

SMALL-AREA DATA ACTIVITIES

DEPARTMENT OF COMMERCE
AND BUREAU OF THE CENSUS
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Advance Preparation by Local Planning Agencies for the 1970 Census

The Department of Housing and Urban Development (HUD) has issued a Planning Agency Letter covering guidelines for the use of Urban Planning Assistance Funds to help metropolitan and State planning agencies prepare to make use of the 1970 Census; in particular, to review the Census Metropolitan Map series and furnish local information needed to prepare Address Coding Guides, as described in the May 1966 issue of Small-Area Data Activities. This letter does not enlarge the scope of work eligible for assistance from the "701" Program. Rather, it makes explicit the relationship of eligible work to the forthcoming census.

Grants will be made to State and metropolitan planning agencies, organizations of public officials (Councils of Governments), counties or groups of counties, urban areas and other planning agencies or bodies which meet the eligibility requirements specified in the Urban Planning Program Guide and Planning Agency Letters, provided they have agreed to coordinate the local activities of the Census Metropolitan Mapping and Address Coding Guide programs.

While various bodies may agree and be accepted by the Census Bureau to serve as coordinating agencies, only those which meet the eligibility requirements specified in the HUD Urban Planning Program Guide and Planning Agency Letters can receive grants.

Although applications for grants are to be sent to HUD in the usual manner, the Bureau of the Census through its Regional Offices will review for approval those portions of an application related to the two Census programs. The Bureau, through its Regional Offices, will also provide the applicant technical assistance and assist in monitoring the project until it is satisfactorily completed.

New Haven Census Use Study

The proposed small-area-data research and development study as described in the May, 1966 issue of Small Area Data Activities is now officially underway. Mr. Caby C. Smith, who has worked in the Field and Transportation Divisions of the Census Bureau and more recently with National Analysts Inc., has been appointed Project Director to head a small staff concerned with the various goals of the research study. This office was opened in late September and is expected to be in existence until mid-1968.

Mr. David Kaplan, 1970 Census Coordinator has the responsibility for coordinating the Census Pretest to be conducted in April, 1967 in the New Haven SMSA.

The necessary geographic preparatory work to provide current maps and street identifications and the preparation of an address coding guide for the mail-out census procedure have been underway since early July with the cooperative help of the South Central Connecticut Regional Planning Office and the New Haven City Planning department. This activity is scheduled for completion by the end of the calendar year.

The office which will direct the field aspects of the Pretest Census will be opened in February, 1967 when a Census Bureau field supervisor will be assigned.

Seminar for Statistical Officials

The Bureau of the Census conducted a seminar on "Federal Statistics for Planning Needs of State and Local Governments," from July 18 through July 23, 1966. This was the first of a planned series of seminars scheduled as part of the Bureau's Intergovernmental Services Program. The seminar agenda focused on kinds of statistical information and services available from Federal agencies, emphasizing the types of State and small-area data of special interest to those attending, and ways in which this information might be effectively used by the States in their own programs. Fourteen other Federal agencies participated in the program during the week.

Nineteen officials from the following 11 State governments attended the seminar: California, Florida, Illinois, Massachusetts, Michigan, New Jersey, New York, Ohio, Oklahoma, Pennsylvania and Texas. Seminar participants expressed a high degree of satisfaction with the effectiveness of the program and the closing session included a general evaluation of the seminar to guide the planning for future seminars for other States.

The next seminar is scheduled for October 31 through November 5, 1966 to be attended by participants from about 12 other States. Attendance at each seminar is limited in order to promote discussion and interchange of ideas. After all the States have been covered, it is planned to provide similar seminars to statistical officials from local governmental units with a greater emphasis on statistics available for urban areas.



U.S. DEPARTMENT OF COMMERCE

John T. Connor, Secretary

William H. Shaw, Asst. Secy., Economic Affairs

BUREAU OF THE CENSUS

A. Ross Eckler, Director

Statistical Reporter Available to Public

The Statistical Reporter, prepared monthly for many years by the Office of Statistical Standards, U.S. Bureau of the Budget, for the purpose of disseminating current developments affecting Federal statistics programs, has been distributed heretofore only within the Federal Government and to other governments. Beginning with the July 1966 issue, the publication became available to the public. Statistics users outside the Government now have direct access to current developments on Federal statistical activities. Single copies (20¢) or subscriptions (\$2.25) are available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

Handbook of Federal Aids to Communities

The 1966 edition of the Handbook of Federal Aids to Communities is available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402 (Price 60¢). This is a guide to Federal financial aid programs, technical assistance, and information sources that can help community and regional groups in their efforts to develop and strengthen their economies. It is published by the Economic Development Administration, Department of Commerce.

Population Estimates Program for Small Areas

Although the Bureau of the Census has a well-established State and national population estimates program, it was not until 1963 that the Bureau undertook the development of population estimates for Standard Metropolitan Statistical Areas (SMSA's). The initial report in the SMSA series was released in April 1964 presenting estimates for the 15 largest SMSA's and their 68 constituent counties. The program has expanded each year since then and currently estimates of population are published for each of the counties in the 55 largest SMSA's (Current Population Reports, Series P-25, No. 347). In effect, the program now includes all metropolitan areas of over 500,000 population in 1960. These 55 metropolitan areas include 190 counties, with a 1965 combined estimated population of about 90 million.

Even without substantial additional resources for this program, it may be possible during the next year to increase the number of areas for which estimates are published. By next year the reports will hopefully include population estimates for the largest 75 metropolitan areas of the country, including about 230 counties. Each of these SMSA's had more than 300,000 population in 1960. A major target of the program is to provide estimates for the 100 largest metropolitan areas and their constituent counties by the end of the decade.

At present, procedures for arriving at the estimates make use of, for each county, data on births, deaths (by age, sex, and color), school enrollment, building permit data, demolition data to the extent available, and information on residential utility connections to supplement the building permit series. Special censuses and any applicable local data that may be available are also used.

Inventory Report

The Bureau of the Census is, of course, not the sole producer of population estimates. Estimates are available for a considerable number of areas from State and local agencies and private sources.

Since the Census Bureau publication program on small-area estimates is very limited, an attempt is made to provide a useful service to consumers by guiding them to these other sources of population estimates. In the past year, a comprehensive survey covering State, regional, metropolitan and city agencies was undertaken to determine the areas for which population estimates are available, the kinds of estimates prepared, the methods being used, and the detail available, as well as publication medium and frequency. The survey results were published in Current Population Reports, Series P-25, No. 328, "Inventory of State and Local Agencies Preparing Population Estimates, Survey of 1965." As a supplement to this report, a bibliography of reports containing projections for local areas has also been compiled. This bibliography provides citations of specific reports that have come to the attention of Bureau personnel.

Handbook of Methods

As part of the policy of encouraging and advising local agencies in the use of preferred methods for making population estimates, the Bureau has from time to time published illustrative examples of the "mechanics" of making population estimates. This is in addition to the descriptions usually contained in regular publications. A fairly recent updating of one conventional method using school enrollment has been published as the first of a series of what is planned to be a Handbook of Methods on Population Estimation (Current Population Reports, Series P-25, No. 339).

Metropolitan Area Projections

The Bureau of the Census does not, as part of its regular program, prepare population projections for areas below the State level. Recently, however, negotiations with the Office of Civil Defense concerning their needs for metropolitan area projections have led to an agreement to develop over the next year-and-a-half population projections for each of the metropolitan areas in the country for 1975. In connection with this project, population estimates for mid-1965 for each metropolitan county will be developed.

Small-Area Data Activities is issued and distributed by the U.S. Bureau of the Census on an irregular schedule. Individuals and organizations interested in the development and use of small-area statistics may receive subsequent issues by writing to Small-Area-Data Advisory Committee, Bureau of the Census, Washington, D.C. 20233.

Report on Modernizing Local Government

A report by the Research and Policy Committee of the Committee for Economic Development (CED) was issued in July, 1966 entitled: "Modernizing Local Government: to Secure a Balanced Federalism." This policy statement, prepared by CED's Committee for Improvement of Management in Government emphasizes the need to modernize local government in order to serve local interests more effectively and to balance central

power in the federal system. The 77-page report describes inadequacies in local governmental units and makes nine specific recommendations to achieve more effective local government in this country.

Copies (\$1.00 each) can be obtained from the Committee for Economic Development, 711 Fifth Avenue, New York, N.Y. 10022.

New Guide to Small-Area Data

A new publication is being introduced by the Bureau of the Census as a successor to the Directory of Federal Statistics for Metropolitan Areas, issued in 1962 by the Advisory Commission on Intergovernmental Relations. The Directory of Federal Statistics for Local Areas, 1966, updates and expands the coverage of the 1962 area guide. It includes counties, cities, townships, and other geographic and political areas in addition to Standard Metropolitan Statistical Areas.

The directory is meant to serve as a reference guide to all nationwide social and economic data for areas below the level of a State, as currently published by the various agencies of the Federal government. It presents, in tabular form, a summary of the kind of detailed information to be found in the source document and the frequency with which it is presented. No figures are shown. The subject matter is arranged under 22 major headings, ranging over such diverse topics as Business and Commerce, Governments, Population, and Climate. A subject index is included. An abbreviated source citation on the same page as the description of item detail provides quick and easy reference to data; in addition, a complete bibliography is included as an appendix.

Upon release of this publication, a sales circular will be sent to all persons on the mailing list for the Small-Area Data Activities. This will contain information on the price of the Directory and the address of the office which will be handling its distribution.

Selected Papers Presented at Annual Meeting of American Statistical Association Los Angeles, California-- August, 1966

(For information on obtaining published proceedings, write American Statistical Association, 810 - 18th Street, Northwest, Washington, D.C. - 20006.)

Compatibility of Urban Land Unit Data (Robert C. Colwell, U.S. Department of Housing and Urban Development) - A discussion of uniform identification of urban land parcels, latitude and longitude grid systems, and the possibility of interrelating data from Census, the new information system of HUD and urban data banks.

Forecasting Area Labor Demand from Employer Survey Data (Odessa Dubinsky and Donald Mayall, California Department of Employment) - A discussion of statistical techniques that deal with the problem of anticipating, with sufficient specificity, future labor demand in urban labor markets in terms of skill requirements.

The 1970 Census: Challenge and Opportunity (Otis D. Duncan, University of Michigan) - The content of the 1970

Census should show an evolution in our concepts of its purposes and functions. Innovations should reflect a commitment to the goal of equal opportunity, the necessity for adjustments to rapid social change, and the desirability of integrating census statistics into more comprehensive data systems.

Census Bureau Uses of Tax Data (Morris H. Hansen, Bureau of the Census) - A description of the uses Census has made of Internal Revenue Service records to provide needed and timely information at low cost, while preserving both Census and IRS confidentiality. Research is now being directed at using such records in estimating population and income for small areas.

Measuring Economic Growth of the Community or Small Area (Claude C. Haren, U.S. Department of Agriculture) - A discussion of various measurements, some experimental, of changes now underway at the county or metropolitan area levels in jobs and in movements of people.

State and Regional Data Needs (Werner Z. Hirsch, University of California, Los Angeles, California) - Discusses distinction between state and regional data that might logically be furnished by census enumeration and those that require recurring survey effort.

The Mail-out/Mail-back Census Research Program (David L. Kaplan, Bureau of the Census) - A description of research studies conducted to test data-collection by mail in the Decennial Census.

An Index of Business Activity for States and Subdivisions of States (Ernest Kurnow, New York University) - Presents a method for computing a monthly index for states and subdivisions of states, maximizing the use of state and local data provided in the Censuses of Manufacturing and Business and that made available by state and local governments.

Information on Urban Transportation Planning (G. E. Marple, U.S. Bureau of Public Roads) - Describes the transportation planning process now underway in 230 urban areas, the goals and objectives, the types of information obtained, and the updating necessary.

Toward a System of Federal Statistics (Milton Moss and Paul F. Krueger, Bureau of the Budget) - Discusses some of the recommendations made concerning improved storage and retrieval of Federal statistics, the main areas of the Federal statistical system, linkages needed, and related matters.

Data Requirements for Advance Fiscal Planning (Selma J. Mushkin, George Washington University) - Discusses state and city applications of new technology in government, the data-base "gap," comparability of data among states, and the fact that the needs for data will be enlarged as more states and communities adopt advance fiscal planning and programming.

Applications of Input-Output Methodology to Microregions (David L. Raphael, Pennsylvania State University) - The characteristics of input-output models of small or microregions are discussed, including their advantages and disadvantages, both theoretically and in application. The use of such a model for Clinton County, Pennsylvania, is described.

The Determination of Housing Quality in the 1970 Census (Arthur F. Young, Joseph M. Selove and David A. Koons, Bureau of the Census) - Reports the results of studies evaluating the reliability and accuracy of the

subjective ratings of housing conditions made by enumerators in the 1960 Census. Proposes that, in 1970, measures of housing quality consist of combinations of objective housing characteristics.

Production Area Reports From Transportation Census

Estimates of tons of commodities shipped by manufacturing plants in major industrial centers are shown in the "Production Area Series" of reports in the 1963 Commodity Transportation Survey.¹ The shipment data are classified by means of transport, commodity, distance and destination area. Corresponding data are shown for ton-miles, which combines weight (tons originated) and distance (miles from plant to destination) into a composite of both aspects.

Each "Production Area" was selected to represent a major industrial concentration and consists of either a single Standard Metropolitan Statistical Area or a cluster of such areas. Reports have been issued for 19 production areas (series TC 63(P)-C1-1 to C1-24).

With respect to applications, the data are useful not only for estimating outbound transport requirements for the industrial sector, but also the geographic size of the market (in terms of distance) and differences in transport requirements and markets among commodities shipped from a specified production area, and differences among production areas for a given commodity or commodity class.

Excerpts from the Statement by Shepard A. Magidson
Fiscal Director - City of Milwaukee, Wisconsin
to

Committee on Post Office and Civil Service
House of Representatives
Washington, D.C.

August 25, 1966

.....Cities have a particular interest in the method by which the census is conducted and the manner in which the data is accumulated and published.

.....When Mayor Maier of Milwaukee was president of the National League of Cities, he proposed a system of urban observatories in the various universities which have been developing in so many of our urban centers. The purpose of these observatories was to collect data and prepare case studies on various problems of our cities, with particular emphasis on common problems and attempts at solution. These studies and data would then be exchanged so that problems and solutions, successes and failures in one city could be examined in the light of existing problems in other cities. In this way, a common body of knowledge could be built up from a variety of sources so that municipal programs, state programs and federal programs could be based on knowledge and experience rather than on guesswork and subjective opinion.

.....Obviously, basic to any program of research in municipal problems is the kind of data which the census alone is able to provide. What is needed is a variety and

¹ This was one of four phases of the 1963 Census of Transportation.

depth of analyses of information on a small area basis. By small area is meant census tract or block in the case of our large cities, or some other subdivision in our smaller cities. These data are used on an almost daily basis by our city departments in an attempt to find solutions to some of the problems which confront us - be they in housing, in social development, in city planning or in various economic aspects of urban life. Probably, the most valuable part of the census effort as far as local officials are concerned is this compilation of data on a small-area basis. Not only are these data useful working tools in program administration, but their preparation and publication can often serve to highlight areas of impending economic or social difficulty within our metropolitan areas in advance of the outbreak of actual trouble. The time to forestall difficulties is by definition in advance of these difficulties. Census data showing changes within small parts of our metropolitan communities which might not otherwise come to the attention of our city officials except on a complaint basis or after trouble has occurred can help to resolve social problems before they reach the unsolvable level. In addition, unpublished data collected by the Census Bureau on a block basis should be made available to localities more readily, inexpensively, and quickly than has been the case previously.

Another difficulty has arisen in using these data at present because of the infrequency with which up-to-date information is assembled. We have found that the present practice of compiling these data on an extensive basis only once in a decade results in a substantial period of time for which no updated material is available.

.....In our rapidly-changing urban communities, data between five and ten years old is of little, if any, value in seeking a factual basis for programs aimed at specific problems. It is, therefore, urged that the committee support in its plans for the 1970 Census some use of techniques and the collection of information which can serve as a basis for an additional census five years later. For instance, the use of census-by-mail methods, if successful in 1970, should make the five-year census period more practical both technically and financially.

Data collected on a small-area basis should be comparable between censuses. One problem that has been confronted in dealing with census data is that definitions are sometimes changed; and it becomes very difficult, if not impossible, to determine trends based on census data alone.

.....Another area that should be considered is the possibility of appropriating funds to permit the conversion of state and local records to a census tract basis. Such a changeover, though initially expensive and somewhat complicated, would produce benefits for all levels of government, federal, state and local.

Note: A copy of the full hearings is available. Write the Government Printing Office for "Hearings Before the Committee on Post Office and Civil Service on 1970 Census Questions."

The purpose of this publication is to serve as an information exchange to keep both the users and producers of small-area data informed as to needs, new programs, new publications, and other relevant items which may be of interest to readers. Suggestions on articles or notes for future issues are welcomed. Articles contributed by outside authors are subject to review prior to publication.