRS/Census Data on Migration. The Census/IRS project to estimate population mobility which has been conducted twice in the current decade, is designed to improve the population estimates for local jurisdictions. A mid-decade census, by providing a direct measure of the population, would eliminate the need for this \$15 million expenditure. (A third effort has been proposed for 1970-1979, but no decision has been made to go forward.)

2. Annual Housing Survey. The Annual Housing Survey (AHS) could be reduced since a significant portion of the data are similar or the same as the Census of Housing. The portion of the AHS which provides data on a rotating set of SMSAs could be eliminated entirely, resulting in the substitution of measures of change in the specific housing market areas over a five-year period in place of the three-year change provided by the present schedule. A national survey could be useful in providing early warning in changes in the housing inventory and occupancy characteristics, however, this would likely require an overall redesign for a cost of under \$2 million annually.

3. Income Survey. The "HEW Income Survey," which proposes to obtain income data for States and other subnational areas, could be significantly reduced because of the income data available in a mid-decade census. A detailed national survey to provide regular data (which could be "benchmarked" at the mid-decade to provide local area estimates) would easily be possible for \$2 million per year. The decade costs in the table do not reflect this because of a need to have two years of the full effort to provide data early in the decade. Total cost of the Income Survey is estimated to be \$120 million for the decade; the \$80 million savings noted in Table I assumes that two years of a full Income Survey would be undertaken (\$24 million) and that eight years of a national survey would be accomplished at a cost of \$2 million per year.

4. Crime Survey. The National Crime Survey devotes approximately \$6.5 million annually to the collection of data for large cities. A synthetic estimation program could eliminate this requirement. We could direct LEAA to begin to develop a synthetic estimation procedure which could be validated using 1980 Census data.

5. Health Survey. The Health Resources Administration has recommended expansion of the National Center for Health Statistics' Health Interview Survey to provide State data. It is clear that State data on morbidity will become more and more essential as we ask States to assume a greater role in planning. Again, synthetic techniques based on the census would eliminate the need for this expansion, thus saving about \$13.5 million annually.

6. Ad Hoc Surveys. In addition to the phasing out or modification of ongoing projects, we can expect that the mid-decade census would eliminate the need for ad hoc efforts such as the Survey of Income and Education (SIE) which was mandated by the Education Amendments of 1974. All of the data on the SIE will be collected on the decennial census and on the mid-decade effort. This single survey costs \$15 million. We anticipate at least two such ad hoc efforts per decade.

7. Census of Agriculture. The Census of Agriculture, which is undertaken every five years at a total cost of \$60 million per decade, includes much demographic detail on the rural population. Better and more consistent data could be obtained through the mid-decade and decennial effort, eliminating the need for a portion of data collected in the Census of Agriculture. Estimated savings are \$10 million for the decade.

In addition to the specific programs noted above, it would be possible, as a result of "A Framework For Planning U.S. Federal Statistics, 1978-1989," to integrate the needs for ongoing data collecting activities with the proposed decennial/mid-decade effort. These reductions depend on the expansion of currently available statistical methodology. It may be possible, for example, to use multivariate techniques to develop synthetic State and local estimates based on national measures which associate adequate demographic, socio-economic, and geographic characteristics with the principal data being obtained on special-purpose detailed surveys. Such synthetic estimates are already in widespread use for estimating unemployment statistics.

Additionally, in some programs such as the "Higher Education General Information System (HEGIS)," which gathers annual information on degrees and fields of study of college graduates, much detail could be eliminated. A quinquennial measure of recent graduates as well as total supply could provide a better measure of manpower supply and utilization than is possible with the present annual study of graduates. Further, such a program may make it possible to replace the occupational statistics program (with an annual cost of \$3.8 million) by designing more appropriate five-year benchmarks to provide appropriate occupational detail.

While there are additional examples of an even more speculative nature, the above listing adequately demonstrates that a major restructuring of the U.S. Statistical System could be achieved if a mid-decade statistical effort is authorized to provide appropriate flexible sampling and benchmarking activities, and if adequate leadtime is provided.

E

GRANTS-IN-AID BY FORMULA GRANTS FOR FISCAL YEAR 1975 BY STATE AND LOCAL GOVERNMENTS

Federal Agency	Total		Grants to State Governments		Grants to Local Governments	
	Number of Programs	Dollars in Millions	Number of Programs	Obligations in Millions of Dollars	Number of Programs	Obligations in Millions of Dollars
Total	92	36,765.5	63	22,509.4	29	14,256.1
HEW	46	18,678.5	39	16,577.2	7	2,101.3
DOT	15	3,326.6	14	2,977.6	1	349.0
CSC	1	14.4	1	14.4		
DHUD	4	2,712.1			4	2,712.1
Commerce	1	7.8	1	7.8		
DOL	3	3,126.3			3	3,126.3
Law Enforcement Assistance Admin	2	615.8	2	615.8		
EPA	1	49.2			1	49.2
Water Resources Council	1	4.6	1	4.6		
USDA	2	1,464.0	1	3.0	1	1,461.0
Appalachian Commission	11	320.5			11	320.5
Treasury	2	6,205.0	1	2,068.3	1	4,136.7
DOD	1	28.4	1	28.4		
Interior	2	212.3	2	212.3		

APPENDIX A

Number of Formula Grant Programs Using Data on Population and Income by Data Elements and by Agency, FY 1975

Agency	Total Number of Programs	DATA ELEMENTS USED BY FORMULA GRANTS											
		Total Population				Per Capita Income (pci)		Total Population & per capita income			Data on Persons in Specific Age Groups Not Listed Elsewhere		
		Only tot pop	Specific Age Data	Low income and or poverty	Other	Pci only	Age	Pop & pci only	Age pop pci	Other data element	Age & Income	Age, poverty & low income	Age only
Total 91	92	7	1	6	34	5	6	9	1	5	3	5	10
USDA	2				1 ^{a/}	1 ^{n/}							
CSC	1				1 ^{d/}								
Commerce	1				1 ^{i/}								
DOD	1				1 ^{i/}								
HEW	46	4	1		1	4	6	8	1 ^{n/}	3 ^{i/}	3	5	10
HUD	4			3 ^{h/}	1								
Interior	2				2 ^{n/}								
Justice	2	2											
DOL	3			3 ^{g/}									
DOT	15	1			4 ^{f/} 4 ^{l/} 1 ^{e/}	1 ^{b/} 4 ^{m/}							
Treas	2				1 ^{i/}					2 ^{f/}			
EPA	1				1 ^{i/}								
Water Resources Council	1							1 ^{e/}					
Appalachian Reg Commission	11				11 ^{o/}								

- a/ Government employees
- b/ Passenger enplanement
- c/ SMSA
- d/ Shoreline
- e/ Area

- f/ Urbanized population
- g/ Unemployment
- h/ Overcrowded housing
- i/ Poverty catchment area
- j/ Financial need & extent of air pollution

- l/ Rural or communities under & below 5,000
- m/ Mileage
- o/ Other data
- n/ Administrative data

TABLE I

Fiscal 1975 Federal Agency Outlays for Grants-in-Aid to State and
Local Governments and Obligations Affected by Use of Data on Pop-
ulation and Per Capita Income ^{1/}

(in millions of dollars)

Agency	Total FY '75 Outlays ^{2/}	Grants in aid using data on population and per capita income ^{1/}		
		FY '75 Obligations	Number of Programs	Obligation-outlay ratio
Department of Agriculture	2,936	1,464	2	.499
Department of Commerce	299	8	1	.027
Department of Defense	74	28	1	.378
Department of Health, Education, and Welfare	22,010	13,679 ^{3/}	46	.850
Department of Housing and Urban Development	3,439	2,712	4	.789
Department of the Interior	557	212	2	.381
Department of Justice	722	616	2	.853
Department of Labor	4,012	3,126	3	.779
Department of Transportation	5,688	3,327	15	.585
Department of Treasury	6,423	6,205	2	.966
Environmental Protection Agency	2,025	49	1	.024
Other ^{4/}	1,137	341	13	.300
Total	48,953	36,766	92	.751
Using total population and/or per capita income	N/A	33,694	74	.688

^{1/} Includes only programs using data on population (total and age groups) and per capita income. All other programs excluded.

^{2/} Special Analysis, Budget of the United States Government, Fiscal Year 1977.

^{3/} Information on all DHEW formula grants with minor exceptions.

^{4/} Excludes grants to District of Columbia and Washington Metropolitan Area Transit Authority.

^{5/} General Revenue Sharing counted as two programs, one state and one local government program.

FEDERAL POPULATION BASED
 FORMULA GRANT DATA ELEMENTS AND FISCAL
 YEAR 1975 OBLIGATIONS BY TYPE OF RECIPIENT GOVERNMENT

Data Element	Recipient Governments				Total	
	State Government		Local Government		Number of Programs	Dollars in Billions
	Number of Programs	Dollars in Billions	Number of Programs	Dollars in Billions		
Total	63	22.5	29	14.3	92	36.8
Programs subject to OMB Circular No. A-46, Exhibit I	49	21.3	25	12.4	74	33.7
* Population Only	11	3.2	1	0.3	12	3.5
Pop and per capita income only	7	0.9			7	0.9
Pop low income & poverty			6	5.7	6	5.7
Pop, pci & numbers in specific age groups *	1	0.03			1	0.03
Pop and age data	1	0.10			1	0.10
Pop and Administrative data	5	0.35	1	0.05	6	0.40
Pop & other general purpose data	13	2.2	4	0.6	17	2.8
Per capita income not listed elsewhere	11	14.5	13	5.8	24	20.3
Programs not subject to OMB Circular No. A-46, Exhibit I	14	1.2	4	1.9	18	3.1
Age group data only	10	0.9			10	0.9
Age group and low income	1	0.3	4	1.9	5	2.2
Income per school age child	3	0.03			3	0.03

* pci (Per Capita Income)

F

Topical Outline For

A FRAMEWORK FOR PLANNING
U.S. FEDERAL STATISTICS
1978-1989

Prepared by the
Statistical Policy Division, Office of Management and
Budget
In Cooperation With
Federal Agencies With Responsibility for the Collection,
Processing, Analysis, and Dissemination of Major
Governmental Statistical Programs

Preface

- I. Background - Section 103 of the Budget and Accounting Procedures Act of 1950.
- II. *Relation to Other SPD Documents:*
 - A. *Statistical Services of the United States Government, 1975.*
 - B. *Federal Statistics: Coordination, Standards, Guidelines, 1976.*
 - C. *Federal Statistical Directory.*
 - D. *Standard Metropolitan Statistical Areas, 1975.*
 - E. Others.

Section I The Nature of the Plan

- I. *Role of the Plan:*
 - A. As a framework for agencies to improve coordination.
 - B. As a vehicle for setting and revising statistical priorities for multipurpose and large-scale statistical programs.
 - C. As a forum for identifying crosscutting statistical issues.
 - D. As a mechanism for improving feedback from public and private users of Federal statistics.
 - E. As an overview to specific plans of agencies.
- II. *The Character of the Plan:*
 - A. A flexible document subject to change as priorities evolve, as problems are solved, and as difficulties arise.
 - B. It is not a budget document, but it has budgetary implications.
 - C. It examines agencies, programs, and issues with an objective of clarifying important interactions in the decentralized U.S. statistical system.
 - D. It focuses on the 1980's, recognizing the base of the ongoing program of the 1970's and the present unresolved issues.
- III. *Planning is a Participatory Process:*
 - A. It must recognize the needs of both the producers and the users of statistics.
 - B. *Agencies will have needs which are not addressed in the Plan:*
 1. The Plan is directed to major general-purpose needs and interagency concerns.
 2. Agency plans will deal with specific needs of agencies.
- IV. *The Keys to an Integrated Statistical System:*
 - A. Standard concepts and classifications.

- B. General-purpose collection efforts.
- C. A formal network of policy committees defining needs and priorities in functional areas.
- D. A formal network of technical interagency working groups.
- E. An institutionalized mechanism for public advice and comment to the collection and analytical agencies.
- F. A control agency for continual planning and coordination.

Section II The Organization of U.S. Federal Statistics

- I. *The Decentralized Organization of U.S. Statistical Agencies:*
 - A. Existing legislation and strengths of the existing system.
 - B. Problems which are created.
 - C. Need for quality control and limited consolidation.
- II. *Different Roles and Functions for Statistical Organization:*
 - A. A typology of agency by functions and type of organization:
 1. Relate agency to budget functional classification.
 2. Describe agencies in terms of primary (focal agency) or secondary roles (reimbursable programs).
 - B. *Present roles and missions of major agencies:*
 1. Collection agencies.
 2. Analytical agencies.
 3. Statistical support organizations.
 - C. *Proposed future roles and missions:*
 1. Collection agencies.
 2. Analytical agencies.
 3. Statistical support organizations.
 - D. *Control mechanisms:*
 1. Congressional oversight.
 2. Departmental review.
 3. GAO.
 4. OMB.

Section III The State of Statistics by Functional Areas

- I. *Listing of Functional Areas:*
 - A. Labor statistics.
 - B. Prices and price indexes.
 - C. Production and distribution statistics.
 - D. Construction statistics.
 - E. National economic and business financial accounts.
 - F. Energy statistics.
 - G. Environmental statistics.
 - H. Health statistics.
 - I. Population statistics.
 - J. Education statistics.
 - K. Criminal justice statistics.
 - L. Income maintenance and welfare statistics.
 - M. Housing and community development.
 - N. Income, wealth, and consumption.
 - O. Agricultural commodities.
 - P. Transportation.

11. *For Each of the Above, Discussion will Review:*
- A. Responsible agencies.
 - B. Major user groups, including policy groups.
 - C. The basic core program that exists.
 - D. Important gaps.
 - E. Programs which should be discontinued.
 - F. Recommended new programs.

Section IV *Crosscutting Issues*

- I. *The character of crosscutting issues:*
 - A. Describe the nature of the issue.
 - B. Identify the agencies and/or programs involved.
 - C. Outline policy recommendations.
 - D. *Describe steps to be taken:*
 1. Program consolidation.
 2. New initiatives required.
 3. Role of existing or proposed interagency committees, advisory bodies, or research efforts.
 4. Outline time frame.
- II. *The Specific Issues:*
 - A. *Longitudinal surveys:*
 1. Needs for longitudinal data.
 2. Relation to privacy and respondent burden.
 3. Responsibility for design and maintenance of program.
 4. Role of special purpose in multipurpose programs or instruments.
 5. Use of administrative records.
 - B. *General-purpose sample vehicles:*
 1. Statistical methodology.
 2. Role and mission.
 3. Funding (tax on principal agencies—name them).
 - C. *Social Indicators:*
 1. Relation to the System of Social and Demographic Statistics.
 2. Relation to the Monthly Chartbook.
 3. Periodicity of publication and scope of coverage.
 - D. *Civil rights data:*
 1. Conceptual issues in measuring discrimination.
 2. Level of detail needed (ethnic group, geography, etc.).
 3. Relation to administrative records.
 - E. *Professional staff training:*
 1. Type of needs in agencies.
 2. Relation to existing intramural and extramural programs.
 3. Interagency transfers.
 - F. *Confidentiality:*
 1. Problems with existing laws, rules, and regulations.
 2. Needed legislation.
 3. Organizational implications.
 4. Relation to sample design and *Industrial Directory*.
 - G. *Standard Industrial Directory:*
 1. Goals and objectives of present program.
 2. Needed legislation.
 3. Role of Directory in programs of various agencies.

- H. *Reporting burden:*
 1. Definition of burden associated with general-purpose statistics.
 2. Relation to recommendation of the Commission on Federal Paperwork.
 3. Relation to other portions of the Plan.
- I. *Longrun growth models:*
 1. Description of agency programs.
 2. Needs for standardized data inputs.
 3. Relation to existing data programs.
- J. *International statistics and technical assistance:*
 1. Role of agencies in international programs.
 2. Longrun funding for technical assistance.
 3. Relation to multinational programs for data standardization and data improvement.
- K. *Interagency (reimbursable) funding:*
 1. Analysis of the concept of sponsoring agency responsibility.
 2. Mechanisms for multiagency funding.
 3. Relation of reimbursable funding to primary agency role and mission.
- L. *User access-data banks:*
 1. Description of agency programs.
 2. Role of public-use tapes.
 3. Transfer of data among agencies.
 4. Relation to confidentiality.
 5. Needs for computer systems.
- M. *A program of standards development:*
 1. A standard stub of survey classifications.
 2. Occupations classifications.
 3. Industry classifications.
 4. Commodity classifications.
 5. Presentation standards.
 6. Timeliness.
 7. Public-use samples.
 8. Quality controls.
- N. *The Federal-State cooperative systems of data collection:*
 1. Limits of Federal responsibility.
 2. Standards.
 3. Division of labor.
 4. Technical assistance.

Section V *Evolution of the Statistical Plan for the 1980's*

- I. *Nature of Statistical Programs in a Dynamic, Complex Society:*
 - A. Needs for historical continuity.
 - B. Needs for new concepts.
 - C. Problem anticipation.
 - D. Conflicts in values—burden vs. information, privacy vs. exchange, needs vs. resources, etc.
- II. *An Overview of Proposals for Agency Roles, New General-Purpose Programs, and Solution of Crosscutting Issues:*
 - A. How the parts of the Plan interact.
 - B. Recommended sequence of actions.
- III. *A Program of Research and Review:*
 - A. Unemployment concepts.
 - B. National Income Accounting concepts.
 - C. System of Social and Demographic Statistics.
 - D. Financial statistics.
 - E. International trade statistics.
 - F. Balance of Payments and international finance.
 - G. Others.

Quinquennial Census Proposal
Sampling Rate Required for CV of One Percent, by Size of Place

(Population shown in thousands)

Size of Place	Inside SMSA's					Outside SMSA's				
	Sampling Rate	Total Population		Cumulative Pop.		Sampling Rate	Total Population		Cumulative Pop.	
		In Places	In Sample	In Places	In Sample		In Places	In Sample	In Places	In Sample
Places under 25,000	All	25,948	25,948	25,948	25,948	All	27,705	27,705	27,705	27,705
25,000 - 50,000	1/4	11,563	2,891	37,511	28,839	1/3	6,258	2,086	33,963	29,791
50,000 - 100,000	1/6	16,740	2,790	54,251	31,629					
100,000 - 250,000	1/12	14,292	1,191	68,543	32,820					
250,000 or more	1/20	42,199	2,109	110,742	34,929					
Counties outside places							58,480	20,000	92,443	49,791
Total U.S.									203,185	84,720 (42%)

Quinquennial Census Proposal
Sampling Rate Required for CV of Ten Percent, by Size of Place

(Population shown in thousands)

Size of Place	Inside SMSA's					Outside SMSA's				
	Sampling Rate	Total Population		Cumulative Pop.		Sampling Rate	Total Population		Cumulative Pop.	
		In Places	In Sample	In Places	In Sample		In Places	In Sample	In Places	In Sample
Places under 2,500	All	2,890	2,890	2,890	2,890	All	8,346	8,346	8,346	8,346
2,500 - 5,000	1/2	3,062	1,531	5,951	4,421	1/2	4,983	2,491	13,328	10,837
5,000 - 10,000	1/4	6,689	1,672	12,640	6,093	1/4	6,253	1,563	19,582	12,400
10,000 - 25,000	1/8	13,308	1,664	25,948	7,757	1/8	8,123	1,015	27,705	13,415
25,000 - 50,000	1/20	11,563	578	37,511	8,335	1/20	6,258	313	33,963	13,728
50,000 - 100,000	1/40	16,740	419	54,251	8,754					
100,000 - 250,000	1/60	14,292	238	68,543	8,992					
250,000 or more	1/100	42,199	422	110,742	9,414					
Counties Outside places						1/20	58,480	2,924	92,443	16,652
Total U.S.									203,185	26,066

TAB C

THE WHITE HOUSE

WASHINGTON

July 27, 1976

MEMORANDUM FOR: JIM CONNOR
FROM: JIM CANNON 
SUBJECT: Mid-Decade Census

In regard to the mid-decade census:

I would agree with the OMB recommendation that we support mid-decade census legislation, but I would urge that we identify as our reasons:

1. Better information
2. Consolidating a number of special purpose surveys
3. Overall reduction in the reporting burden on the public
4. Possibility of overall reduction in the cost to Federal government information gathering efforts.

THE WHITE HOUSE

WASHINGTON

July 27, 1976

MEMO FOR: ED SCHMULTS
FROM: KEN LAZARUS^Y
SUBJECT: Lynn memo (7/23) re:
Mid-Decade Census

Suggested response:

Counsel's Office does not oppose the OMB recommendation of Administration support for a mid-decade census to supplement the current census program. However, we would hope that the Administration position also reflects some sensitivity to notions of privacy in this context relevant to the proposed legislation. In this regard, the draft Senate bill appears to go beyond a simple mid-decade census and also expands the authority for "special censuses, surveys", etc.

Approve


7/27

Disapprove _____

STAFFING

—
THE WHITE HOUSE
WASHINGTON

NOTE:

Paul O'Neill's testimony is
Thursday the 29th and if
option 1 is chosen, then he'll
voice support in testimony

done 7/29/76

July 28, 1976

MR. PRESIDENT:

Mid-Decade Census

The attached memorandum from Jim Lynn was staffed to Messrs. Marsh, Hartmann, Cannon, Buchen, Seidman, Friedersdorf and Gergen and resulted in the following recommendations:

Marsh -- Support Option 1 for a new mid-decade census program.

Hartmann -- "I oppose -- more Big Brother prying into lives of citizens -- Option 2"

Cannon -- Support Option 1, but see additional comments at Tab A

Buchen -- Not opposed to Option 1, but see additional comments (Schmults) at Tab B

Seidman -- Support Option 1

Friedersdorf -- Support Option 1

Gergen -- "Recommend Option 1 with Paul reading a Presidential letter before testifying. Dramatic population shifts justify #1 and no serious issue of privacy involved. Note: Any serious political ramifications in terms of shifting power base not addressed."

Jim Connor



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUL 23 1976

MEMORANDUM FOR: THE PRESIDENT
FROM: JAMES F. LYNN
SUBJECT: Mid-Decade Census

Issue

Should the Administration support a mid-decade (1985 and every 10 years thereafter) census?

Background

On April 7, 1976, the House passed H.R. 11337, a mid-decade census bill, by a voice vote following acceptance of amending language by a vote of 248 to 140. Senate hearings on this legislation have now been scheduled for July 29, 1976, and OMB has been asked to provide the Administration's views.

Congressional interest in a mid-decade census has characteristically been highest in the middle of the decade because data from the last census begins to age noticeably and results from the next decennial census seem a remote prospect.

The House-passed bill and the Senate working draft provide that "the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he...may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies" (paragraph (d) Section 141--Tab A). The bill provides that apportionment would only be influenced by the decennial effort. Consequently, there is no Congressional concern about sampling error affecting Congressional districts.

At this point, it appears likely that the Senate will act favorably on the legislation this session. It is therefore important that the Administration develop a position.

Options

The Administration is faced with the following options:

1. Support a new mid-decade census program as embodied in the proposed legislation or
2. Oppose the undertaking of this new program.
3. Do nothing.

Discussion Of Options

Option #1: Support a new mid-decade census program. Under this option it is envisioned that the Administration would voice open support for the pending legislation.

Pros:

● Enactment of this legislation would give the Administration an opportunity to restructure the basic Federal social statistics program yielding more geographic detail, more consistency in individual data series, and a more integrated statistical base for sound policy analysis. It would further enhance this Administration's effort to better manage the Federal Statistical System. For the past 18 months, the Office of Management and Budget (in conjunction with statistical agencies) has been preparing a framework for planning U.S. Federal statistics in the 1980's (see Tab F for outline). This management effort has been designed to reduce overlap and duplication in Federal statistical programs and to provide the basis for better integration of statistical series. A Mid-Decade Statistical Effort would be very desirable as a major vehicle for the coordination of long-term data needs throughout the Federal Government.

● A properly designed mid-decade census could be used to eliminate a number of special-purpose statistical programs now required to provide interim data between the decennial efforts. As discussed later under Costs (page 4), OMB believes that cost reductions equal to the costs to be incurred can be realized, with a potential existing for saving 20-30 percent more than the cost of the mid-decade census itself. It could also reduce reporting burden by eliminating duplicative surveys.

● The availability of consistent and high quality data from a mid-decade census would be helpful in implementing the block grant concept. The Administration has supported this concept. The allocation of these funds is dependent upon formula allocations on an equitable basis as opposed to complex allocations for categorical programs.

- A mid-decade census would provide a high level of detailed information for small areas throughout the Nation, yielding information which would not be feasible to obtain through single-time surveys.

- Formula grant planning could be explicitly related to mid-decade census planning to assure that the proper data base is achieved in a timely and consistent fashion. General and special revenue sharing initiatives, in particular, demand small area data for the allocation and management of Federal program funds. Currently, about \$37 billion are distributed each year using census data (Tab E). Many additional pieces of legislation passed in the last few years have required national and subnational estimates of special demographic groups, such as the numbers of school age children in poverty households or the number of disabled persons.

- Conditions are now ideal for initiating a mid-decade census since adequate time exists for utilizing the 1980 Census process in developing an integrated base of social statistics. The current Senate committee staff working print (Tab A--issued July 16, 1976) gives the Administration considerable flexibility in carrying out the objectives of the Act.

Cons:

- The proposed mid-decade census is a relatively expensive effort in comparison with other major statistical programs. The endorsement of a mid-decade census would create a major new statistical program with costs ranging from \$245-\$475 million.

- Since many existing special-purpose surveys have strong advocates, it will be difficult to assure the elimination of existing surveys which are presently a part of its ongoing statistical program.

- Support of a mid-decade census would appear to be starting a major new Federal program to collect personal data from individuals and households.

Option #2. Oppose the undertaking of this new program. This option would involve a strategy of trying to hold off Congressional action this session and might possibly require a veto of the legislation if it reaches your desk.

Pros:

- Opposition to a mid-decade census proposal would underscore the Administration's resistance to starting new Federal programs.

Cons:

- Without a mid-decade census, improvement in Federal social statistics would be impeded.
- Potential cost savings would not be possible (see Cost Issue below).

Option #3. Do Nothing. Under this option we would allow the legislative process to proceed without objection. If the bill is passed then you would accept it.

Pros:

- Places full responsibility for this new start on the Congress. In the event most offsets are not implemented, would place the added cost burden of the program on the Congress.
- Avoids Administration involvement in what might appear to the public as an invasion of privacy and increased Government oversight.

Cons:

- Deprives the Administration of any recognition for supporting this new program, with its high potential for restructuring social statistics to achieve better quality data at lower cost.
- Would weaken our ability to avoid undesirable features being added to the bill.

Cost Issue

One of the major issues concerning a mid-decade census is the cost of such a program and whether or not offsetting savings can be achieved. OMB has outlined a mid-decade statistical program using varying samples which would cost \$300 million (or less, depending upon the accuracy required for certain features). A brief discussion of this strategy is presented as Tab B. This approach provides an opportunity to replace many surveys now carried out to provide data between censuses, yet it is considerably less costly than a complete full-count census which would cost at least \$475 million at 1975 prices. Other alternatives are discussed in Tab C.

Table I below outlines what we believe to be potential cost offsets for a mid-decade program. These programs are discussed further in Tab D.

Table I
Potential Cost Offsets For A Mid-Decade Census
 (Savings would occur during the period 1981-1991)
 (Annual Cost in Millions)

<u>Activity</u>	<u>Annual Cost</u>	<u>Frequency</u> <u>During 1980's</u>	<u>Total Savings</u> <u>In Decade</u>
1. IRS/Census Data on Migration	7.5	2	15
2. Annual Housing Survey	7.0	10	70
3. Income Survey	12.0	10	80
4. Crime Survey	6.5	10	65
5. Health Survey	13.5	10	135
6. Ad Hoc Survey	15.0	2	30
7. Census of Agriculture			10
			<u>405</u>

We believe these savings are achievable for the following reasons:

1. OMB, in cooperation with the statistical agencies, has been developing, for the past 18 months, a plan for redesigning the Federal Statistical System. The agencies will support the redesign since a better data quality and integration would result. Many policy groups working on the data base for the individual functional areas will be supportive because of the higher quality data base resulting.

2. Several Congressional groups are calling for some of the revisions indicated in the table. For example, the agricultural committees are currently reviewing legislation to reorganize agricultural statistics, somewhat along the lines indicated in the table (although at higher cost because they are not assuming a mid-decade census).

3. Under the OMB program, no basic statistical series would be eliminated until assurance of a better quality, more comprehensive data base is in place.

4. Considerable improvement in geographic detail would result from the Mid-Decade Statistical Effort and the integrated set of surveys than is now possible through special-purpose surveys. Hence, many areas not presently covered with statistical series would generate supportive pressure for implementing the program.

5. The use of sampling for the direct purposes of the bill could be designed on a less costly basis than the OMB proposal if the offsets were not actually achieved. The fact that such a reduction in the cost of the Mid-Decade Statistical Effort would be possible through 1982, will provide an incentive for agencies and policy groups to cooperate in bringing about the appropriate offsets required to justify the more comprehensive mid-decade effort.

It is evident that replacement of existing special-purpose surveys will be difficult to achieve because of the advocacy of agencies which presently utilize the detailed results. While this is true, it is expected that the five factors identified above will make it possible to assure that at least a dollar-for-dollar offset is, in fact, obtained during the 1980's. Further, item 5 above leaves open the alternative that if offsets are not agreed to by the agencies, the Administration can propose a minimum cost mid-decade effort to carry out the legislative mandate.

Recommendation

It is recommended that the Administration support mid-decade census legislation presently being proposed in the Senate--Option #1--with the intent of using such authorization to better integrate the Federal Statistical System. This legislation presents the Administration with a unique opportunity to: move rapidly toward the improved integration of social and demographic statistics; achieve better control of the growth in statistical programs; assure more efficient data collection systems with reduced reporting burden on the public; and provide a basis for a more effective Administration thrust toward the consolidation of data requirements for the administration of Federal program benefits.

Decision

- _____ Option #1. Support a new mid-decade census program.
(OMB Recommendation.)
- _____ Option #2. Oppose undertaking this new program.
- _____ Option #3. Do nothing.

A

JULY 16, 1976

94TH CONGRESS
2D SESSION

S.

IN THE SENATE OF THE UNITED STATES

JULY 16, 1976

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

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

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

That section 1 of title 13, United States Code, relating to definitions, is amended to read as follows:

“§ 1. Definitions

“(a) As used in this title, unless the context requires another meaning or unless it is otherwise provided—

“(1) ‘Bureau’ means the Bureau of the Census; and

“(2) ‘Secretary’ means the Secretary of Commerce.

“(b) As used in this subchapter, ‘respondent’ includes a corporation, company, association, firm, partnership, proprietorship, society, joint stock company, an individual, or

other organization or entity which reported information or on behalf of which information was reported, in response to a questionnaire, inquiry, or other request of the Bureau.”

SEC. 2. Section 3 of title 13, United States Code, relating to the seal of the Bureau of the Census, is amended by striking out “to all certificates and attestations” and inserting in lieu thereof “for authentication purposes on documents”.

SEC. 3. (a) Section 4 of title 13, United States Code, relating to the functions of the Secretary, is amended to read as follows:

“§ 4. Functions of Secretary; regulations; delegation

“The Secretary shall perform the functions and duties imposed upon him by this title, may issue such rules and regulations as he deems necessary to carry out such functions and duties, and may delegate the performance of such functions and duties and the authority to issue such rules and regulations to such officers and employees as he may designate.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“4. Functions of Secretary; delegation.”

and inserting in lieu thereof—

“4. Functions of Secretary; regulations; delegation.”.

SEC. 4. (a) Section 5 of title 13, United States Code, relating to scheduling and inquiries, is amended—

(1) in the section heading, by striking out “Schedules” and inserting in lieu thereof “Questionnaires”;

and

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(2) in the text thereof, by striking out "schedules"

and inserting in lieu thereof "questionnaires".

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

"5. Schedules; number, form, and scope of inquiries."

and inserting in lieu thereof—

"5. Questionnaires; number, form, and scope of inquiries."

SEC. 5. (a) Section 6 of title 13, United States Code, relating to requests for information, is amended to read as follows:

"§ 6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources

"(a) The Secretary, whenever he considers it advisable, may call upon any other department, agency, or establishment of the Federal Government, or of the government of the District of Columbia, for information pertinent to the work provided for in this title.

"(b) The Secretary may acquire, by purchase or otherwise, from States, counties, cities, or other units of government, or their instrumentalities, or from private persons and agencies, such copies of records, reports, and other material as may be required for the efficient and economical conduct of the censuses and surveys provided for in this title.

"(c) To the maximum extent possible and consistent with the kind, timeliness, quality, and scope of the statistics required, the Secretary shall acquire and use information available from any source referred to in subsection (a) or

BILLS—PALLAS--- 4

(b) of this section instead of conducting direct inquiries.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“6. Requests to other departments and offices for information, acquisition of reports from governmental and other sources.”

and inserting in lieu thereof—

“6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources.”.

SEC. 6. (a) So much of section 8 of title 13, United States Code, as precedes subsection (d) thereof is amended to read as follows:

“§ 8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received

“(a) The Secretary may, upon written request, furnish to any respondent, or to the heir, successor, or authorized agent of such respondent, authenticated transcripts or copies of reports (or portions thereof) containing information furnished by, or on behalf of, such respondent in connection with the surveys and censuses provided for in this title, upon payment of the actual or estimated cost of searching the records and furnishing such transcripts or copies.

“(b) Subject to the limitations contained in sections 6(c) and 9 of this title, the Secretary may furnish copies of tabulations and other statistical materials which do not disclose the information reported by, or on behalf of, any respondent, and may make special statistical compilations and surveys, for departments, agencies, and establishments

BILLS—PALLAS--- 5

of the Federal Government, the government of the District of Columbia, the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, State or local agencies, or other public and private persons and agencies, upon payment of the actual or estimated cost of such work. In the case of nonprofit agencies or organizations, the Secretary may engage in joint statistical projects, the purposes of which are otherwise authorized by law, but only if the costs of such projects are shared equitably, as determined by the Secretary.

“(c) In no case shall information furnished under this section be used to the detriment of any respondent or other person to whom such information relates, except in the prosecution of alleged violations of this title.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“8. Certified copies of certain returns; other data; restriction on use; disposition of fees received.”

and inserting in lieu thereof—

“8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received.”.

SEC. 7. (a) Section 141 of title 13, United States Code, relating to censuses of population and so forth, is amended to read as follows:

“§ 141. Population and other census information

“(a) The Secretary shall, in the year 1980 and every ten years thereafter, take a decennial census of population as of the first day of April, which date shall be known as

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the census date, in such form and content as he may determine, including the use of sampling procedures and special surveys. In connection with any such census, the Secretary is authorized to obtain such other census information as necessary.

“(b) The tabulation of total population by States under subsection (a) of this section as required for the apportionment of Representatives in Congress among the several States shall be completed within nine months after the census date and reported by the Secretary to the President of the United States.

“(c) The officers or public bodies having initial responsibility for the legislative apportionment or districting of each State may, not later than three years prior to the decennial census date, submit to the Secretary a plan identifying the geographic areas for which specific tabulations of population are desired. Each such plan shall be developed in accordance with criteria established by the Secretary, which he shall furnish to such officers or public bodies not later than April 1 of the fourth year preceding the decennial census date. Such criteria shall include requirements which assure that such plan shall be developed in a nonpartisan manner. Should the Secretary find that a plan submitted by such officers or public bodies does not meet the criteria established by him, he shall consult to the extent necessary with such officers or public bodies in order to achieve the alterations in such plan that he deems necessary to bring it into accord with such criteria. Any issues with respect to such plan

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remaining unresolved after such consultation shall be resolved by the Secretary, and in all cases he shall have final authority for determining the geographic format of such plan. Tabulations of population for the areas identified in any plan approved by the Secretary shall be completed by him as expeditiously as possible after the decennial census date and reported to the Governor of the State involved and the officers or public bodies having responsibility for legislative apportionment or districting of such State, except that such tabulations of population of each State requesting a tabulation plan, and basic tabulations of population of each other State, shall, in any event, be completed, reported and transmitted to each respective State within one year after the decennial census date.

“(d) Without regard to subsections (a), (b), and (c) of this section, the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he and the Director of the Office of Management and Budget may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies. The census shall be taken as of the first day of April, which shall be known as the mid-decade census date.

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“(e) (1) If—

“(A) in the administration of any program established by or under Federal law which provides benefits to State or local governments or to other recipients, eligibility for or the amount of such benefits would (without regard to this paragraph) be determined by taking into account data obtained in the most recent decennial census, and

“(B) comparable data is obtained in a mid-decade census conducted after such decennial census, then in the determination of such eligibility or amount of benefits the most recent data obtained in either the mid-decade or decennial census shall be used.

“(2) Information obtained in any mid-decade census shall not be used for apportionment of Representatives in Congress among the several States, nor shall such information be used in prescribing congressional districts.

“(f) With respect to each decennial and mid-decade census conducted under subsection (a) or (d) of this section, the Secretary shall submit to the committees of Congress having legislative jurisdiction over the census—

“(1) not later than three years before the appropriate census date, a report containing the Secretary's determination of the subjects proposed to be included, and the types of information to be compiled, in such census;

“(2) not later than two years before the appropriate census date, a report containing the Secretary's de-

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termination of the questions proposed to be included in such census; and

“(3) after submission of a report under paragraph (1) or (2) of this subsection and before the appropriate census date, if the Secretary finds new circumstances exist which necessitate that the subjects, types of information, or questions contained in reports so submitted be modified, a report containing the Secretary's determination of the subjects, types of information, or questions as proposed to be modified.

“(g) As used in this section, ‘census of population’ means a census of population, housing, and other census information.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“141. Population, unemployment, and housing.”

and inserting in lieu thereof—

“141. Population and other census information.”.

SEC. 8. (a) Subchapter IV of chapter 5 of title 13, United States Code, is amended to read as follows:

“SUBCHAPTER IV—CURRENT INTERIM DATA

“§ 181. Population

“During the intervals between each census of population required under section 141 of this title, the Secretary shall annually produce and publish for each State, county, and local unit of general purpose government which has a population of fifty thousand or more, current data on total

population and shall biennially produce and publish for other local units of general purpose government current data on total population. Such data shall be produced and published for each State, county, and other local unit of general purpose government for which data is compiled in the most recent census of population taken under section 141 of this title. Such data may be produced by means of sampling or other methods which the Secretary determines will produce current, comprehensive, and reliable data. Should the Secretary be unable to produce and publish current data on total population for county and local units of general purpose government as required by this section, a report shall be made by the Secretary to the President of the Senate and the Speaker of the House of Representatives not later than one year after the date of enactment of this Act and not later than ninety days prior to the commencement of each fiscal year thereafter, enumerating each government excluded and giving the reasons for such exclusion.

“§ 182. Surveys

“The Secretary may make surveys deemed necessary to furnish annual and other interim current data on the subjects covered by the censuses provided for in this title.

“§ 183. Use of most recent population data

“For the purpose of administering any law of the United States in which population or other population characteristics not specifically limited to section 141 of this title are used to determine the amount of benefit received by State, county, and local units of general purpose government, the Secretary

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shall transmit to the President for use by the appropriate departments and agencies of the executive branch the data most recently produced and published pursuant to section 181 of this title except with respect to any date or period of time for which the census of population taken under section 141 of this title is the most recent data.

“§ 184. Definitions

“For purposes of this subchapter, the term ‘local unit of general purpose government’ means the government of a county, municipality, township, Indian tribe, Alaskan native village, or other unit of government below the State which is a unit of general government.”.

(b) The table of sections for chapter 5 of title 13, United States Code, is amended by striking out

“SUBCHAPTER IV—INTERIM CURRENT DATA

“181. Surveys.”

and inserting in lieu thereof

“SUBCHAPTER IV—CURRENT INTERIM DATA

“181. Population.

“182. Surveys.

“183. Use of most recent population data.

“184. Definition.”.

SEC. 9. (a) Section 191 of title 13, United States Code, relating to geographic scope of censuses, is amended to read as follows:

**“§ 191. Geographic scope of censuses; mid-decade censuses
of population**

“(a) Each of the censuses authorized by this chapter shall include each State, the District of Columbia, the Virgin

Islands, Guam, the Commonwealth of the Northern Marianas Islands, and the Commonwealth of Puerto Rico, and as may be determined by the Secretary, such other possessions and areas over which the United States exercises jurisdiction, control, or sovereignty. Inclusion of other areas over which the United States exercises jurisdiction or control shall be subject to the concurrence of the Secretary of State.

“(b) For censuses taken in the Virgin Islands, Guam, the Commonwealth of the Northern Marianas Islands, or any possession or area not specifically designated in subsection (a) of this section, the Secretary may use census information collected by the Governor or highest ranking Federal official, if such information was obtained in accordance with plans prescribed or approved by the Secretary.

“(c) If, pursuant to a determination by the Secretary under subsection (a) of this section, any census is not taken in a possession or area over which the United States exercises jurisdiction, control, or sovereignty, the Secretary may include data obtained from other Federal agencies or government sources in the census report. Any data obtained from foreign governments shall be obtained through the Secretary of State.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“191. Geographic scope of censuses.”

and inserting in lieu thereof—

“191. Geographic scope of censuses; mid-decade censuses of population.”.

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SEC. 10. Section 195 of title 13, United States Code, relating to use of sampling, is amended to read as follows:

“§ 195. Use of sampling

“Except for the determination of population for purposes of apportionment of Representatives in Congress among the several States, the Secretary shall, if he considers it feasible, authorize the use of the statistical method known as ‘sampling’ in carrying out the provisions of this title.”.

SEC. 11. (a) Subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof the following new section:

“§ 197. Special censuses

“The Secretary may conduct special censuses for the government of any State, or of any county, city, or other political subdivision within a State, for the government of the District of Columbia, and for the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, on subjects covered by the censuses provided for in this title, upon payment to the Secretary of the actual or estimated cost of each such special census. The results of each such special census shall be ‘Official Census Statistics’. These statistics may be used in the manner provided by applicable law.”.

(b) The table of sections of subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof—

“197. Special censuses.”.

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SEC. 12. (a) Section 214 of title 13, United States

Code, relating to wrongful disclosure of information, is amended to read as follows:

“§ 214. Wrongful disclosure of information

“Whoever, being or having been an employee or staff member referred to in subchapter II of chapter 1 of this title, having taken and subscribed the oath of office, or having sworn to observe the limitations imposed by section 9 of this title, publishes or communicates any information, the disclosure of which is prohibited under the provisions of section 9 of this title, and which comes into his possession by reason of his employment or utilization under the provisions of this title, shall be fined not more than \$5,000 or imprisoned not more than five years, or both.”.

(b) Section 23 of title 13, United States Code, is amended by adding at the end thereof the following new subsection:

“(c) The Secretary may utilize temporary staff, including employees of Federal, State, or local agencies or instrumentalities and employees of private organizations, to assist the Bureau in performing the work authorized by this title, if such temporary staff is sworn to observe the limitations imposed by section 9 of this title.”.

SEC. 13. If a provision enacted by this Act is held invalid, all valid provisions that are severable from the invalid provision remain in effect. If a provision of this Act is held invalid in one or more of its applications, the provision re-

BILLS—PALLAS--- 15

mains in effect in all valid applications that are severable from the invalid application or applications.

SEC. 14. (a) In the administration of any law of the United States in which population or other population characteristics not specifically limited to section 141 of title 13, United States Code, are used to determine the amount of benefit received by State, county, and local units of general purpose government, the President through the Director of the Office of Management and Budget shall insure that the most recent data provided by the Secretary of Commerce, and which refers to the same point or period in time for each class of eligible government, will be used by the appropriate departments and agencies of the executive branch.

(b) The Director shall initiate the development of uniform methods and procedures to be used by the departments and agencies of the executive branch in producing statistical information used in effecting the delivery of Federal benefits to State and local governments. The Director or his representative shall consult with the appropriate departments and agencies for this purpose, and the Director shall issue regulations for the purpose of establishing uniform methods and procedures in producing statistical information effecting the delivery of Federal benefits to State and local governments.

(c) Not later than one year after the date of enactment of this Act, the Director shall report to the President of the Senate and the Speaker of the House of Representatives with

BILLS—PALLAS--- 16

respect to progress made toward the development and adoption of the methods referred to in section (b).

SEC. 15. The amendments made by this Act shall take effect on October 1, 1976, or on the date of the enactment of this Act, whichever date is later.

COMMITTEE STAFF WORKING

PRINTED

JULY 16, 1976

94TH CONGRESS
2D SESSION

S.

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

By Mr. McGEE

JULY 16, 1976

Read twice and referred to the Committee on Post Office and Civil Service

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 26

Time:

FOR ACTION: Jack Marsh
 Bob Haftmann
 Jim Cannon
 Phil Buchen
 Bill Seidman

XXXXXXXXXXXXXXXXX
cc (for information):

Max Friedersdorf
 Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, July 27

Time: 5:00 p.m.

SUBJECT:

Lynn memo (7/23) re: Mid-Decade Census

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Paul O'Neill's testimony is Thursday, July 29th, therefore we'll need your comments by Tuesday afternoon.

Marsh - option 1 (Donna) Seidman - option 1
Max - option 1
Buchen (Schultz/Poyanus) see comments
Gergen - option 1 see comments
Haftmann - I oppose - see comments
Cannon - see comments

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

WASHINGTON

July 27, 1976

MEMO FOR: ED SCHMULTS
FROM: KEN LAZARUS ✓
SUBJECT: Lynn memo (7/23) re:
Mid-Decade Census

Suggested response:

Counsel's Office does not oppose the OMB recommendation of Administration support for a mid-decade census to supplement the current census program. However, we would hope that the Administration position also reflects some sensitivity to notions of privacy in this context relevant to the proposed legislation. In this regard, the draft Senate bill appears to go beyond a simple mid-decade census and also expands the authority for "special censuses, surveys", etc.

Approve


7/27

Disapprove _____

.THE WHITE HOUSE

WASHINGTON

July 27, 1976

MEMORANDUM FOR: JIM CONNOR
FROM: JIM CANNON 
SUBJECT: Mid-Decade Census

In regard to the mid-decade census:

I would agree with the OMB recommendation that we support mid-decade census legislation, but I would urge that we identify as our reasons:

1. Better information
2. Consolidating a number of special purpose surveys
3. Overall reduction in the reporting burden on the public
4. Possibility of overall reduction in the cost to Federal government information gathering efforts.

Rec. 7/26/76 - 11:17 am
mm

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 26

Time:

FOR ACTION: Jack Marsh
Bob Hartmann
Jim Cannon
Phil Buchen
Bill Seidman

XXXXXXXXXXXXX
cc (for information):

Max Friedersdorf
Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, July 27

Time: 5:00 p.m.

SUBJECT:

Lynn memo (7/23) re: Mid-Decade Census

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

*RTA OMB's recommendation is a surprise
you can skin this one.*

Paul O'Neill's testimony is Thursday, July 29th, therefore we'll need your comments by Tuesday afternoon.

*Oppose - most into
Big Brother program
lives of citizens
system #2 RA*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 26

Time:

FOR ACTION: Jack Marsh
Bob Hartmann
Jim Cannon
Phil Buchen
Bill Seidman

XXXXXXXXXXXXXX
cc (for information):

Max Friedersdorf in-j.
Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, July 27

Time: 5:00 p. m.

SUBJECT:

Lynn memo (7/23) re: Mid-Decade Census

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Paul O'Neill's testimony is Thursday, July 29th, therefore we'll need your comments by Tuesday afternoon.

OPTION #1

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 26

Time:

FOR ACTION: Jack Marsh
Bob Hartmann
Jim Cannon
Phil Buchen
Bill Seidman

XXXXXXXXXXXXX
cc (for information):

Max Friedersdorf
Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, July 27

Time: 5:00 p. m.

SUBJECT:

Lynn memo (7/23) re: Mid-Decade Census

Jim Connor

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Paul O'Neill's testimony is Thursday, July 29th, therefore we'll need your comments by Tuesday afternoon.

*Recommend option 1 w/ Paul reading
Presidential letter before testifying. Dramatic
population shifts justify #1 & no serious issue
of privacy involved. Dear J 7/26*

Note: Any serious political ramifications in terms of shifting power base?

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

Not addressed

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: July 26

Time:

FOR ACTION: Jack Marsh
Bob Hartmann
Jim Cannon
Phil Buchen
Bill Seidman

XXXXXXXXXXXXX
cc (for information):

Max Friedersdorf
Dave Gergen

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, July 27

Time: 5:00 p.m.

SUBJECT:

Lynn memo (7/23) re: Mid-Decade Census

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Paul O'Neill's testimony is Thursday, July 29th, therefore we'll need your comments by Tuesday afternoon.

APPROVE OPTION 1
LWS

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUL 23 1976

MEMORANDUM FOR: THE PRESIDENT
FROM: JAMES F. LYNN
SUBJECT: Mid-Decade Census

Issue

Should the Administration support a mid-decade (1985 and every 10 years thereafter) census?

Background

On April 7, 1976, the House passed H.R. 11337, a mid-decade census bill, by a voice vote following acceptance of amending language by a vote of 248 to 140. Senate hearings on this legislation have now been scheduled for July 29, 1976, and OMB has been asked to provide the Administration's views.

Congressional interest in a mid-decade census has characteristically been highest in the middle of the decade because data from the last census begins to age noticeably and results from the next decennial census seem a remote prospect.

The House-passed bill and the Senate working draft provide that "the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he...may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies" (paragraph (d) Section 141--Tab A). The bill provides that apportionment would only be influenced by the decennial effort. Consequently, there is no Congressional concern about sampling error affecting Congressional districts.

At this point, it appears likely that the Senate will act favorably on the legislation this session. It is therefore important that the Administration develop a position.

Options

The Administration is faced with the following options:

1. Support a new mid-decade census program as embodied in the proposed legislation or
2. Oppose the undertaking of this new program.
3. Do nothing.

Discussion Of Options

Option #1: Support a new mid-decade census program. Under this option it is envisioned that the Administration would voice open support for the pending legislation.

Pros:

- Enactment of this legislation would give the Administration an opportunity to restructure the basic Federal social statistics program yielding more geographic detail, more consistency in individual data series, and a more integrated statistical base for sound policy analysis. It would further enhance this Administration's effort to better manage the Federal Statistical System. For the past 18 months, the Office of Management and Budget (in conjunction with statistical agencies) has been preparing a framework for planning U.S. Federal statistics in the 1980's (see Tab F for outline). This management effort has been designed to reduce overlap and duplication in Federal statistical programs and to provide the basis for better integration of statistical series. A Mid-Decade Statistical Effort would be very desirable as a major vehicle for the coordination of long-term data needs throughout the Federal Government.

- A properly designed mid-decade census could be used to eliminate a number of special-purpose statistical programs now required to provide interim data between the decennial efforts. As discussed later under Costs (page 4), OMB believes that cost reductions equal to the costs to be incurred can be realized, with a potential existing for saving 20-30 percent more than the cost of the mid-decade census itself. It could also reduce reporting burden by eliminating duplicative surveys.

- The availability of consistent and high quality data from a mid-decade census would be helpful in implementing the block grant concept. The Administration has supported this concept. The allocation of these funds is dependent upon formula allocations on an equitable basis as opposed to complex allocations for categorical programs.

- A mid-decade census would provide a high level of detailed information for small areas throughout the Nation, yielding information which would not be feasible to obtain through single-time surveys.

- Formula grant planning could be explicitly related to mid-decade census planning to assure that the proper data base is achieved in a timely and consistent fashion. General and special revenue sharing initiatives, in particular, demand small area data for the allocation and management of Federal program funds. Currently, about \$37 billion are distributed each year using census data (Tab E). Many additional pieces of legislation passed in the last few years have required national and subnational estimates of special demographic groups, such as the numbers of school age children in poverty households or the number of disabled persons.

- Conditions are now ideal for initiating a mid-decade census since adequate time exists for utilizing the 1980 Census process in developing an integrated base of social statistics. The current Senate committee staff working print (Tab A--issued July 16, 1976) gives the Administration considerable flexibility in carrying out the objectives of the Act.

Cons:

- The proposed mid-decade census is a relatively expensive effort in comparison with other major statistical programs. The endorsement of a mid-decade census would create a major new statistical program with costs ranging from \$245-\$475 million.

- Since many existing special-purpose surveys have strong advocates, it will be difficult to assure the elimination of existing surveys which are presently a part of its ongoing statistical program.

- Support of a mid-decade census would appear to be starting a major new Federal program to collect personal data from individuals and households.

Option #2. Oppose the undertaking of this new program. This option would involve a strategy of trying to hold off Congressional action this session and might possibly require a veto of the legislation if it reaches your desk.

Pros:

- Opposition to a mid-decade census proposal would underscore the Administration's resistance to starting new Federal programs.

Cons:

- Without a mid-decade census, improvement in Federal social statistics would be impeded.
- Potential cost savings would not be possible (see Cost Issue below).

Option #3. Do Nothing. Under this option we would allow the legislative process to proceed without objection. If the bill is passed then you would accept it.

Pros:

- Places full responsibility for this new start on the Congress. In the event most offsets are not implemented, would place the added cost burden of the program on the Congress.
- Avoids Administration involvement in what might appear to the public as an invasion of privacy and increased Government oversight.

Cons:

- Deprives the Administration of any recognition for supporting this new program, with its high potential for restructuring social statistics to achieve better quality data at lower cost.
- Would weaken our ability to avoid undesirable features being added to the bill.

Cost Issue

One of the major issues concerning a mid-decade census is the cost of such a program and whether or not offsetting savings can be achieved. OMB has outlined a mid-decade statistical program using varying samples which would cost \$300 million (or less, depending upon the accuracy required for certain features). A brief discussion of this strategy is presented as Tab B. This approach provides an opportunity to replace many surveys now carried out to provide data between censuses, yet it is considerably less costly than a complete full-count census which would cost at least \$475 million at 1975 prices. Other alternatives are discussed in Tab C.

Table I below outlines what we believe to be potential cost offsets for a mid-decade program. These programs are discussed further in Tab D.

Table I
Potential Cost Offsets For A Mid-Decade Census
 (Savings would occur during the period 1981-1991)
 (Annual Cost in Millions)

<u>Activity</u>	<u>Annual Cost</u>	<u>Frequency</u> <u>During 1980's</u>	<u>Total Savings</u> <u>In Decade</u>
1. IRS/Census Data on Migration	7.5	2	15
2. Annual Housing Survey	7.0	10	70
3. Income Survey	12.0	10	80
4. Crime Survey	6.5	10	65
5. Health Survey	13.5	10	135
6. Ad Hoc Survey	15.0	2	30
7. Census of Agriculture			<u>10</u>
			<u>405</u>

We believe these savings are achievable for the following reasons:

1. OMB, in cooperation with the statistical agencies, has been developing, for the past 18 months, a plan for redesigning the Federal Statistical System. The agencies will support the redesign since a better data quality and integration would result. Many policy groups working on the data base for the individual functional areas will be supportive because of the higher quality data base resulting.

2. Several Congressional groups are calling for some of the revisions indicated in the table. For example, the agricultural committees are currently reviewing legislation to reorganize agricultural statistics, somewhat along the lines indicated in the table (although at higher cost, because they are not assuming a mid-decade census).

3. Under the OMB program, no basic statistical series would be eliminated until assurance of a better quality, more comprehensive data base is in place.

4. Considerable improvement in geographic detail would result from the Mid-Decade Statistical Effort and the integrated set of surveys than is now possible through special-purpose surveys. Hence, many areas not presently covered with statistical series would generate supportive pressure for implementing the program.

5. The use of sampling for the direct purposes of the bill could be designed on a less costly basis than the OMB proposal if the offsets were not actually achieved. The fact that such a reduction in the cost of the Mid-Decade Statistical Effort would be possible through 1982, will provide an incentive for agencies and policy groups to cooperate in bringing about the appropriate offsets required to justify the more comprehensive mid-decade effort.

It is evident that replacement of existing special-purpose surveys will be difficult to achieve because of the advocacy of agencies which presently utilize the detailed results. While this is true, it is expected that the five factors identified above will make it possible to assure that at least a dollar-for-dollar offset is, in fact, obtained during the 1980's. Further, item 5 above leaves open the alternative that if offsets are not agreed to by the agencies, the Administration can propose a minimum cost mid-decade effort to carry out the legislative mandate.

Recommendation

It is recommended that the Administration support mid-decade census legislation presently being proposed in the Senate--Option #1--with the intent of using such authorization to better integrate the Federal Statistical System. This legislation presents the Administration with a unique opportunity to: move rapidly toward the improved integration of social and demographic statistics; achieve better control of the growth in statistical programs; assure more efficient data collection systems with reduced reporting burden on the public; and provide a basis for a more effective Administration thrust toward the consolidation of data requirements for the administration of Federal program benefits.

Decision

- _____ Option #1. Support a new mid-decade census program.
(OMB Recommendation.)
- _____ Option #2. Oppose undertaking this new program.
- _____ Option #3. Do nothing.

A

BILLS—PALLAS--- 1

COMMITTEE STAFF WORKING PRINT

JULY 16, 1976

94TH CONGRESS
2D SESSION

S.

IN THE SENATE OF THE UNITED STATES

JULY 16, 1976

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

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

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

That section 1 of title 13, United States Code, relating to definitions, is amended to read as follows:

“§ 1. Definitions

“(a) As used in this title, unless the context requires another meaning or unless it is otherwise provided—

“(1) ‘Bureau’ means the Bureau of the Census; and

“(2) ‘Secretary’ means the Secretary of Commerce.

“(b) As used in this subchapter, ‘respondent’ includes a corporation, company, association, firm, partnership, proprietorship, society, joint stock company, an individual, or

other organization or entity which reported information or on behalf of which information was reported, in response to a questionnaire, inquiry, or other request of the Bureau.”.

SEC. 2. Section 3 of title 13, United States Code, relating to the seal of the Bureau of the Census, is amended by striking out “to all certificates and attestations” and inserting in lieu thereof “for authentication purposes on documents”.

SEC. 3. (a) Section 4 of title 13, United States Code, relating to the functions of the Secretary, is amended to read as follows:

“§ 4. Functions of Secretary; regulations; delegation

“The Secretary shall perform the functions and duties imposed upon him by this title, may issue such rules and regulations as he deems necessary to carry out such functions and duties, and may delegate the performance of such functions and duties and the authority to issue such rules and regulations to such officers and employees as he may designate.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“4. Functions of Secretary; delegation.”

and inserting in lieu thereof—

“4. Functions of Secretary; regulations; delegation.”.

SEC. 4. (a) Section 5 of title 13, United States Code, relating to scheduling and inquiries, is amended—

(1) in the section heading, by striking out “Schedules” and inserting in lieu thereof “Questionnaires”;

and

BILLS—PALLAS--- 3

(2) in the text thereof, by striking out "schedules"

and inserting in lieu thereof "questionnaires".

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

"5. Schedules; number, form, and scope of inquiries."

and inserting in lieu thereof—

"5. Questionnaires; number, form, and scope of inquiries."

SEC. 5. (a) Section 6 of title 13, United States Code, relating to requests for information, is amended to read as follows:

"§ 6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources

"(a) The Secretary, whenever he considers it advisable, may call upon any other department, agency, or establishment of the Federal Government, or of the government of the District of Columbia, for information pertinent to the work provided for in this title.

"(b) The Secretary may acquire, by purchase or otherwise, from States, counties, cities, or other units of government, or their instrumentalities, or from private persons and agencies, such copies of records, reports, and other material as may be required for the efficient and economical conduct of the censuses and surveys provided for in this title.

"(c) To the maximum extent possible and consistent with the kind, timeliness, quality, and scope of the statistics required, the Secretary shall acquire and use information available from any source referred to in subsection (a) or

BILLS—PALLAS--- 4

(b) of this section instead of conducting direct inquiries.”.

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“6. Requests to other departments and offices for information, acquisition of reports from governmental and other sources.”

and inserting in lieu thereof—

“6. Information from other Federal departments and agencies; acquisition of reports from other governmental and private sources.”.

SEC. 6. (a) So much of section 8 of title 13, United States Code, as precedes subsection (d) thereof is amended to read as follows:

“§ 8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received

“(a) The Secretary may, upon written request, furnish to any respondent, or to the heir, successor, or authorized agent of such respondent, authenticated transcripts or copies of reports (or portions thereof) containing information furnished by, or on behalf of, such respondent in connection with the surveys and censuses provided for in this title, upon payment of the actual or estimated cost of searching the records and furnishing such transcripts or copies.

“(b) Subject to the limitations contained in sections 6(c) and 9 of this title, the Secretary may furnish copies of tabulations and other statistical materials which do not disclose the information reported by, or on behalf of, any respondent, and may make special statistical compilations and surveys, for departments, agencies, and establishments

BILLS—PALLAS--- 5

of the Federal Government, the government of the District of Columbia, the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, State or local agencies, or other public and private persons and agencies, upon payment of the actual or estimated cost of such work. In the case of nonprofit agencies or organizations, the Secretary may engage in joint statistical projects, the purposes of which are otherwise authorized by law, but only if the costs of such projects are shared equitably, as determined by the Secretary.

“(c) In no case shall information furnished under this section be used to the detriment of any respondent or other person to whom such information relates, except in the prosecution of alleged violations of this title.”

(b) The table of sections of chapter 1 of title 13, United States Code, is amended by striking out—

“8. Certified copies of certain returns; other data; restriction on use; disposition of fees received.”

and inserting in lieu thereof—

“8. Authenticated transcripts or copies of certain returns; other data; restriction on use; disposition of fees received.”

SEC. 7. (a) Section 141 of title 13, United States Code, relating to censuses of population and so forth, is amended to read as follows:

“§ 141. Population and other census information

“(a) The Secretary shall, in the year 1980 and every ten years thereafter, take a decennial census of population as of the first day of April, which date shall be known as

BILLS—PALLAS--- 6

the census date, in such form and content as he may determine, including the use of sampling procedures and special surveys. In connection with any such census, the Secretary is authorized to obtain such other census information as necessary.

“(b) The tabulation of total population by States under subsection (a) of this section as required for the apportionment of Representatives in Congress among the several States shall be completed within nine months after the census date and reported by the Secretary to the President of the United States.

“(c) The officers or public bodies having initial responsibility for the legislative apportionment or districting of each State may, not later than three years prior to the decennial census date, submit to the Secretary a plan identifying the geographic areas for which specific tabulations of population are desired. Each such plan shall be developed in accordance with criteria established by the Secretary, which he shall furnish to such officers or public bodies not later than April 1 of the fourth year preceding the decennial census date. Such criteria shall include requirements which assure that such plan shall be developed in a nonpartisan manner. Should the Secretary find that a plan submitted by such officers or public bodies does not meet the criteria established by him, he shall consult to the extent necessary with such officers or public bodies in order to achieve the alterations in such plan that he deems necessary to bring it into accord with such criteria. Any issues with respect to such plan

BILLS—PALLAS--- 7

remaining unresolved after such consultation shall be resolved by the Secretary, and in all cases he shall have final authority for determining the geographic format of such plan. Tabulations of population for the areas identified in any plan approved by the Secretary shall be completed by him as expeditiously as possible after the decennial census date and reported to the Governor of the State involved and the officers or public bodies having responsibility for legislative apportionment or districting of such State, except that such tabulations of population of each State requesting a tabulation plan, and basic tabulations of population of each other State, shall, in any event, be completed, reported and transmitted to each respective State within one year after the decennial census date.

“(d) Without regard to subsections (a), (b), and (c) of this section, the Secretary, in the year 1985 and every ten years thereafter, shall conduct a mid-decade census of population in such form and content as he and the Director of the Office of Management and Budget may determine, including the use of sampling procedures and special surveys, taking into account the extent to which information to be obtained from such census will serve in lieu of information collected annually or less frequently in surveys or other statistical studies. The census shall be taken as of the first day of April, which shall be known as the mid-decade census date.

BILLS—PALLAS--- 8

“(e) (1) If—

“(A) in the administration of any program established by or under Federal law which provides benefits to State or local governments or to other recipients, eligibility for or the amount of such benefits would (without regard to this paragraph) be determined by taking into account data obtained in the most recent decennial census, and

“(B) comparable data is obtained in a mid-decade census conducted after such decennial census,

then in the determination of such eligibility or amount of benefits the most recent data obtained in either the mid-decade or decennial census shall be used.

“(2) Information obtained in any mid-decade census shall not be used for apportionment of Representatives in Congress among the several States, nor shall such information be used in prescribing congressional districts.

“(f) With respect to each decennial and mid-decade census conducted under subsection (a) or (d) of this section, the Secretary shall submit to the committees of Congress having legislative jurisdiction over the census—

“(1) not later than three years before the appropriate census date, a report containing the Secretary's determination of the subjects proposed to be included, and the types of information to be compiled, in such census;

“(2) not later than two years before the appropriate census date, a report containing the Secretary's de-

BILLS—PALLAS--- 9

termination of the questions proposed to be included in such census; and

“(3) after submission of a report under paragraph (1) or (2) of this subsection and before the appropriate census date, if the Secretary finds new circumstances exist which necessitate that the subjects, types of information, or questions contained in reports so submitted be modified, a report containing the Secretary’s determination of the subjects, types of information, or questions as proposed to be modified.

“(g) As used in this section, ‘census of population’ means a census of population, housing, and other census information.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“141. Population, unemployment, and housing.”

and inserting in lieu thereof—

“141. Population and other census information.”.

SEC. 8. (a) Subchapter IV of chapter 5 of title 13, United States Code, is amended to read as follows:

“SUBCHAPTER IV—CURRENT INTERIM DATA

“§ 181. Population

“During the intervals between each census of population required under section 141 of this title, the Secretary shall annually produce and publish for each State, county, and local unit of general purpose government which has a population of fifty thousand or more, current data on total

population and shall biennially produce and publish for other local units of general purpose government current data on total population. Such data shall be produced and published for each State, county, and other local unit of general purpose government for which data is compiled in the most recent census of population taken under section 141 of this title. Such data may be produced by means of sampling or other methods which the Secretary determines will produce current, comprehensive, and reliable data. Should the Secretary be unable to produce and publish current data on total population for county and local units of general purpose government as required by this section, a report shall be made by the Secretary to the President of the Senate and the Speaker of the House of Representatives not later than one year after the date of enactment of this Act and not later than ninety days prior to the commencement of each fiscal year thereafter, enumerating each government excluded and giving the reasons for such exclusion.

“§ 182. Surveys

“The Secretary may make surveys deemed necessary to furnish annual and other interim current data on the subjects covered by the censuses provided for in this title.

“§ 183. Use of most recent population data

“For the purpose of administering any law of the United States in which population or other population characteristics not specifically limited to section 141 of this title are used to determine the amount of benefit received by State, county, and local units of general purpose government, the Secretary

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shall transmit to the President for use by the appropriate departments and agencies of the executive branch the data most recently produced and published pursuant to section 181 of this title except with respect to any date or period of time for which the census of population taken under section 141 of this title is the most recent data.

“§ 184. Definitions

“For purposes of this subchapter, the term ‘local unit of general purpose government’ means the government of a county, municipality, township, Indian tribe, Alaskan native village, or other unit of government below the State which is a unit of general government.”.

(b) The table of sections for chapter 5 of title 13, United States Code, is amended by striking out

“SUBCHAPTER IV—INTERIM CURRENT DATA

“181. Surveys.”

and inserting in lieu thereof

“SUBCHAPTER IV—CURRENT INTERIM DATA

“181. Population.

“182. Surveys.

“183. Use of most recent population data.

“184. Definition.”.

SEC. 9. (a) Section 191 of title 13, United States Code, relating to geographic scope of censuses, is amended to read as follows:

“§ 191. Geographic scope of censuses; mid-decade censuses of population

“(a) Each of the censuses authorized by this chapter shall include each State, the District of Columbia, the Virgin

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Islands, Guam, the Commonwealth of the Northern Marianas Islands, and the Commonwealth of Puerto Rico, and as may be determined by the Secretary, such other possessions and areas over which the United States exercises jurisdiction, control, or sovereignty. Inclusion of other areas over which the United States exercises jurisdiction or control shall be subject to the concurrence of the Secretary of State.

“(b) For censuses taken in the Virgin Islands, Guam, the Commonwealth of the Northern Marianas Islands, or any possession or area not specifically designated in subsection (a) of this section, the Secretary may use census information collected by the Governor or highest ranking Federal official, if such information was obtained in accordance with plans prescribed or approved by the Secretary.

“(c) If, pursuant to a determination by the Secretary under subsection (a) of this section, any census is not taken in a possession or area over which the United States exercises jurisdiction, control, or sovereignty, the Secretary may include data obtained from other Federal agencies or government sources in the census report. Any data obtained from foreign governments shall be obtained through the Secretary of State.”.

(b) The table of sections of chapter 5 of title 13, United States Code, is amended by striking out—

“191. Geographic scope of censuses.”

and inserting in lieu thereof—

“191. Geographic scope of censuses; mid-decade censuses of population.”.

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SEC. 10. Section 195 of title 13, United States Code, relating to use of sampling, is amended to read as follows:

“§ 195. Use of sampling

“Except for the determination of population for purposes of apportionment of Representatives in Congress among the several States, the Secretary shall, if he considers it feasible, authorize the use of the statistical method known as ‘sampling’ in carrying out the provisions of this title.”.

SEC. 11. (a) Subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof the following new section:

“§ 197. Special censuses

“The Secretary may conduct special censuses for the government of any State, or of any county, city, or other political subdivision within a State, for the government of the District of Columbia, and for the government of any possession or area (including political subdivisions thereof) referred to in section 191 (a) of this title, on subjects covered by the censuses provided for in this title, upon payment to the Secretary of the actual or estimated cost of each such special census. The results of each such special census shall be ‘Official Census Statistics’. These statistics may be used in the manner provided by applicable law.”.

(b) The table of sections of subchapter V of chapter 5 of title 13, United States Code, is amended by adding at the end thereof—

“197. Special censuses.”.

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SEC. 12. (a) Section 214 of title 13, United States

Code, relating to wrongful disclosure of information, is amended to read as follows:

“§ 214. Wrongful disclosure of information

“Whoever, being or having been an employee or staff member referred to in subchapter II of chapter 1 of this title, having taken and subscribed the oath of office, or having sworn to observe the limitations imposed by section 9 of this title, publishes or communicates any information, the disclosure of which is prohibited under the provisions of section 9 of this title, and which comes into his possession by reason of his employment or utilization under the provisions of this title, shall be fined not more than \$5,000 or imprisoned not more than five years, or both.”.

(b) Section 23 of title 13, United States Code, is amended by adding at the end thereof the following new subsection:

“(c) The Secretary may utilize temporary staff, including employees of Federal, State, or local agencies or instrumentalities and employees of private organizations, to assist the Bureau in performing the work authorized by this title, if such temporary staff is sworn to observe the limitations imposed by section 9 of this title.”.

SEC. 13. If a provision enacted by this Act is held invalid, all valid provisions that are severable from the invalid provision remain in effect. If a provision of this Act is held invalid in one or more of its applications, the provision re-

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mains in effect in all valid applications that are severable from the invalid application or applications.

SEC. 14. (a) In the administration of any law of the United States in which population or other population characteristics not specifically limited to section 141 of title 13, United States Code, are used to determine the amount of benefit received by State, county, and local units of general purpose government, the President through the Director of the Office of Management and Budget shall insure that the most recent data provided by the Secretary of Commerce, and which refers to the same point or period in time for each class of eligible government, will be used by the appropriate departments and agencies of the executive branch.

(b) The Director shall initiate the development of uniform methods and procedures to be used by the departments and agencies of the executive branch in producing statistical information used in effecting the delivery of Federal benefits to State and local governments. The Director or his representative shall consult with the appropriate departments and agencies for this purpose, and the Director shall issue regulations for the purpose of establishing uniform methods and procedures in producing statistical information effecting the delivery of Federal benefits to State and local governments.

(c) Not later than one year after the date of enactment of this Act, the Director shall report to the President of the Senate and the Speaker of the House of Representatives with

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respect to progress made toward the development and adoption of the methods referred to in section (b).

SEC. 15. The amendments made by this Act shall take effect on October 1, 1976, or on the date of the enactment of this Act, whichever date is later.

COMMITTEE STAFF WORKING

PRINT]

JULY 16, 1976

94TH CONGRESS

2d Session

S.

A BILL

To amend title 13, United States Code, to provide for a mid-decade census of population, and for other purposes.

By Mr. McGER

JULY , 1976

Read twice and referred to the Committee on Post Office and Civil Service