

CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139
Tel. 498-9011

EXECUTIVE DEPARTMENT
JAMES L. SULLIVAN
City Manager

July 25, 1980

Mr. Arthur C. Dukakis
Regional Director
Bureau of the Census
U. S. Department of Commerce
441 Stuart Street
Boston, MA 02116

Dear Mr. Dukakis:

As discussed with you at our meeting in my office on July 10, 1980, the City of Cambridge has reviewed the preliminary results provided by the Bureau of the Census and has found highly significant undercounts in both the household and group quarters segments of the population.

In order to prepare for our review, I established a Census Review Committee of qualified Cambridge Citizens and Municipal employees and staffed it with representatives from the City's Community Development Department. Under the direction of John Pitkin, a staff member of the Joint Center for Urban Studies of Harvard and M.I.T., the committee chose to establish a two-fold approach to the problem. Firstly, they concentrated on the census count on group quarters throughout the City and, secondly, they selected, by random sampling, ten enumeration districts out of 135 to count specifically. That comparison could at best be described as "shocking". The following would appear to be substantial significant undercounts:

1. Unenumerated or misplaced group quarters amounting to at least 1719 residents. An undercount of over 14% of the group quarters population.
2. An undercount in ten randomly-selected ED's of at least 5.75%, and probably more, of the total population in those districts. The procedures followed by the City Review Committee of the randomly-selected sample districts would dictate that the same percentage error rate would prevail throughout the entire community and in all the enumeration districts.
3. Unenumerated housing units, amounting to at least ten dwelling units in as many as 19 of the 135 enumeration districts were discovered.

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4. An excessive vacancy rate utilized by the Census Bureau is likely caused by students and other transient residents moving out after Census Day but before they could be enumerated.
5. The Census Bureau established a low persons per household rate which may be attributed to persons who do not wish to be registered (illegal inhabitants, census objectors and cooperative student arrangements), which fails to report all persons who should have been enumerated.

The undercount in Cambridge is not considered to be a reflection on the Cambridge District Office of the Bureau, but rather the result of the inadequate procedures established by the Bureau for an enumeration of the population in a large, complex and heterogeneous community such as Cambridge. The same inadequate results will, in all likelihood, appear in densely-populated major communities in the country.

Why does the process guarantee an undercount? For the following reasons:

1. It has been recognized that if there were an undercount in the 1970 census it was in the major densely-populated section of cities and among minority and non-English-speaking or bilingual families. To base the 1980 census primarily on a mailing procedure only fortifies the guarantee of a further undercount in these areas.
2. The Bureau has admitted that it can count only those people who want to be counted.
3. The questionnaire, particularly the long form, is unclear and time-consuming and encourages a minimum acceptable response.
4. The preliminary results are provided only at the cumbersome ED level rather than at the far more convenient and flexible block level which would be easier to check. This is not done even though block data will eventually be released.
5. There is insufficient time, as well as resources, for the Bureau to fully check out all possible sources of undercounts.
6. The Bureau refuses to indicate the outcome of the local review challenges.

Every statistical analysis made by my Review Committee and staff demonstrates that the total population of Cambridge is in excess of 100,000 yet the preliminary figures released by you, together with the "unclassified" units remaining to be enumerated, make it extremely unlikely that the Bureau's final count will reach the 100,000

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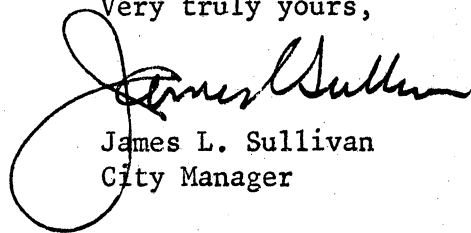
mark. Cambridge will pursue every avenue available to it to insure a proper count including legislative oversight and/or court proceedings.

The Citizens of Cambridge are seeking your support in guaranteeing a proper count. We are specifically requesting that the Census Bureau allow us an additional ninety days in which to work with the Bureau on final counting. As a first step in that direction we are sending you a complete record of our group quarters survey, as well as the random sampling that has taken place within the City. We hope that if you recognize the deficiencies that you will join with us to remedy them City-wide.

Since the Census Bureau's tape provided to Cambridge was defective and was not replaced until July 17, we further request that our local review ten-day period be adjusted to begin as of that date.

It is my earnest hope to receive an affirmative response from you at an early date so that we may be able to demonstrate a cooperative effort between the Census Bureau and Cambridge to find our true population. It is clearly in the spirit of the Census to do so.

Very truly yours,

A handwritten signature in dark ink, appearing to read "James L. Sullivan". The signature is fluid and cursive, with a large loop at the end.

James L. Sullivan
City Manager

JLS/mbf

cc: Speaker O'Neill
Senator Tsongas
Senator Kennedy
City Solicitor
City Council
John Pitkin
Ned Handy

CAMBRIDGE CENSUS REVIEW RESULTS

(1) Comparison of 10 ED's chosen at random and counted by the City

Enumeration District	Dwelling Units				Population			
	Total	occ.	vac.	%vac.	Total	GQ	HH	POP/HH
2058 City Census	282	259	23	8.2	683	0	683	2.64
	287	267	20	7.6	647	0	647	2.42
2078 City Census	320	300	20	6.3	+36		+7.7%	
	317	274	43	13.6	467	0	467	
2088 City Census	255	246	9	3.5	433	0	433	1.58
	254	249	5	2	+34		+7.9%	
2089 City Census	392	373	19	4.8	598	0	598	2.43
	430	381	49	11.4	583	0	583	2.34
2094 City Census	297	291	6	2.0	+15		+1%	
	295	276	19	6.5	994	32	963	2.58
2099 City Census	338	336	2	1	913	0	913	2.40
	355	336	19	5.7	+81		+4.2%	
2112 City Census	252	249	3	1.2	739	62	677	2.13
	256	249	7	2.7	668	16	652	2.37
2124 City Census	212	208	4	1.9	+71		+3.8	
	213	208	5	2.3	560	0	560	1.67
2149 City Census	359	353	6	1.7	541	0	541	1.61
	343	332	11	3.2	+19		+3.5	
2178 City Census	288	280	8	2.8	1007	378	629	2.51
	301	279	22	7.3	969	336	633	2.54
TOTALS City Census	2995	2895	100	3.3	+38		-.6%	
	3051	2851	122	4.1	378	0	378	1.82
Difference	-56	+44	-22		359	0	359	1.72
					+19		+5.3	
					983	0	983	2.78
					892	0	892	2.71
					+91		+10.2	
					588	0	588	2.14
					603	0	603	2.16
					-15		-2.5	
					6997	472	6525	2.25
					6608	352	6256	2.25
					+389	+120	+269	
					5.89%	34%	4.3	

(2) Group Quarters Comparison by ED (see attached list)

(3) Dwelling Units for ED's with City Surplus Greater Than 10 (see attached Printouts)



CITY OF CAMBRIDGE
COMMUNITY DEVELOPMENT DEPARTMENT

City Hall Annex Inman & Broadway EXTENSION 344

To Ned Handy
 John Hixson

From Alex Randall *AR*

Date June 26, 1980

Subject Group Quarters Inventory

The Community Development Department, as part of an overall effort to verify the results of the U.S. Census, recently conducted an inventory of the number of persons living in group quarters in the City of Cambridge. Group quarters, as defined by the U.S. Bureau of the Census, are living arrangements for groups containing 10 or more unrelated individuals. Common examples of group quarters are rooming houses, nursing homes, and college dormitories.

The Department's overall census project is designated to insure that all Cambridge residents are counted by the 1980 census. Undercounting the city's population, particularly if it falls below 100,000, will cost the City dearly in federal funding. Past experience has shown that residents of group quarters are more likely to be overlooked by the Census Bureau than families or primary individuals. Accordingly, the department has undertaken this project to see that all group quarters are identified and the residents accounted for. A side benefit to the project is that it can be used to update the Department's land use inventory which, as the results show, is badly out of date.

This inventory includes all group residences in the City where 10 or more people live and share some common facility such as a kitchen or living room. These residences consist of rooming houses, hospitals, and boarding schools. The inventory also includes, on a separate list, group residences of nine or fewer persons. Note that these residences are not considered group quarters by the U.S. Bureau of the Census. However, these residences still tend to slip through the Bureau's net; and given the purpose of the inventory, they were included. A word of caution--while the list of group quarters with 10 or more residents is meant to be exhaustive, the list of group quarters with nine or fewer residents includes only licensed lodging houses, convents and rectories, community residences, and hotels. A list of group quarters with nine or fewer residents that included all private homes where unrelated individuals live would be immense. Moreover, private residences are traditionally less likely to be overlooked by the Census Bureau.

The inventory also includes student dormitories which contain the bulk of residents in group quarters. However, the time constraints placed on this inventory have prevented identifying the dormitories by enumeration district. Thus, only gross figures are available at this time.

Potential group quarters were identified from several sources. The Community Development Department's land use inventory, compiled in 1972, provided the addresses of many current or former group residences. The Licensing Board provided an up to date list of licensed lodging houses and the Health Department records proved to be another useful source. The Department's institutional land use inventory provided a list of community residences and church associated residences. The Boston Area Yellow Pages provided the addresses of most hotels, motels, hospitals and nursing homes in the city. Finally, the personal knowledge of several Department staff members proved to be an invaluable resource and filled many of the gaps found in published documents.

Once potential group quarters were identified and the addresses and phone numbers established, the person in charge of each residence was called on the telephone. Respondents were asked if the residence fit the description of group quarters and if so, how many persons lived there on April 1, 1980. If the residence was not group quarters, the respondent was asked what type of residence it was so that the department could update its land use inventory. Approximately 45 percent of the potential group quarters were contacted by telephone.

When the person in charge of the residence could not be reached by telephone, a field survey team was sent to the address to conduct a personal interview with the person in charge or, if necessary, with a resident. In a very few cases the number of residents at suspected group quarters was ascertained through documentation or by counting the names on mailboxes.

Naturally, in any inventory of this type, a 100 percent response rate is very difficult to achieve. However, because of the extensive cross-referencing done in the course of this inventory, I am confident that virtually 100 percent of the group quarters with 10 or more residents have been identified. Due to the limitations outlined above, however, the identification of group quarters with nine or fewer residents is somewhat less than 100 percent.

Table I compares the results of this inventory with the Census Bureau's preliminary counts. For each enumeration district in which group quarters were identified, the list gives the number of residents counted by this inventory and the number counted by the Census Bureau. Note that dormitories are not yet classified by ED on the Cambridge inventory, thus Census Bureau figures for particular ED's that are far in excess of Cambridge's figures can be attributed to dormitories. However, since dormitories are largely confined to small areas, most of the figures are directly comparable.

Table II summarizes the results of the Cambridge inventory by type of dwelling. It classifies the results into group quarters containing 10 or more residents, quarters containing nine or fewer residents, and student dormitories by school.

TABLE I

Comparison of Cambridge Group Quarters
Inventory with Preliminary U.S. Bureau of the Census
Results - By Enumeration District (ED)

<u>ED</u>	<u>Cambridge</u>	<u>Census Bureau</u>
2044	1	1
2046	108	108
2047	9	0
2057	46	0
2068	6	0
2069	16	0
2070	163	107
2071	19	28
2072	8	0
2074	199	44
2075	148	12
2076	87	0
2077	100	95
2078	5	0
2079	0	782
2081	264	1588
2082	0	189
2084	89	16
2085	103	121
2088	6	0
2089	43	0
2093	0	15
2094	88	16
2103	107	52
2105	5	78
2106	40	1000
2107	13	474
2108	0	39
2109	0	437
2110	13	1654
2112	384	336
2115	68	44
2116	24	25
2118	31	0
2119	7	0
2121	83	83
2123	17	0
2125	13	0
2126	0	1984
2127	0	720
2128	0	415
2132	0	962
2133	0	10
2135	18	0
2137	29	137

Table I cont.

<u>ED</u>	<u>Cambridge</u>	<u>Census Bureau</u>
2138	7	0
2140	235	94
2141	17	24
2142	52	45
2148	155	156
2150	0	11
2158	8	0
2159	31	31
2160	4	14
2164	5	0
2169	4	14
2171	0	16
2173	22	33
2176	7	6
2177	24	26
2183	1	0
2184	19	17
2185	11	0
2189	168	153
2192	24	24
2193	26	25
Total	3,185	
+ Student dormitories	10,795	
Grand Total	13,980	12,261

TABLE II

Summary Results of Cambridge Group
Quarters Inventory by Type of Dwelling

Group Quarters with 10 or more residents	2848
Group Quarters with nine or fewer residents	337

Student dormitories:

MIT undergraduate	2350
MIT graduate	800
Harvard undergraduate	5937
Harvard graduate	1185
Lesley	<u>523</u>
TOTAL	13,980



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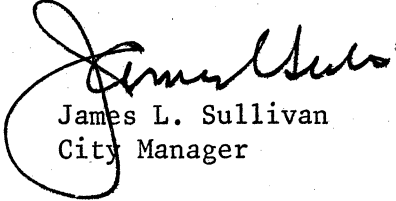
EXECUTIVE DEPARTMENT
JAMES L. SULLIVAN
City Manager

August 4, 1980

To the Honorable, the City Council:

I am enclosing a copy of a communication and back-up material which I recently sent to Mr. Arthur C. Dukakis, Regional Director of the Bureau of the Census, relative to Census count for the City of Cambridge.

Very truly yours,



James L. Sullivan
City Manager

JLS/mbf
Enc.

Agenda #14

5-378

Census count for the City of Cambridge.

In City Council,

August 4, 1980

Placed on file