

cc [unclear]

NATIONAL COMMISSION ON URBAN PROBLEMS

ROOM 640, 806 15TH ST. N. W., WASHINGTON, D. C. 20005
PHONE: 382-8226

EXECUTIVE ^③

F&170/N

PU1/F&170/N

August 26, 1968

Mr. Joseph Califano
THE WHITE HOUSE
Washington, D. C.

Dear Mr. Califano:

We are pleased to send you this copy of our fourth background study, on the special plight of the large poor family in trying to find decent housing. It is for release on September 1.

Faithfully,


PAUL H. DOUGLAS

Chairman

RECEIVED
AUG 29 1968
CENTRAL FILES

CODES, ZONING, TAXATION, DEVELOPMENT STANDARDS AND LOW-COST HOUSING

RECEIVED
JOE CALIFANO, JR.

1968 AUG 28 AM 9 33

File Poverty



The Large Poor Family -- A Housing Gap

*Prepared for the Consideration of
THE NATIONAL COMMISSION ON URBAN PROBLEMS
Research Report No. 4*

Reports to the Commission do not necessarily reflect the views of the Commission

[multiple copies in folder]

COMMISSION MEMBERS

PAUL H. DOUGLAS, Chairman
Washington, D.C.

DAVID L. BAKER
Garden Grove, California

HUGO BLACK, JR.
Miami, Florida

LEWIS DAVIS
New York, New York

JOHN DeGROVE
Boca Raton, Florida

ANTHONY DOWNS
Chicago, Illinois

EZRA EHRENKRANTZ
San Francisco, California

ALEX FEINBERG
Camden, New Jersey

JEH V. JOHNSON
Poughkeepsie, New York

JOHN LYONS
St. Louis, Missouri

RICHARD W. O'NEILL
New York, New York

RICHARD RAVITCH
New York, New York

CARL E. SANDERS
Atlanta, Georgia

MRS. CHLOETHIEL WOODARD SMITH
Washington, D.C.

TOM J. VANDERGRIF
Arlington, Texas

COLEMAN WOODBURY
Madison, Wisconsin

About the Commission

The National Commission on Urban Problems was appointed on January 12, 1967, by President Lyndon B. Johnson.

Earlier, the President had called for the creation of a commission to generate "ideas and instruments for a revolutionary improvement in the quality of the American city." Congress appropriated funds to carry out that purpose.

Specific assignments to the Commission from the President and Congress include the study of building codes and technology, zoning and land use, Federal and local taxes affecting housing and urban growth, housing codes, development standards, and ways to increase the supply of decent housing for low-income families. The Commission was asked to pursue these matters in the context of making cities more liveable.

The Commission held public hearings throughout the country during six months of 1967. It visited problem areas in scores of cities. A comprehensive research program was initiated (see inside back cover).

Final recommendations will be made to the President, to Congress, and to the Secretary of Housing and Urban Development before the end of 1968.

Commission Staff

Executive Director--Howard E. Shuman. Associate Director--Allen D. Manvel.
Assistant Directors--Frank T. DeStefano, Arthur S. Goldman, Richard K. Guenther, Stanley D. Heckman, Jack Noble, David M. Pellish, Walter Rybeck, Walter Smart, Oscar Sutermeister. Special Consultant--William G. Colman. Administrative Officer--Mrs. Jane Carey Enger.

Staff Assistants--Mrs. Rose Marie Allen, David Engel, Miss Catherine Hartigan, Willie Howell, Mrs. Ellen Kelly, Miss Hope Marindin, Mrs. Marion Massen, Mrs. Louise Pompeo, Miss Jane Powers, Mrs. Mimi Ross, Miss Betty J. Sinclair, Mrs. Nancy Stewart, Miss Sone A. Takahara, Mrs. Jo Ann Williams, Miss Jane Zinsmeister.

cover photo by BERNIE BOSTON

The Large Poor Family -- A Housing Gap

By WALTER SMART, WALTER RYBECK, HOWARD E. SHUMAN

Prepared for the Consideration of

THE NATIONAL COMMISSION ON URBAN PROBLEMS

Research Report No. 4

Washington, D.C. 1968

Letter of Transmittal

The Honorable Paul H. Douglas
Chairman
NATIONAL COMMISSION ON URBAN PROBLEMS
Washington, D.C.

Dear Mr. Chairman:

We are forwarding to you and the Commission this report entitled "The Large Poor Family--A Housing Gap," another in the series of background studies on key issues and problems which the President and the Congress asked this Commission to examine. The views expressed are those of the authors and do not necessarily represent those of the Commission or of its individual members.

Congress in its charge to the Commission re-emphasized the national goal of "a decent home and a suitable living environment for every American family." The President especially urged the Commission to recommend solutions "to increase the supply of low-cost decent housing." This report bears directly on those matters.

Mr. Walter Smart, Mr. Walter Rybeck, and Mr. Howard E. Shuman of the Commission staff carried out this study, following the initial research design of Mr. Smart. The research assistance of Mr. Joseph L. Falkson was most helpful. The staff is grateful to Commission members--particularly Mr. Paul H. Douglas, Mr. Jeh V. Johnson, and Mr. Coleman Woodbury--and to Miss Mary K. Nenno, Associate Director of the National Association of Housing and Redevelopment Officials, who offered valuable constructive criticisms. Credit also goes to numerous witnesses--public officials, housing experts, and concerned citizens--whose testimony in city after city buttressed the findings that emerge from this study (see Hearings Before the National Commission on Urban Problems, Volumes 1 through 5, Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402).

It should be emphasized that the study is no more than it purports to be--namely, a study of the housing gap for large poor families in seven cities where sufficient data was available to make reasonable assumptions and estimates concerning these housing needs.

Special mention should be made of the local public housing authorities, local redevelopment agencies and Federal Housing Administration offices in Washington, D.C., Philadelphia, Pa., New Orleans, La., St. Louis, Mo., Richmond, Va., Denver, Colo., and San Francisco, Calif., for their cooperation in making available the data which provided the basis for this research effort.

Sincerely,
HOWARD E. SHUMAN
Executive Director

FOREWORD

Neither private nor public housing has provided enough adequate housing for poor people. This study suggests that this shortage of housing hits particularly hard at one segment of the poor--the large families, those families with five or more members.

While the Commission does not necessarily endorse the findings or recommendations of the study, the methodology used by Mr. Walter Smart, Mr. Walter Rybeck and Mr. Howard E. Shuman of our staff appears likely to have led to an understatement rather than to an exaggeration of the need. Even if the need were only half as large as it is found to be in these cities, it would still indicate a matter of great urgency.

This study expresses the housing gap for large poor families primarily in terms of housing units. So, when reading for example that there is a gap of 1,549 units for seven- and eight-member families in Washington, it may be recalled that in human terms this involves some 10,000 to 12,000 individuals, at least 7,000 to 9,000 of whom are bound to be children who are living in wretched, overcrowded conditions.

The following major points are developed in the study:

- * In the seven cities studied, 103,000 large families had incomes so low that they were unable to afford decent private housing. Public programs provide housing for only 20,000 of these families, leaving a shortage of 83,000 units. If all 12,000 units now planned were built (assuming the need remained constant) there would still be a shortage of 71,000 units.
- * If the deficit in the seven cities is typical of the 61 American cities of 200,000 or more in population, the large poor family housing gap in these largest cities would number 529,000 units.
- * Architects face a special challenge to design housing that combines privacy in sleeping quarters, adequate study-recreation space for four, five, six, or seven children, and economy of total area.
- * Too many public programs have become encrusted with both laws and administrative rulings which discourage the building of dwellings big enough to meet large-family requirements. Such barriers should be replaced with incentives to spur the closing of the large family gap.

The Commission will be gratified if this study could lead to a prompt easing of this serious human problem in our urban areas.

July, 1968
Washington, D.C.

PAUL H. DOUGLAS, Chairman

CONTENTS

Commission Members.....	inside front cover
Letter of Transmittal.....	ii
Foreword	iii
INTRODUCTION.....	1
PATTERN OF THE STUDY.....	3
Seven Cities.....	3
LARGE POOR FAMILIES DEFINED.....	5
Large Families.....	5
Poor Families.....	6
Cost of Standard Housing for Large Families.....	8
Minimum Family Income Requirements.....	8
Numbers of Large Poor Families.....	9
HOUSING INVENTORY FOR LARGE POOR FAMILIES.....	12
Public Housing.....	12
Housing Assisted Through Mortgage or Rent Subsidy.....	12
Planned Units.....	12
SIZE OF THE GAP.....	16
The Human Side.....	17
FEDERAL POLICIES AFFECTING LARGE FAMILIES.....	21
Public Housing.....	21
Publicly Assisted Private Housing.....	22
Rent Supplement.....	24
Maximum Admission Limits.....	25
SUGGESTIONS FOR MEETING LARGE POOR FAMILY HOUSING NEEDS.....	27
Tables	
1 Numbers of Families Below Minimum Income Levels Needed for Obtaining Standard Housing in Seven Cities.....	7
2 Inventory of Subsidized Housing, Available and Planned, in Seven Cities.....	11
3 Number of Large Families at Income Levels Indicating Need for Subsidized Housing Compared with Inventory of Available and Planned Dwelling Units, in Seven Cities.....	14
4 Large Poor Families Presumed to Require Subsidized Housing, Total and Nonwhite.....	18
5 Recommended Changes in Maximum Income Admission Limits for Public Housing and Rent Supplement Housing.....	26
Scope of Commission Research.....	inside back cover

Introduction

THE LACK OF ADEQUATE HOUSING FOR LARGE POOR FAMILIES has been the cause of growing concern.

National and local officials are calling attention to this problem. During public hearings of the National Commission on Urban Problems from May through October, 1967, the plight of poor families requiring more than two bedrooms was a recurring theme heard in city after city across the country.

Because of the lack of specific information about this matter, the Commission staff undertook to measure the extent of this problem in seven selected cities.

In each of the test cities, a large gap was found between the number of public or publicly assisted housing units available for large families and the number of large poor families whose incomes are so low that they cannot, under normal circumstances, afford decent private housing. In the seven cities, the available inventory falls short by between 71 to 85 percent of the need. This is what is meant by the "large poor family housing gap."

In the seven cities, 103,000 large families had incomes so low that they were presumed unable to obtain standard housing in the private market. Yet there were less than 20,000 public housing and other subsidized dwelling units with enough bedrooms to accommodate these families. This indicates a gap or deficit of 83,000 units. Even counting the additional units that are planned in these same cities, the inventory of dwelling units for large poor families still would be short of need by an estimated 71,000.

To state the shortage or gap in terms of dwelling units may present an inadequate picture of need. The seriousness of the gap increases drastically with the size of family involved. A shortage or gap of 100 units affects different total numbers of people, depending on whether the housing gap is in a category, for example, of two-member families, four-member families, or eight-member families: in these three instances, the number of persons suffering from inadequate housing changes from 200, to 400, to 800, respectively. Attention to family size as well as to housing units, therefore, is vital for a full comprehension of the dimension of this problem. The gap of 71,000 housing units means that 71,000 large families lack adequate housing. The number of children suffering as a result of this lack may be conservatively estimated at approximately 345,000--or more than one-third of a million youngsters in these seven cities alone. (See detailed discussion in final section of chapter, "Size of the Gap.")

This study underscores the importance of testimony by public witnesses who urged that housing needs of large poor families not be ignored. Congress acknowledged this problem in proposed 1968 housing legislation (not yet finally acted upon at the time of publication), especially in

regard to provisions taking special account of families of five or more persons. This study emphasizes the importance of reshaping and expanding existing housing programs and of forging new methods if old programs do not suffice.

The seriousness of the large poor family housing gap was described to the Commission by officials and citizens in New Haven, the Watts and South Central sections of Los Angeles, Baltimore, Pittsburgh, Boston, El Paso, New York City, Atlanta, and elsewhere. The overcrowding was said to contribute to the feeling of alienation among many residents of the inner cores of our cities, and to contribute simultaneously to the blighting of housing structures and of neighborhoods.

While the existence of the problem was pinpointed from coast to coast, it was not possible with currently available statistics to measure the extent of the problem nationwide. Therefore, detailed evidence was gathered in seven cities where sufficient data (explained later) was available. If the widely scattered cities herein analyzed are typical, one may calculate the large poor family housing gap for the Nation's larger cities, of over 200,000 population, as follows:

	<u>Population</u>	<u>Projected Gap In Dwelling Units</u>
Seven Cities Studied	5,559,000	71,162
Sixty-one Largest U.S. Cities	41,642,200	529,232

This gap of 529,000 dwelling units may be translated into the number of children adversely affected, but this can only be a rough estimate. One must assume that the seven cities which were carefully studied and the 61 largest U.S. cities are comparable in the following respects: (1) proportion of large poor families to total population, (2) proportion of adequate subsidized housing available for these large families, and (3) proportion of families in various size categories (5-6 members, 7-8, 9-10, 11 or over). Tenuous as these assumptions may be, it is useful in considering the topic of this study to have a general notion of the order of magnitude of this large poor family housing gap. As a 71,000 gap affects 345,000 children in seven cities, a 529,000 gap in the country's largest cities would affect an estimated 2,570,000 children.

Pattern of the Study

IN ORDER TO SURVEY THE ADEQUACY of the housing inventory for large poor families, it was determined to obtain the following three main categories of information for each of seven cities:

The minimum annual rents for standard private housing with three or more bedrooms.

The number of large poor families who could not ordinarily be expected to afford these minimum rents.

The inventory of public and publicly assisted housing available for these needy families.

The method of deriving this information and the sources of basic data will be summarized.

The rent data were obtained from the redevelopment agency of each city. From these figures it was possible to compute the minimum income needed by a family to afford standard housing. A special tabulation prepared for the Office of Economic Opportunity showed the number of families by various family sizes, in different income categories.¹ From these figures it was possible to determine the number of families below the minimum income level which is required in order to afford standard housing. The housing inventory data were obtained from the public housing authorities and the Federal Housing Administration. Account was taken of both existing and planned units of housing.

The rental and housing inventory figures were current when obtained in the fall of 1967, and were verified as still accurate in February, 1968. Unfortunately, the most recent detailed income statistics were for the year 1960, but adjustments, noted in the more detailed descriptions of the study, were made to obtain figures that are reasonably comparable. In all cases, the methods used tend to be conservative.

Seven Cities

The cities chosen for the study were those for which Census data could be used with maximum accuracy. These were among the few cities where housing data could be correlated with available detailed income data by family size. The seven cities either have boundaries which are coterminous with county boundaries or they are treated by the Census as separate entities. These cities are to be found North, South, East, West, and Midwest. They range in population from approximately 200,000 people to more than 2 million people.

¹U.S. Bureau of the Census: County and State, 1960: Income and Property Data: Special Census Tabulation; 50 Volumes.

The seven cities and their population to the nearest thousand (using 1960 Census figures to accord with the income statistics) are:

Washington, D.C.	764,000
Philadelphia, Pennsylvania	2,003,000
New Orleans, Louisiana	628,000
St. Louis, Missouri	750,000
Richmond, Virginia	220,000
Denver, Colorado	494,000
San Francisco, California	740,000

Large Poor Families Defined

LARGE FAMILIES

WHAT IS A LARGE FAMILY? A family requiring more than two bedrooms is considered a large family for purposes of this study. Assuming that each bedroom accommodates two persons, families of five or more persons require three or more bedrooms.

Admittedly, by current American standards, a family of two parents and three or four children is often thought of as a moderate-sized family, or at least only as moderately large. Yet when a poor family of this size attempts to find adequate housing, that family is treated as a large family. The hard facts which generate this treatment support the logic of defining the large family as one with five or more persons. The relationship between family size and bedroom requirements is shown below:

<u>Size of Family</u>	<u>Bedrooms Needed in Adequate Dwelling</u>
5 or 6 persons	3 bedrooms
7 or 8 persons	4 bedrooms
9 or 10 persons	5 bedrooms
11 or more persons	6 bedrooms

This table may understate the need for bedrooms in some cases. For instance, an eight-person family comprised of two parents, three daughters, and three sons might require five bedrooms rather than the four indicated. Two children of the same sex generally may share a bedroom. Presence in the family household of an aunt, uncle, or grandparent may be a further complication.

It may well be asked, of course, whether it would violate minimum standards of health, safety, and decency if three children of the same sex slept in the same room. Most people agree it would not, if the bedroom were large enough. But typically it is not large enough. Thus, the relationship of family size to bedroom requirements stated in the table is a reasonably accurate though modest statement of need in terms of most public or private housing currently available to large poor families.

Are families too large? A study of large poor families cannot avoid taking cognizance of the growing concern and the awakened public interest in limiting families to a number of children the parents can afford to feed, clothe, house, and educate. This is not the issue in this report. This report deals with the fact that there are many large poor families today, and that there will be many tomorrow. It will be noted in Table 1 that the overwhelming number of large poor families in the seven cities studied fall in the five- and six-person family size, with the numbers of families falling off steeply as the size of family increases. In

Washington, for example, less than 4 percent of these large poor families have 10 or more members. Attention here is turned to how all of these families can be housed properly.

POOR FAMILIES

The definitions of the poverty level, including those used by the Office of Economic Opportunity, are necessarily somewhat arbitrary. In the context of this study, it was determined that the most useful definition would be as follows: A poor family is one with a gross income that would (unusual circumstances aside) prevent the family from obtaining decent housing in the private market, assuming an expenditure of 25 percent of income for rent.

This report makes no absolute claim that families below this poverty level cannot obtain standard private housing. Certainly some elderly and retired persons now own standard housing even though their annual incomes have fallen below the poverty level. It is also recognized that some poor people pay more than 25 percent of their income for housing. Some who pay 30 or 40 percent of income nevertheless may be in substandard housing. But if they are able through such high allocation of income to find standard housing, few would deny that they can do so only by paying an exorbitant proportion of their income for rent or shelter.

It will be seen that the large poor family, according to the definition used here, has a gross annual income of less than the minimum requirements described in a later section.

²For further discussion of the ratio of rent to income, see later section, Minimum Family Income Requirements. Obviously, reliance in this study on the 18- or 20 percent ratios (now widely preferred by professional housers as more equitable and more realistic) would significantly raise dollar definitions of poor families and greatly magnify the size of the gap between needy large families and the available housing inventory. In short, use of the 25 percent formula represents a bias toward understatement of the need for subsidized housing.

Table 1. NUMBERS OF FAMILIES BELOW MINIMUM INCOME LEVELS NEEDED FOR OBTAINING STANDARD HOUSING IN SEVEN CITIES ^{a/}

City and Family Size	No. Bed-rooms (1)	Minimum Average Rental for Standard Housing Annual & Monthly (2)	Minimum Family Income Requirements (3)	Number of Families Below Minimum Income Requirements (4)	
Washington					
5-6	3	\$1,530	\$128	\$6,120	13,190
7-8	4	1,581	132	6,320	5,044
9-10	5	1,683	140	6,732	1,775
11 or over	6	1,768	147	7,072	780
				Total	20,789
Philadelphia					
5-6	3	898	75	3,592	11,959
7-8	4	1,020	85	4,080	4,747
9-10	5	1,173	98	4,692	1,792
11 or over	6	1,275	106	5,100	654
				Total	19,162
New Orleans					
5-6	3	1,357	113	5,428	13,448
7-8	4	1,714	143	6,856	6,007
9-10	5	1,989	166	7,956	2,428
11 or over	6	2,182	182	8,728	890
				Total	22,773
St. Louis					
5-6	3	1,173	98	4,692	9,732
7-8	4	1,336	111	5,344	4,489
9-10	5	1,717	144	6,868	1,788
11 or over	6	1,989	166	7,956	720
				Total	16,729
Richmond					
5-6	3	1,234	103	4,936	4,071
7-8	4	1,612	134	6,448	1,653
9-10	5	1,785	149	7,140	587
11 or over	6	1,961	163	7,844	175
				Total	6,486
Denver					
5-6	3	1,122	94	4,488	4,016
7-8	4	1,428	119	5,712	1,776
9-10	5	1,530	128	6,120	587
11 or over	6	1,734	145	6,936	191
				Total	6,570
San Francisco					
5-6	3	1,428	119	5,712	7,282
7-8	4	1,683	140	6,732	2,509
9-10	5	1,836	153	7,344	601
11 or over	6	2,006	167	8,024	563
				Total	10,955

^{a/} See text for definition of terms and sources of data.

COST OF STANDARD HOUSING FOR LARGE FAMILIES

THE MINIMUM COST OF STANDARD HOUSING for dwellings with three, four, five, and six bedrooms was provided by the local redevelopment agency in each of the seven cities studied.

These average minimum rent levels--Table 1, column 2--were readily available from surveys made by local authorities. The rent levels are those presented to and found acceptable by the Department of Housing and Urban Development as the basis for making relocation adjustment payments to eligible families displaced by urban renewal. HUD requires that both the local redevelopment agency and the local public housing authority agree on these established rent levels.

The figures vary for each city, reflecting differences in local real estate markets. (This study did not get into the complex and often controversial matter of what constitutes standard housing. The local definition and understanding of standard housing was accepted for this study.)

According to local housing experts, the current minimum rent levels were on the low side. In other words, several said that they actually were paying higher amounts to obtain standard housing than the figures indicate. Nevertheless, for purposes of this study, the rent levels submitted were uniformly reduced by 15 percent. This was done because, in the Nation, rents on the average had risen from an index number of 100 in 1959 to 113.5 by December, 1967. Therefore, the reduction makes the rent figures conform roughly with the 1960 Census income figures on which the study relies.

MINIMUM FAMILY INCOME REQUIREMENTS

Taking the minimum cost of standard housing (as described above), it is possible to determine the minimum annual income needed by a family to afford such housing by multiplying by four. Income includes money from earnings, welfare, or other sources. The 25 percent rule-of-thumb for the portion of income allocated to housing accords with old assumptions which also have standing in law. The rent supplement program, for example, supplements the rental of the tenant family only after the family has paid 25 percent of its income toward rent. The Administration's 1968 housing bill (as passed by the Senate and as accepted in Committee in the House before this publication went to press) would continue this 25 percent formula for rental programs, but recommended a 20 percent of income formula under the home ownership proposals.

Many economists and sociologists contend that the portion of income allocated for housing by low-income families should be closer to 18 or 20 percent. Obviously, if the 20 percent figure had been used (multiplying minimum rents by five instead of by four), the minimum family income requirements would appear higher. Thus, many additional families, who were assumed in this study not to require some form of housing subsidy, actually may be in the needy category.

Two examples below may help to clarify how minimal a level of family income is used herein as the level up to which it is assumed families will be unable to afford standard housing.

In San Francisco, the average annual rent for decent housing for a six-person family (after making the 15 percent downward adjustment described earlier) is \$1,428, or \$119 per month.³ Four times \$1,428 gives an annual gross income of \$5,712. Subtracting rent from total income the family then has \$4,284 for all other purposes. This means that each person has \$714 a year, or only about \$60 a month, for food, clothing, travel to work, medical expenses, and everything else.

In St. Louis, a seven-member family would find the minimum rent needed for a standard five bedroom dwelling (less the 15 percent adjustment) to be \$1,336, or \$111 per month. The minimum gross income needed is \$5,344. This leaves \$4,008 for other-than-housing expenses. Per person this breaks down to about \$572 a year or \$48 a month for all living expenses other than rent.

NUMBERS OF LARGE POOR FAMILIES

A special tabulation by the U.S. Bureau of the Census for the Office of Economic Opportunity provided detailed population data by family size and income for the cities included in this study.

The family-size categories in this Census tabulation range from 2 to 15, with a final category of families with 16 members or more. Because large families are defined herein as having five or more persons, and because bedroom sizes are crucial to this study, the Census groups were rearranged to develop four categories of families with (1) five and six members, (2) seven and eight members, (3) nine and ten members, and (4) eleven and more members.

Each family-size category was further subdivided by the Census to indicate the numbers of families falling in various income groupings, at \$1,000 intervals. The way this information was used to derive the number of large poor families is most easily explained by example:

³See Table 1.

The minimum annual rent for a standard three-bedroom dwelling in Washington, D.C. (less the 15 percent reduction) is given as \$1,530. A family using this dwelling thus requires a minimum annual income of \$6,120. The family size requiring a three-bedroom house is in the five- and six-member category. The Census-OEO tabulation shows that in Washington 12,917 five- and six-member families had incomes up to \$6,000, while 15,196 families of this size had incomes up to \$6,999. The number of families at the \$6,120 income level -- 13,190 -- was arrived at by interpolation; the difference between 12,917 and 15,196 is 2,279. The difference between \$6,000 and \$6,999 is \$999. So \$120 (the precise income interval) is to \$999 as X (the family quantity interval) is to 2,279. $X = 273$ which, added to 12,917, gives 13,190 families.

This same process was used to calculate the number of large poor families in each size category (5-6, 7-8, 9-10, 11 or over) in each of the cities: Table 1, column 4.

Table 2. INVENTORY OF SUBSIDIZED LARGE-FAMILY HOUSING, AVAILABLE AND PLANNED, IN SEVEN CITIES
 (notes: a/Includes leased and conventional public housing. b/Includes rent supplement units)

City and Family Size	No. Bed-rooms	Units Available			Units Planned			Total Units Available and Planned (3) plus (6) (7)
		Public (1)	<u>a</u> / 221(d)(3) <u>b</u> / (2)	All Types (3)	Public ^a / (4)	221(d)(3) ^b / (5)	All Types (6)	
Washington								
5-6	3	2,362	104	2,466	594	914	1,508	3,974
7-8	4	897	3	900	369	280	649	1,549
9-10	5	436	0	436	98	29	127	563
11 or over	6	109	0	109	32	20	52	161
Philadelphia								
5-6	3	4,332	0	4,332	5,128	388	5,516	9,848
7-8	4	948	0	948	1,124	2	1,126	2,074
9-10	5	197	0	197	234	0	234	431
11 or over	6	15	0	15	14	0	14	29
New Orleans								
5-6	3	2,511	0	2,511	700	58	758	3,269
7-8	4	1,020	0	1,020	275	0	275	1,295
9-10	5	0	0	0	0	0	0	0
11 or over	6	0	0	0	0	0	0	0
St. Louis								
5-6	3	1,921	439	2,360	275	232	507	2,867
7-8	4	475	139	614	129	23	152	766
9-10	5	144	0	144	62	0	62	206
11 or over	6	0	0	0	12	0	12	12
Richmond								
5-6	3	784	0	784	307	74	381	1,165
7-8	4	302	0	302	154	0	154	456
9-10	5	22	0	22	29	0	29	51
11 or over	6	0	0	0	0	0	0	0
Denver								
5-6	3	748	166	914	50	120	170	1,084
7-8	4	355	0	355	50	0	50	405
9-10	5	53	0	53	0	0	0	53
11 or over	6	0	0	0	0	0	0	0
San Francisco								
5-6	3	1,174	39	1,213	41	241	282	1,495
7-8	4	295	0	295	93	55	148	443
9-10	5	40	0	40	66	0	66	106
11 or over	6	0	0	0	0	0	0	0

Housing Inventory for Large Poor Families

BY DEFINITION, THE LARGE POOR FAMILIES on which this report is focused cannot normally afford standard housing without some form of government assistance. Short of those who are paying too much of their income for housing or who by some good fortune are in standard housing, most of these families are effectively cut off from standard private housing. For decent accommodations they must look to housing programs supported in varying degrees by government assistance -- public housing, nonprofit housing, and rent supplement programs.

PUBLIC HOUSING

The number of dwelling units with three, four, five, and six bedrooms in public housing was obtained from the local public housing authority in each of the seven cities. The data, shown in Table 2, column 1 includes units in both the conventional public housing and in the more recently instituted leased housing program.

HOUSING ASSISTED THROUGH MORTGAGE OR RENT SUBSIDY

The number of dwelling units for large families in nonprofit or 221(d)(3) housing -- Table 2, column 2 -- were provided by the Federal Housing Administration office in each city. Under this program, nonprofit or limited dividend corporations construct housing for the private market financed with mortgages at below-market interest rates (typically 3 percent) and for long terms (typically 40 years).

Local FHA offices also provided the information on the housing units available to large families under the rent supplement program. In this program the government payment to the property owner is the difference between the rent the tenant family can afford (25 percent of income) and the rent actually charged. This program is available under Section 221(d)(3) of the Housing Act. Ninety-five percent of the participating builders finance their construction with mortgages at market interest rates; only the other 5 percent may take advantage of below-market rates. The data in Table 2, columns 2 and 5, include both 221(d)(3) nonprofit housing and rent supplement units.

PLANNED UNITS

Every effort was made to present an accurate picture of the existing inventory of housing for large poor families. It was recognized that, even so, this might give a false impression if there were no indications of current blueprints to close the gap between the big demand and the limited supply of housing for large poor families.

Therefore, the local public housing authorities and local offices of the FHA were asked to indicate the number of housing units with three, four, five, and six bedrooms which are planned for construction. These anticipated units shown in Table 2 were obtained in September, 1967 and verified as correct in February, 1968. It should be noted that in

Table 3, the gap between the number of families below minimum income limits and the number of housing units needed (columns 6 and 7) is calculated as if the planned units already were part of the existing inventory.

The question of timing--how long it will take before the planned units actually are in place to help meet urgent needs--is a difficult one. In the past, a routine time lag between the local application for new public housing and the Federal go-ahead for construction has been three years or longer. Then it took another year or so to ready the units for occupancy. Recent efforts have aimed at shortening this long processing lag in public housing and to push newer housing programs along more quickly. For the purposes of this study, Federal and local agencies are given every benefit of the doubt in their ability to hurdle this time problem: planned units are added instantly to the inventory of existing housing supply. But we are aware that those working in the real world would consider it naive to count their planned projects before they pass through the various bureaucratic incubators and before they hatch open-for-occupancy signs.

Table 3. NUMBER OF LARGE FAMILIES AT INCOME LEVELS INDICATING NEED FOR SUBSIDIZED HOUSING COMPARED WITH INVENTORY OF AVAILABLE AND PLANNED DWELLING UNITS, IN SEVEN CITIES a/

City and Family Size	No. Bed-rooms	Families Below Minimum Income Requirements (1)	Available Units (2)	Housing Gap		Available & Planned Units (5)	Projected Gap	
				Number (1 minus 2) (3)	Percent (4)		Number (1 minus 5) (6)	Percent (7)
Washington								
5-6	3	13,190	2,466	10,724	81.3	3,974	9,216	69.9
7-8	4	5,044	900	4,144	82.2	1,549	3,495	69.3
9-10	5	1,775	436	1,339	75.4	563	1,212	68.3
11 or over	6	780	109	671	86.0	161	619	79.4
<u>Total</u>		20,789	3,911	16,878	81.7	6,247	14,542	70.0
Philadelphia								
5-6	3	11,989	4,332	7,657	63.9	9,848	2,141	17.9
7-8	4	4,747	948	3,799	80.0	2,074	2,673	56.3
9-10	5	1,792	197	1,595	89.0	431	1,361	75.9
11 or over	6	634	15	619	97.6	29	605	95.4
<u>Total</u>		19,162	5,492	13,670	71.3	12,382	6,780	35.4
New Orleans								
5-6	3	13,448	2,511	10,937	81.3	3,269	10,179	75.7
7-8	4	6,007	1,020	4,987	83.0	1,295	4,712	78.4
9-10	5	2,428	0	2,428	100.0	0	2,428	100.0
11 or over	6	890	0	890	100.0	0	890	100.0
<u>Total</u>		22,773	3,531	19,242	84.4	4,564	18,209	80.0
St. Louis								
5-6	3	9,732	2,360	7,372	75.7	2,867	6,865	70.5
7-8	4	4,489	614	3,875	75.5	766	3,723	82.9
9-10	5	1,788	144	1,644	71.9	206	1,582	88.5
11 or over	6	720	0	720	100.0	12	708	98.3
<u>Total</u>		16,729	3,118	13,611	81.3	3,851	12,878	77.0

(continued, next page)

	Richmond								
	5-6	3	4,071	784	3,287	80.7	1,165	2,906	71.4
	7-8	4	1,653	302	1,351	81.7	456	1,197	72.4
	9-10	5	587	22	565	96.2	51	536	91.3
	11 or over	6	<u>175</u>	<u>0</u>	<u>175</u>	<u>100.0</u>	<u>0</u>	<u>175</u>	<u>100.0</u>
	Total		6,486	1,108	5,378	82.9	1,672	4,814	74.2
	Denver								
	5-6	3	4,016	914	3,102	77.2	1,084	2,932	73.0
	7-8	4	1,776	355	1,421	80.0	405	1,371	77.2
	9-10	5	587	53	534	90.9	53	534	91.0
	11 or over	6	<u>191</u>	<u>0</u>	<u>191</u>	<u>100.0</u>	<u>0</u>	<u>191</u>	<u>100.0</u>
	Total		6,570	1,322	5,248	79.8	1,542	5,028	76.5
	San Francisco								
	5-6	3	7,282	1,213	6,069	83.3	1,495	5,787	79.5
	7-8	4	2,509	295	2,214	88.2	443	2,066	82.3
	9-10	5	601	40	561	93.3	106	495	82.4
	11 or over	6	<u>563</u>	<u>0</u>	<u>563</u>	<u>100.0</u>	<u>0</u>	<u>563</u>	<u>100.0</u>
	Total		10,955	1,548	9,407	85.8	2,044	8,911	81.3
	All Seven Cities								
	5-6	3	63,728	14,580	49,148	77.1	23,702	40,026	62.8
	7-8	4	26,225	4,434	21,791	83.1	6,988	19,237	73.4
	9-10	5	9,558	892	8,666	90.7	1,410	8,148	85.2
	11 or over	6	<u>3,953</u>	<u>124</u>	<u>3,829</u>	<u>96.9</u>	<u>202</u>	<u>3,751</u>	<u>94.9</u>
	Total		103,464	20,030	83,434	80.6	32,302	71,162	68.8

51

^a/Data from Tables 1 and 2.

Size of the Gap

THE TOTAL NUMBER of large poor families in the seven cities that were studied is over 103,000.

The current inventory under the several public and publicly assisted housing programs of housing with enough space for large poor families exclusive of the planned units, totals less than 20,000 dwelling units. This indicates a gap between the need and the housing available of more than 83,000 units.

Assuming that the additional planned units in these cities will be built while the number of needy families remains constant, the gap amounts to more than 71,000 dwelling units.

Looking at each of the cities separately:

In Washington, D.C. there were over 20,700 large poor families with about 3,900 public and publicly assisted dwelling units of an adequate size available for them. The gap is more than 16,800 units. Counting the 2,300 planned units, the gap still is more than 14,500 dwellings.

In Philadelphia, the large poor families number more than 19,100. Available housing units for them number about 5,500. The gap is more than 13,600. Counting the 6,900 planned units, the gap is over 6,700 dwellings.

In New Orleans, the large poor families number more than 22,700. Available housing units for them number 3,500. The gap is 19,200 units. Counting the 1,000 planned units, the gap is 18,200 units.

In St. Louis, the large poor families number more than 16,700. Available housing units for them number only about 3,000. The gap is approximately 13,600. Less than 1,000 new units are planned, leaving a gap of more than 12,800 units.

In Richmond, the large poor families number more than 6,400. Available housing units for them number about 1,100. The gap is more than 5,300 units. Some 500 new units are planned, leaving a gap of about 4,800 units.

In Denver, the large poor families number more than 6,500. Available housing units for them number some 1,300. The gap is more than 5,200 units. With little more than 200 units planned, the gap is close to 5,000 units.

In San Francisco, the large poor families number 10,900. Available housing units for them number approximately 1,500. The gap is about 9,400 units.⁴ With almost 500 new units planned, the gap still is 8,900 units.

These gaps, spelled out in more detail in Table 3, columns 3, 4, 6, and 7, indicate that large poor families in the seven cities studied face serious difficulty in trying to find standard housing. Every effort was made to make conservative use of available data. But even if it could be shown that there were a 50 percent error made in estimating the shortage, the gap would remain sizeable and severe.

According to information provided by local and Federal authorities in the seven cities, the planning to meet this particular housing gap fell far short of the mark.

Inadequate housing has been cited as one of several major factors contributing to the current unrest in the central cities, especially among Negroes. This study did not deal with this alleged correlation nor attempt to isolate discriminatory patterns as they might especially affect large poor families. But the Census information did reveal that a very high percentage of the housing gap described in this report represents nonwhite households. This percentage is so dramatic that it was felt useful to present the information in Table 4. These data suggest that any comprehensive program designed to reduce the misery and despair in the ghetto certainly should consider the critical shortage of housing for the large poor Negro family.

The Human Side

The adverse effect of the housing gap for large poor families are much more clearly seen when expressed in numbers of people rather than in numbers of dwelling units. This is especially pertinent with respect to children. For example, the gap in dwelling units in the seven cities translates into inadequate housing for one-third of a million children.

To clarify this human aspect: If a married couple lacks an adequate unit, only two people are affected. If a large family requiring four

⁴Further evidence of the large poor family housing gap in the San Francisco area comes from a study by the Planning Department of the City of Oakland. Preliminary analysis of a housing survey (June, 1968) revealed: Oakland's inventory -- both private and public -- of low-rent units with three bedrooms totals 1,571, with a reported deficiency of 1,200 such units; the city's inventory of low-rent units with four bedrooms or more totals only 302, with a reported deficiency of 1,800 -- or a 600 percent discrepancy between supply and need. (City of Oakland "701" Study.)

Table 4. LARGE POOR FAMILIES PRESUMED TO REQUIRE SUBSIDIZED HOUSING,
TOTAL AND NONWHITE

City and Family Size	All Families	Nonwhite Families	
		Number	Percent
Washington			
5-6	13,190	10,802	81.9
7-8	5,044	4,606	91.3
9-10	1,775	1,670	94.1
11 or over	780	776	99.5
Philadelphia			
5-6	11,989	7,305	60.9
7-8	4,747	3,429	72.2
9-10	1,792	1,452	81.0
11 or over	634	528	83.3
New Orleans			
5-6	13,448	7,814	58.1
7-8	6,007	4,169	69.4
9-10	2,428	2,078	85.6
11 or over	890	793	89.1
St. Louis			
5-6	9,732	5,391	55.4
7-8	4,489	3,042	67.8
9-10	1,788	1,356	75.8
11 or over	720	569	79.0
Richmond			
5-6	4,071	2,979	73.2
7-8	1,653	1,363	82.5
9-10	587	505	86.0
11 or over	175	171	97.7
Denver			
5-6	4,016	633	15.8
7-8	1,776	338	19.0
9-10	587	121	20.6
11 or over	191	42	22.0
San Francisco			
5-6	7,282	3,092	42.5
7-8	2,509	1,352	53.9
9-10	601	381	63.4
11 or over	563	129	22.9

bedrooms lacks an adequate unit, eight people may be affected. The gap of a single dwelling unit affects four times as many people in the latter case.

It is difficult to quarrel with the observation that it becomes harder to cope with overcrowding and inadequate housing as the size of the family increases. For that reason, it was considered useful to compute the number of children affected in the seven cities studied. This is shown below, using data from the final section of Table 3, columns 3 and 6. In the category of families with five and six members, the average family size is 5.5. The number of children is assumed to be two less than the average, or 3.5 (although the number would be higher if only one parent were present in many instances). Our study shows that 49,148 five- and six-member families are without available and suitable housing they can afford. Thus, the affected children in this category would number more than 172,000, or more than 140,000 even if the additional planned housing were already built.

The following tabulation, carrying out the example just given in all family-size categories, reveals that in the seven cities studied, 395,000 youngsters in large families are faced with overcrowded housing. Using the projected rather than the actual gap (taking into account the housing units said to be planned), the affected children in these same cities, as pointed out earlier, would number more than one-third of a million.

ESTIMATED NUMBER OF CHILDREN ADVERSELY AFFECTED BY LARGE POOR FAMILY HOUSING SHORTAGE IN SEVEN CITIES

Family Size	Average Family Size	Average Number of Children ^a	Actual Gap		Projected Gap ^b	
			Housing Units	Affected Children	Housing Units	Affected Children
5-6	5.5	3.5	49,148	172,018	40,026	140,091
7-8	7.5	5.5	21,791	119,851	19,237	105,804
9-10	9.5	7.5	8,666	64,995	8,148	61,110
11 or over	12 ^c	10	3,829	38,290	3,751	37,510
<u>Total Children Affected:</u>				395,154		344,515

Notes: ^aAssumes presence of both parents or, in broken families, that one other adult (grandparent, aunt, uncle) is member of family.

^bProjection counts planned units as well as existing units as part of the available housing inventory.

^cSafe underestimate in the absence of data on specific size of these very large families.

Federal Policies Affecting Large Families

HOWEVER UNINTENTIONALLY, the large poor family unquestionably has been discriminated against by certain Federal housing policies. The point here is not to find fault but to understand the barriers and constrictions of the past as a basis for charting a new and improved course that will appeal to informed people of good will. The fundamental problem, of course, has been the unwillingness of the country -- as expressed by Congress and Federal Government housing administrators in imposing restrictions and by localities in their slowness to take action--to provide enough adequate housing for poor people, especially poor Negroes. With respect to specific difficulties facing large poor families, policies that tend to block the adequate provision of bedroom space can best be understood by looking at separate programs.

PUBLIC HOUSING

Local public housing officials cite the \$20,000 maximum allowable investment per dwelling unit -- figured as an average for each project -- which had been imposed by the Secretary of the Department of Housing and Urban Development as one of the major reasons they have failed to provide enough public housing units with more than two bedrooms.

Federal housing officials, in turn, claim that this administrative regulation, even though not imposed by Congress, expresses the intent of Congress to provide a certain number of public housing units within a specific budget figure.

In any event, the \$20,000 has been quite an inflexible ceiling. This investment maximum, it should be stressed, embraces all costs -- not only construction costs, but also land assembly, demolition, and administrative costs as well. If a project was designed to provide dwelling units big enough to serve large families, the ceiling did not increase.

The following tabulation shows the number of available public housing units of various bedroom categories in the seven cities studied, as compared with the numbers of families below the minimum income level for obtaining standard housing in the private market:

	<u>Dwelling Units</u>	<u>Families</u>
Three bedrooms		
Washington	2,362	13,190
Philadelphia	4,332	11,989
New Orleans	2,511	13,448
St. Louis	1,921	9,732
Richmond	784	4,071
Denver	748	4,016
San Francisco	1,174	7,282
Four bedrooms		
Washington	897	5,044
Philadelphia	948	4,747
New Orleans	1,020	6,007
St. Louis	475	4,489
Richmond	302	1,653
Denver	355	1,776
San Francisco	295	2,509
Five bedrooms		
Seven cities	892	9,558
Six bedrooms		
Seven cities	124	3,762

The data on both existing and planned public housing in this study include leased public housing units whenever such units have enough bedrooms to accommodate large families. Congress provided that local public housing authorities could lease existing housing from private owners for use by persons qualified for public housing. By May 1, 1968, the Department of Housing and Urban Development reported that in the entire country 16,959 units of leased housing were "under management" (in use), with another 36,500 units in various stages of negotiation to be brought into use. Leased housing as a new and growing program could be a potent source of future housing for large poor families--if public housing authorities would keep the need for adequate sleeping space in mind when choosing units for leasing.

PUBLICLY ASSISTED PRIVATE HOUSING

Housing for moderate income families financed with below-market interest rate mortgages -- the 221(d)(3) program -- is permitted by FHA regulations to entail unit costs of up to \$22,000. This would seem to pose no obstacle to the construction of dwelling units with three to six bedrooms. Before this assumption may be taken as fact, however, the record of 221(d)(3) housing constructed gives pause:

The three-bedroom units built under this program in the seven cities studied are as follows:

Washington -- 104
Philadelphia -- none
New Orleans -- none
St. Louis -- 439
Richmond -- none
Denver -- 166
San Francisco -- 39

The four-bedroom units built are as follows:

Washington -- 3
Philadelphia -- none
New Orleans -- none
St. Louis -- 139
Richmond -- none
Denver -- none
San Francisco -- none

The total of five- and six-bedroom units built under 221(d)(3) programs in all seven cities, as of late 1967:

none

A search for the reason behind this disappointing record of a program which, on the surface, seems well-suited for housing large poor families led to information that a figure much lower than \$22,000 has been serving as an effective limitation. The explanation appears to be found in connection with the Federal National Mortgage Association.

FNMA, commonly known as Fannie Mae, is the Federal agency which purchases the below-market interest rate mortgages used to finance 221(d)(3) housing. Fannie Mae has had a statutory limit of \$17,500 above which it may not purchase 3 percent interest mortgages. Consequently, this figure (not the \$22,000 limit mentioned above) has become the effective ceiling used by developers to determine the number of bedrooms that can be produced. These developers or "sponsors" of 221(d)(3) projects are nonprofit or limited dividend corporations, but that does not mean they can avoid economic considerations; on the contrary, they are bound to plan with care to avoid running into the red.

Fannie Mae's \$17,500 limitation is not completely inflexible. FNMA provides for an increase of \$2,500 (up to a total loan limitation of \$20,000) on its 3 percent mortgage purchases for dwelling units with four or more bedrooms. The mortgage purchase price may rise in this fashion only if added costs above the statutory limit will not be figured in the eventual rental charges. In effect, this means that these added costs must be absorbed by the local government through some form of tax abatement or other arrangement.

Even the higher mortgage loan of \$20,000 may put the builder who tries to supply four-bedroom units in a price squeeze. So FNMA's restrictions on mortgage purchases have served as a built-in barrier to meeting large-family needs under the 221(d)(3) program.

RENT SUPPLEMENT

The rent supplement program, devised to provide decent housing for low-income families, also has a rent ceiling provision that works against meeting the needs of large families. Regulations of the Federal Housing Administration establish these maximum rents. The maximums represent the combined total of what the tenant shall pay (25 percent of family income) plus the Federal subsidy. Rent ceilings vary from area to area, taking account of local differences in market conditions.

Developers of rent supplement housing naturally work out their construction plans on the basis of the maximum permissible rent. They first compute the maximum investment on which this allowable rent would represent a fair yield. The more bedrooms a builder adds, the more difficult it becomes for him to stay within the amount of investment justified by the rent limit. The firm rent ceiling, in short, tells the builder how much dwelling space he can produce. A tally of the number of existing and planned rent supplement units in the seven cities studied (as verified by the Federal Housing Administration offices in each locality in February, 1968) clearly bears out that the program as then constituted was not encouraging the development of dwelling units big enough to accommodate large families:

Rent Supplement Units for Large Families

Existing Supply

three-bedroom units	58 (New Orleans)
	13 (Philadelphia)
four-bedroom units	<u>2 (Philadelphia)</u>
	73 Seven-City Total

Planned Additional Supply (All Seven Cities)

three-bedroom units	120
four-bedroom units	49
five-bedroom units	20
six-bedroom units	<u>20</u>
	209 Total

MAXIMUM ADMISSION LIMITS

The restrictions already described severely limit the construction under government programs of housing suitable for large poor families. Another restriction -- the maximum income admission limit -- impairs the ability of poor families, large and small, to take advantage of housing which does exist.

Maximum income admission limits apply to both traditional and leased public housing, and to rent supplement housing. Table 5 shows the discrepancies between admission ceilings in effect in early 1968 in the seven cities studied and minimum income requirements for obtaining standard housing in the same cities. Such unrealistic ceilings put a group of people in limbo -- those too poor to afford decent private housing but not poor enough to get into publicly provided housing. The time-worn argument that low ceilings keep public programs from making unfair inroads into the private sector hardly appears relevant at a time when neither government nor private efforts to house low-income Americans are adequate.⁵ If, after income ceilings were raised to a realistic level, the private sector then found a way of providing a meaningful supply of standard housing at lower cost, it would be a simple matter to readjust the income eligibility limits downward.

Such a policy would not conflict with our view that the poorest of the poor should have first priority in public and publicly assisted housing so long as it is in short supply. But promptly raising admission limits, however, would give the Nation and each city a truer picture of the extent of need for subsidized housing. By revealing the present shortages more precisely, the corrected income limits should help to create the rationale for overcoming these shortages.

⁵Time-worn or not, the Nation's housing law includes a formula requiring a 20 percent difference between the income level served by public housing and the income level for which standard housing is available from the private sector.

Table 5. RECOMMENDED CHANGES IN MAXIMUM INCOME ADMISSION LIMITS
FOR PUBLIC HOUSING AND RENT SUPPLEMENT HOUSING

City and Family Size	No. Bed-rooms	Maximum Income Admission Limits	Gap Between Income Limit and Income Needed for Private Housing	Recommended Income Admission Limits
Washington				
5-6	3	\$4,300	\$1,820	\$6,120
7-8	4	4,500	1,820	6,320
9-10	5	4,500	2,232	6,732
11 or over	6	4,500	2,572	7,072
Philadelphia				
5-6	3	4,000		4,000
7-8	4	4,200		4,200
9-10	5	4,200	492	4,692
11 or over	6	4,200	900	5,100
New Orleans				
5-6	3	3,300	2,128	5,428
7-8	4	3,300	3,556	6,856
9-10	5	3,300	4,656	7,956
11 or over	6	3,300	5,428	8,728
St. Louis				
5-6	3	4,900		4,900
7-8	4	4,900	444	5,344
9-10	5	4,900	1,968	6,868
11 or over	6	4,900	3,056	7,956
Richmond				
5-6	3	3,700	1,236	4,936
7-8	4	3,700	2,748	6,448
9-10	5	3,700	3,440	7,140
11 or over	6	3,700	4,144	7,844
Denver				
5-6	3	4,000	488	4,488
7-8	4	4,000	1,712	5,712
9-10	5	4,000	2,120	6,120
11 or over	6	4,000	2,936	6,936
San Francisco				
5-6	3	4,500	1,212	5,712
7-8	4	4,500	2,232	6,732
9-10	5	4,500	2,844	7,344
11 or over	6	4,500	3,524	8,024

Suggestions for Meeting Large Poor Family Housing Needs

A NATIONAL PROGRAM should be immediately devised and quickly launched to close the housing gap for America's large poor families. The nationwide program should supply enough public and publicly assisted dwelling units for those large poor families who cannot afford housing of an acceptable standard in the private market.

As a prerequisite there must be a vastly increased housing construction program both in terms of additional publicly assisted housing units and an increase in the total construction of all housing. It is therefore essential that the goals of the 1968 Housing Act toward this end be accomplished.

Next, laws and regulations which tend to prevent large poor families from reaping the intended benefits of government-supported housing programs should be rewritten or modified. A number of these are administrative in nature and would require no new legislation.

Following are the recommendations which suggested themselves in the course of this study as most worthy of prompt consideration for dealing with one important facet -- the large poor family gap -- of today's housing problem in America's major cities:

Architectural innovation. Imagination and innovation in providing bedroom space for large families should be encouraged. At present, small bedroom sizes make it imperative to describe standard housing in terms of two children of the same sex to one bedroom. This is an artificial limitation. Innovative design might include, as one alternative, dormitory-type bedrooms for three to six children. Very small bunk-bed niches are another alternative. Some public authorities have experimented with linking adjacent small dwelling units to make single large-family units. Architects should be spurred to find the best solutions.

In public housing. The administrative regulation which has set the maximum allowable investment per average dwelling unit per project at a fixed \$20,000 figure should be changed. Needed is a formula with a sliding upward scale as the provision of adequate bedroom space for large families is increased. Local housing authorities, instead of being faced with more financial hardship as they attempt to meet large family requirements, should be given incentives for facing up to one of their urgent issues. Dollar incentives similar to those now given to local housing authorities for providing housing for the elderly also should be considered for encouraging housing for large families.

In nonprofit housing. The legislative provisions which permit Fannie Mae to insure below-market interest rate mortgages -- under the 221 (d)(3) programs -- only up to \$17,500 should be changed to conform to the FHA regulations which would allow unit costs up to \$22,000. To be effective, however, this relaxation of the limit should be tied specifically to a requirement that the higher amount be reflected in the provision by the builder or sponsor of dwelling units with three, four, five, and six bedrooms (reflecting local need).

Maximum income limits. To make public housing and rent supplement programs more effective, maximum income ceilings should be raised as urged in an earlier section of this report. The Housing Act has been amended to permit tenants to stay in public housing -- at higher rentals -- when their earnings otherwise would make them ineligible to remain, if the local housing authority finds that these tenants cannot afford available private housing. This is evidence of the growing awareness of the pinch felt by persons earning too much to qualify for subsidized housing but earning too little to obtain decent private housing. The law referred to eases this pinch for families fortunate enough to have been in public housing -- if the local housing authority exercises its discretionary power in this matter. But the law makes no provision for assisting families with identical needs who are barred from getting into public or rent supplement housing in the first place. This is why the maximum income limits need to be raised.

Since the amount of new housing that can be provided quickly for large poor families may be restricted in certain areas by high construction costs, various other programs and combinations of programs involving existing housing should be part of the solution. Leased public housing, as pointed out earlier, has a potential that should be used. Rehabilitation programs offer other possibilities, and policy should be to approve only those rehabilitation projects which include a reasonable proportion of dwelling units for large families. The new 1 percent interest rate program for homeownership coupled with the existing programs giving tenants the option ultimately to purchase their residence (Section 23) offers further opportunities for bringing units with adequate bedroom space into the financial reach of large poor families.

No one asserted during our investigations that any large urban area is satisfactorily meeting the housing needs of its large poor families. The weight of evidence in the seven cities, pointing without exception to acute shortages, is compelling. Testimony in the Commission's extensive public hearings on housing needs indicated that the conditions found in the seven cities are widespread throughout the Nation. Prompt, decisive, and concerted action at all levels of government is needed to bridge the large poor family housing gap.

SCOPE OF COMMISSION RESEARCH ¹

Zoning and Land Use

- Problems of Land Assembly
- Regionalism in Land Use Controls
- Land Value Trends
- New Techniques in Land Use and Development Controls
- Zoning in the Suburbs
- Zoning in the Central City
- Zoning Case Studies

Building Codes, Housing Costs, and Technology

- Impact of Local Building Codes, Regulations and Practices on Housing Costs
- Structure of Building Codes
- Building Code Administration
- Analysis of the Building Industry
- Urban Technology
- Development Standards and Urban Design
- Development Standards and the Development Process
- Labor Practices and Housing
- Housing Costs

Housing Programs

- Housing Needs
- Programs for Expanding Low- and Moderate-Income Housing
- Evaluation of Social Objectives of Low-Income Housing Programs
- Evaluation of Types of Home Ownership
- Financing
- Community Development and Renewal
- Processing Time and Procedures for Housing Programs
- Housing Construction Goals: Implications

Housing Codes

- Goals and Administration
- Legal Remedies for Housing Code Violations
- State of Housing Code Enforcement
- Code Enforcement: Costs and Effects
- Housing Code Standards

Taxation and Government Finance

- Impact of the Property Tax
- Federal Taxes and Housing
- Governmental Structure in Metropolitan Areas
- Financing of Urban Government
- Land Taxation

Housing and Social Problems

- Housing and the Large Poor Family
- Creative Neighborhoods
- Racial and Economic Integration: Factors and Problems

Statistical Studies

- Demographic Developments and Prospects
- Canvass of 3,000 Local Governments on Substance and Administration of Zoning, Planning and Building Regulations (Codes and Standards)
- State Study of Land Values, Improvements, and Assessments
- Land Use Patterns in Major Cities
- Housing Conditions in Poverty Areas of Major Metropolitan Areas

¹Listing does not imply all research performed will lend itself to publication.

14
04/23

NATIONAL COMMISSION ON URBAN PROBLEMS

ROOM 640, 806 15TH ST. N. W., WASHINGTON, D. C. 20005
PHONE: 382-8226

July 17, 1968

The President

I am happy to send you the Commission's report on "The Challenge of America's Metropolitan Population Outlook."

The major findings are underscored in our Foreword, in the charts and tables prepared by our staff on pages 52, 54, 56 and 58, and in the authors' summary chapter beginning on page 51.

We hope these projections of recent and current trends will be useful to others, as they have been to our Commission, in shaping decisions about the future.

With all best wishes.

Faithfully,

Paul H. Douglas
Paul H. Douglas
Chairman

RECEIVED
AUG 5 1968
CENTRAL FILES

WHITE HOUSE
MAIL ROOM

1968 JUL 20 AM 9 05

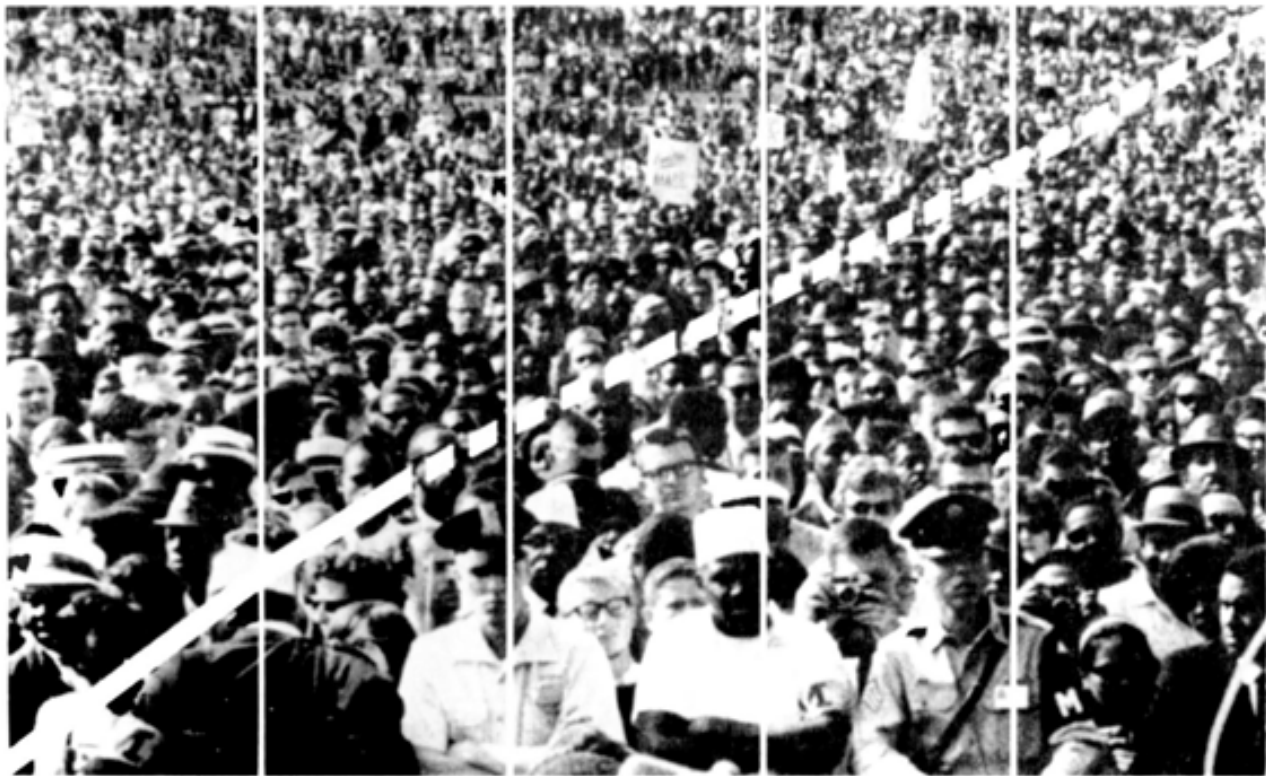
(fold here)

Date 7/29/64

Referred to:

Mr. Calipano

By: Mr. Hopkins' Office



1960

'65

'70

'75

'80

'85

The Challenge of America's Metropolitan Population Outlook-1960 to 1985

*Prepared for the Consideration of
THE NATIONAL COMMISSION ON URBAN PROBLEMS*

Research Report No. 3
REPORTS TO THE COMMISSION
DO NOT NECESSARILY
REFLECT THE VIEWS
OF THE COMMISSION

COMMISSION MEMBERS

PAUL H. DOUGLAS, Chairman
Washington, D.C.

DAVID L. BAKER
Garden Grove, California

HUGO BLACK, JR.
Miami, Florida

LEWIS DAVIS
New York, New York

JOHN DeGROVE
Boca Raton, Florida

ANTHONY DOWNS
Chicago, Illinois

EZRA EHRENKRANTZ
San Francisco, California

ALEX FEINBERG
Camden, New Jersey

JEH V. JOHNSON
Poughkeepsie, New York

JOHN LYONS
St. Louis, Missouri

RICHARD W. O'NEILL
New York, New York

RICHARD RAVITCH
New York, New York

CARL E. SANDERS
Atlanta, Georgia

MRS. CHLOETHIEL WOODARD SMITH
Washington, D.C.

TOM J. VANDERGRIF
Arlington, Texas

COLEMAN WOODBURY
Madison, Wisconsin

About the Commission

The National Commission on Urban Problems was appointed on January 12, 1967, by President Lyndon B. Johnson.

Earlier, the President had called for the creation of a commission to generate "ideas and instruments for a revolutionary improvement in the quality of the American city." Congress appropriated funds to carry out that purpose.

Specific assignments to the Commission from the President and Congress include the study of building codes and technology, zoning and land use, Federal and local taxes affecting housing and urban growth, housing codes, development standards, and ways to increase the supply of decent housing for low-income families. The Commission was asked to pursue these matters in the context of making cities more liveable.

The Commission held public hearings throughout the country during six months of 1967. It visited problem areas in scores of cities. A comprehensive research program was initiated (see inside back cover).

Final recommendations will be made to the President, to Congress, and to the Secretary of Housing and Urban Development before the end of 1968.

Commission Staff

Executive Director--Howard E. Shuman. Associate Director--Allen D. Manvel.

Assistant Directors--Frank T. DeStefano, Arthur S. Goldman, Richard K. Guenther, Stanley D. Heckman, Jack Noble, David M. Pellish, Walter Rybeck, Walter Smart, Oscar Sutermeister. Special Consultant--William G. Colman. Administrative Officer--Mrs. Jane Carey Enger.

Staff Assistants--Mrs. Rose Marie Allen, David Engel, Miss Catherine Hartigan, Willie Howell, Mrs. Ellen Kelly, Miss Hope Marindin, Mrs. Marion Massen, Mrs. Louise Pompeo, Miss Jane Powers, Mrs. Mimi Ross, Miss Betty J. Sinclair, Mrs. Nancy Stewart, Miss Sone A. Takahara, Mrs. Jo Ann Williams, Miss Jane Zinsmeister.

The Challenge of America's Metropolitan Population Outlook-1960 to 1985

*By PATRICIA LEAVEY HODGE and PHILIP M. HAUSER
Prepared for the Consideration of
THE NATIONAL COMMISSION ON URBAN PROBLEMS*

*Research Report No. 3
Washington, D.C. 1968*

Letter of Transmittal

The Honorable Paul H. Douglas
Chairman
THE NATIONAL COMMISSION ON URBAN PROBLEMS
Washington, D.C.

Dear Mr. Chairman:

We are forwarding to you and the Commission this report entitled "The Challenge of America's Metropolitan Population Outlook--1960 to 1985." It is the third in a series of background studies on key issues and problems which the President and the Congress have asked this Commission to examine. The findings or conclusions expressed in this and other reports are those of the authors and do not necessarily represent those of the Commission or of its individual members.

The population projections in this study relate in varying degrees to the specific matters assigned to the Commission--housing inventory for low-income families, land-use regulations, building and housing standards and codes, and Federal and local tax policies affecting housing and urban development.

The authors of this study are Patricia Leavey Hodge, Research Associate of the Population Research Center of the University of Chicago, and Philip M. Hauser, Director of the Center and Director of the affiliated Chicago Community Inventory, and Professor of sociology at the University.

Mrs. Hodge and Dr. Hauser had the technical assistance and advice of Richard Irwin, Meyer Zitter and Signe Wetrogan of the Population Division of the U.S. Bureau of the Census, but the responsibility for the projections is that of the authors and not of the Bureau of the Census. The authors also wish to acknowledge the clerical assistance of Charles Bennett. Some of the statistics for 1950 and 1960 are taken from work done for the authors' forthcoming 1960 Census monograph on Metropolitan Communities in the United States, sponsored by the Social Science Research Council and the U.S. Bureau of the Census. Financial support for preparing that material was provided by the Social Science Research Council.

This study was prepared under guidelines which were developed by the authors in consultation with Allen D. Manvel, Associate Director of the Commission.

Sincerely,
HOWARD E. SHUMAN
Executive Director

FOREWORD

This study by two outstandingly qualified demographers, Patricia Leavey Hodge and Philip M. Hauser, provides part of the factual foundation on which the Commission will make recommendations. Careful research techniques assure that the projections merit confidence. As the authors stress, projections are not predictions: they have drawn the most reasonable picture they could of what the future holds in light of past and present developments.*

The indicated trends of population growth and change pose many challenges:

** Metropolitan areas will grow from 113 million people in 1960 to 178 million by 1985. The portion of Americans living in such areas will jump from 63 to 71 percent. This sheer growth--and what it will require in housing, schools and city services, for example--should concern public officials at all levels of government.

** The further stratification of cities into racial divisions raises the most compelling questions for a democracy. Between 1960 and 1985, central cities will lose 2.4 million, or 5 percent, of their whites, but suburbs will gain 53.9 million whites, a 104 percent increase. Central cities meanwhile will gain 10 million nonwhites--a 94 percent increase. Suburbs too will get a numerical increase of nonwhites--from 2.8 to 6.8 million--but these will still be all but lost in a sea of whites, with the nonwhite suburban population only increasing from 5 to 6 percent of the total.

** America's changing age structure will see a marked expansion of the young labor force. While total population will grow by 41 percent, the persons age 15-to-44 will increase 57 percent. In metropolitan areas, the growth of these young workers will be even more dramatic--an increase of 67 percent for whites and of 129 percent for nonwhites. To assure that these people might afford decent housing and enjoy a good life by 1985 calls for expert training of today's youngsters and a strategy for vast expansion of job opportunities.

Population growth in itself is an opportunity as well as a challenge. A society that looks ahead can accommodate to growth. The most alarming prospect underscored in this study is not population expansion; it is the prospect that--again, in light of observable trends--our people may be increasingly segregated. This should be read not as prophecy but as warning. It tells the direction in which the Nation is now headed.

Our Commission is grateful to the authors of this scholarly contribution. I am confident they would share our hope that the American people will have the determination and wisdom to prevent some of their unhappier projections from coming to pass.

June, 1968
Washington, D.C.

PAUL H. DOUGLAS, Chairman

*Highlights appear in summary table on page 58.

CONTENTS

Commission Members	inside front cover
Letter of Transmittal	ii
Foreword	iii
INTRODUCTION	1
I. METROPOLITAN AREA PROSPECT FOR THE UNITED STATES--1960 TO 1985.....	5
Recent and Current Population	6
Projections to 1985	7
II. SATURATED CENTRAL CITIES--EXPANDING SUBURBAN RINGS	13
Central City and Ring--1960	13
Projections to 1985	13
Densities--1960 and 1985	17
III. CHANGING COLOR COMPOSITION	19
Color Composition in 1960	19
Projections for the Nation and Metropolis by Region	21
The Central City and the Ring	25
IV. CHANGING AGE STRUCTURE--RISE IN YOUNG WORKERS AND ELDERLY	33
Age Projections for the Nation and Metropolis by Region	33
Age Analysis--Central City and Ring	43
V. SUMMARY: URBAN PROBLEMS MAGNIFIED	51
More People in Metropolis	51
Further Separation by Color	51
Boom in Young Labor Force	55
Projections, Not Predictions	57
APPENDIX	59
A--Basic Data Tables	59
B--Additional Analytical Tables	65
C--Logical Components of Metropolitan Population Change	72
D--Glossary	74
E--Methodology	80
U.S. Census Assumptions for Total Population Projections	80
State Projections	82
Metropolitan Area Projections	82
Central City and SMSA Ring Projections	85
Scope of Commission Research	inside back cover

Cover photo, by permission of EVENING STAR newspaper, Washington, D.C.

TABLES AND CHARTS

Chapter I

1	Metropolitan and Nonmetropolitan Population by Region: 1950 and 1960	6
2	Regional Distribution of Number and Average Size of Metropolitan Areas: 1960	7
3	Metropolitan and Nonmetropolitan Population by Region: 1950 and 1960 Using 1967 Defined Boundaries of SMSA's	8
4	Metropolitan and Nonmetropolitan Population by Region: 1960 and Projected 1985	9
5	Average Annual Change, Percent Change and Equivalent Annual Growth Rates for Metropolitan Area Population of Regions: 1950-1960, 1960-1965, 1960-1985, and 1965-1985	11
6	Regional Percentage Distribution of Population by Metropolitan Status: 1960 and Projected 1985	12

Chapter II

1	Population Growth in and outside SMSA's, for the United States, by Region: 1950-1960	14
2	Projected Growth in and outside Metropolitan Areas, for the United States by Region: 1960-1985	16
3	Central City Density 1950, 1960, 1960 Adjusted for Annexation, and Implied Density for 1985 by Region	17
4	Percent Change in Persons Per Square Mile in Central Cities by Region, 1950-1960, 1950-1960 Adjusted for Annexation, and Implied Change 1960-1985	18

Chapter III

1	White-Nonwhite Population by Region: 1960 and Projected 1985	19
2	Percent of Population in Metropolitan Areas, by Color, for United States and Regions: 1960 and Projected 1985	20
3	White-Nonwhite Metropolitan Population by Region: 1960 and Projected 1985	22
4	White-Nonwhite Nonmetropolitan Population by Region: 1960 and Projected 1985	23
5	Projected Growth 1960 to 1985 Within Component Parts of Metropolitan Areas by Color by Region	26
6	Percentage of Population of Region Residing in SMSA's and Residing in Central Cities by Color, 1960 and Projected 1985	28
7	Color Composition of Metropolitan Areas, Central Cities and SMSA Rings by Region, 1960 and Projected 1985	31

Chapter IV

1	Projected Percent Change in Population 1960-1985 by Broad Age Groups for Total United States and Regions by Metropolitan Status	34
2	Projected Percent Change in Population 1960-1985 by Broad Age Groups by Color for Total United States and Regions	36
3	Projected Percent Change in Population 1960-1985 for Metropolitan Population, by Color by Broad Age Groups for Total United States and Regions	38
4	Total Dependency Ratios of Regions by Color and Metropolitan Status, 1960 and Projected 1985	39

Chapter IV (continued)

5	Youth Dependency Ratios of Regions by Color and Metropolitan Status, 1960 and Projected 1985	40
6	Projected Percent Change in Population by Broad Age Groups of Regions by Color from 1960 to 1985 for Component Parts of Metropolitan Areas	42
7	Total Dependency Ratios for Component Parts of Metropolitan Areas of Regions by Color: 1960 and Projected 1985	44
8	Youth Dependency Ratios for Component Parts of Metropolitan Areas of Regions by Color: 1960 and Projected 1985	45
9	Percent of Population Nonwhite, by Age: 1960 and Projected 1985 of Regions for Component Parts of Metropolitan Areas	49

Chapter V

	Where Americans Will Be Living in 1985	52
	Prospect of Further Racial Separation	54
	Changes in Age Patterns of American Population	56
	Summary Table	58

Appendix Tables

A-1	Projected Resident Population of Regions by Color and Metropolitan-Nonmetropolitan Residence Status: 1985	59
2	Projected Resident Metropolitan Population of Regions by Color by Central City and SMSA Ring Residence Status: 1985	59
3	Projected Age Distribution of the Population of Regions by Color and Metropolitan-Nonmetropolitan Status: 1985	60
4	Projected Age Distribution of the Metropolitan Population of Regions by Color by Central City and SMSA Ring Residence Status: 1985	61
5	Resident Population of Regions by Color and Metropolitan-Nonmetropolitan Residence Status: 1960	62
6	Resident Metropolitan Population of Region by Color by Central City and SMSA Ring Residence Status: 1960	62
7	Age Distribution of the Population of Regions by Color and Metropolitan and Nonmetropolitan Status: 1960	63
8	Age Distribution of the Metropolitan Population of Regions by Color by Central City and SMSA Ring Residence Status: 1960	64
B-1	Metropolitan and Nonmetropolitan Population by Region: 1960 and Projected 1985	65
2	Percent of Regional Population in Metropolitan Areas, Using Two Definitions of Metropolitan Area Boundaries	65
3	Projected Change in Population from 1960 to 1985 by Broad Age Groups of Regions by Color and Metropolitan Residence	66
4	Projected Changes in Population from 1960 to 1985 by Broad Age Groups of Regions by Color for Component Parts of Metropolitan Areas	68
5	Age Distribution for Component Parts of Metropolitan Areas by Region and by Color: 1960 and Projected 1985	70
C-1	Logical Components of Change in Metropolitan Population, April 1, 1960 to July 1, 1965	73
E-1	Estimated Life Expectancy at Birth 1940 to 1965, and Projected Values to 2000, for the Total Population by Sex	81

Introduction

THE UNITED STATES IS UNDOUBTEDLY the world's most dramatic example of four developments which have profoundly affected man and society. These developments are: the population explosion, the population implosion, population diversification and the accelerated tempo of technological and social change. Each of these developments is embodied in the metropolitan agglomerations of population which characterize American society; and an understanding of them helps to illuminate "the urban crisis" with which this nation is confronted.

The population explosion refers to the remarkable acceleration in the rate of population growth, especially during the past three centuries, both of the world as a whole and of the United States. When our first national census was taken in 1790 this was a nation of fewer than 4 million persons. In contrast our 18th Decennial Census, in 1960, reported a population of 179.3 million.¹ In 1968 the population of the United States exceeds 200 million. Moreover, even with recent fertility declines, it is almost certain that we shall reach the 300 million mark by the end of this century--a scant 32 years hence.

The population implosion refers to the increasing concentration of peoples on relatively small proportions both of the world's and America's land surface--a phenomenon better known as urbanization or metropolitanization. In 1790, 95 percent of the population of this nation lived in rural places--on farms or in places having fewer than 2,500 inhabitants. Only 5 percent of the population resided in urban places (places of 2,500 or more).² There were only 24 such places in the country and only two of them, New York and Philadelphia, had populations exceeding 25,000.

By 1960, 70 percent of the population were inhabitants of urban places and 63 percent of Standard Metropolitan Statistical Areas, SMSA's-- in general, places of 50,000 or more and the counties in which they are located.³

The United States did not become an urban nation, in the sense that more than half of our people lived in urban places, until as recently as 1920. The census of that year reported that 51 percent of the American people had become urban residents. The rapidity of the transformation of the United States from an agrarian society to an urban order is highlighted by the fact that it will not be until after the next census is taken in 1970 that this nation will have completed her first half century as an urban nation.

Population diversification refers to the increasing heterogeneity of

¹The land area of the United States was four times greater in 1960 than in 1790, and the average population density had grown from 4.5 to 51 persons per square mile.

²See Appendix D for more precise definitions.

³Ibid.

peoples occupying not only the same geographic area but, also, the same life space. Crowded into our urban and metropolitan areas are peoples diverse by culture, by language, by religion, by ethnicity and by race.

Although the early European settlers in the United States were predominantly from the United Kingdom, African Negroes were brought in during the 17th century and made up about one-fifth of the total population between 1790 and 1810. Between 1820 and 1966 some 44 million immigrants predominantly of European stock entered this nation. Even as recently as 1900, of the total population little more than one-half were native-white of native parentage. Foreign white stock, first and second generation immigrants, made up about one-third of the population and the remaining 12 percent were non-white. By 1960, native-whites of native parentage made up 70 percent of the total. Foreign white stock still constituted almost one-fifth of the population and nonwhites the remaining 11 percent.

Finally, the accelerating tempo of technological and social change requires no elaboration. Certainly, this nation is history's example, par excellence, of both.

The four developments considered are interrelated and are manifest in metropolitanism as a way of life. The population explosion fed the population implosion. Both fed population diversification. All three were both antecedents and consequences of technological and social change.

Man, as the only culture building animal on the face of the globe, has, in effect, created the urban and metropolitan order and he is still trying to learn to live in it. The urban crisis in the United States, including physical, personal, social, intergroup and governmental problems, may be better comprehended as frictions in the transition still under way from an agrarian society to a metropolitan order.

By reason of these considerations it is important to try to anticipate further urban and metropolitan development. Accordingly, population projections have been made to the year 1985 to indicate what the future may hold for the United States in the distribution of population in metropolitan and nonmetropolitan areas. Moreover, to permit a better pinpointing of future problems, the projections include estimates of population distribution within SMSA's, by central city and by "ring"⁴ and within these areas by age and color.

Fortunately, the population projections previously made by the U.S. Bureau of the Census provided a framework within which these calcula-

⁴ibid.

tions could be made. The Census projections included data for the United States by color and age, and for the states by broad age groups. The procedure followed, in general, was to use the available Census estimates and to make projections:⁵

- 1--for SMSA's by region
- 2--for SMSA aggregate populations for each region by central city and ring
- 3--by age and color for each geographic area outlined above

It is to be observed that projections were restricted to metropolitan and nonmetropolitan population and their components and were not made for urban places. Two chief reasons seemed to justify this course. First, "urban" is much more difficult to delineate than is "metropolitan." The latter is by definition made up of whole counties whereas the former includes both incorporated and unincorporated population agglomerations of 2,500 or more persons. Second, the metropolitan population in size, proportion, and structure has become, without question, a more meaningful category of the population than that specified by "urban." Admittedly, it would be well to have projections of urban in addition to metropolitan population but these considerations, together with practical limitations of time and funds, dictated the course pursued.

The Census Bureau has presented its projections in four series ranging from "A" through "D", and varying primarily with the assumptions about the future level of fertility. The "A" series assume the highest birth rates, the "D" series the lowest.⁶

The birth rate of the United States has been declining since 1957. Although this decline does not necessarily herald a decrease in the number of children born in "completed fertility," that is, in the number of children that will be born during the entire reproductive life of couples still in the childbearing period, the decline will affect the size of the total population between now and 1985--the target date of the projections. In consequence, it seems likely that the "best" of the Census projections to 1985 is more likely to be the "C" series than the "B" series which hitherto has been the most widely used. Because the Census projections for the states were made only for the "B" and "D" series and since the Census state projections provide the framework for the projections by region, the projections used in this report as the "best" estimates for 1985 were calculated by averaging the "B" and "D" projections. (See Appendix E for justification of the use of Series "C".)

Can the projections which are presented in the materials which follow be considered reliable estimates of what the future will bring? The only correct answer to this question is that nobody really knows. The

⁵The details of the procedures followed are contained in Appendix E.

⁶The details of the assumptions involved are reported in Appendix E.

data presented are "projections" rather than "predictions." They indicate what the course of events will be if the assumptions used will prove to be accurate. But nobody knows, at this point, whether the assumptions are valid. The major reason for the uncertainty is to be found in the unpredictability of future fertility levels. In a society such as ours in which fertility control is almost universal, the birth rate can be lowered or raised in accordance with changing social, economic or political conditions. That is, the American people vary the level of their child bearing in accordance with their judgment about whether conditions are favorable or unfavorable; and it is not yet possible to predict the course of social, economic and political events and the reaction of the people to these events.

If the projections cannot be taken as predictions, are they of any value? The answer is definitely "yes." For the projections, based on the best judgments that can be made with available information, are far superior to the alternative--which is total ignorance. Moreover, it is possible to indicate a possible range of error based on the alternative assumptions. Thus, for example, the projections presented give a total national population of 252 million, and a metropolitan population of 178 million in 1985. The total population figure, with the assumptions used, may range from a low of 241 million to a high of 264 million and the "best" estimate, that used, is the average of these figures. Similarly, the metropolitan population in 1985 may range from a low of 171 million to a high of 186 million. Within the limitations of the assumptions used, then, it may be said the total population estimate may vary by plus or minus 4.5 percent; and that for the metropolitan population by plus or minus 4.2 percent.

Although no precise quantification of differential errors can be made, probable variations in reliability can be specified because of known varying degrees of uncertainty about the assumptions employed. For example, by reason of the relatively great uncertainties about internal migration, it is likely that the projections for the nation, as a whole, are subject to lesser error than the estimates for regions. Similarly, for a number of reasons the estimates for SMSA's are probably subject to lesser error than those for their components, the central cities and rings; and those for total population subject to lesser error than those for white and nonwhite elements. Moreover, the estimates for the total population over 17 years of age in 1985, a population already born, are subject to lesser error than those under 17 years in 1985, because that population is yet to be born.

All in all, the projections presented below may be highly useful for policy formulation and for program administration in indicating the likely course of events, short, of course, of the catastrophe that could be produced by thermonuclear war, revolution, acute depression, or similar drastic events. Certainly the figures indicate the magnitude of the possible changes that the nation will experience and point to the nature of the many problems which continuing urbanization and metropolitanization will bring in their wake.

I. Metropolitan Area Prospect for the United States--1960 to 1985

RECENT AND CURRENT POPULATION

IN 1960, THE POPULATION of the United States numbered 179.3 million. Of this number 112.9 million persons resided in Standard Metropolitan Statistical Areas⁷ (SMSA) and the remaining 66.4 million in non-metropolitan territory. Thus, slightly less than two-thirds of the American people (63 percent) had become concentrated in metropolitan areas. The rapidity with which this nation has become metropolitanized is indicated by the fact that metropolitan areas between 1900 and 1960 absorbed 78 percent⁸ of the total population growth of the United States. In the decade from 1950 to 1960, while the population of the country increased by 18 percent, metropolitan residence increased by 26 percent, whereas nonmetropolitan residence increased by only 7.1 percent. (See Table I-1.)

There was considerable variation among the major regions of the nation in the concentration of the population in SMSA's. In the Northeast, the oldest industrialized part of the nation, almost four-fifths (79 percent) of the population resided in metropolitan areas. In the West, the most rapidly growing region, 72 percent resided in SMSA's. In the North Central region, containing the heartland of America's agriculture, exactly three-fifths (60 percent) of the people lived in SMSA's. Finally, in the South, the least industrialized part of the nation, less than half of the population was metropolitan (48 percent).

Although the South was the least metropolitanized region, the proportion of the population in SMSA's there increased the most rapidly between 1950 and 1960--by 7 percent. The West, which, among the regions, experienced the most rapid growth rates--both in metropolitan and nonmetropolitan population--ranked second in increased proportion of metropolitan population--the proportion increasing by 4.7 percent. The proportion of the metropolitan population in the North Central region increased by 3.6 percent during the decade, while the proportion of metropolitan population in the Northeast actually diminished by 0.1 percent.

There were also important variations among the regions in the extent to which the metropolitan population was concentrated in a relatively small number of very large SMSA's or dispersed in a relatively large number of moderate or small SMSA's. Thus, in the Northeast, for one extreme, 69 percent of the metropolitan population was concentrated in 7 metropolitan areas of 1 million or more. In the South, at the other extreme, only 27 percent resided in the five SMSA's of 1 million or more.

⁷See Appendix D for definition.

⁸This is using 1960-defined SMSA's at both 1900 and 1960.

Table I-1 METROPOLITAN^{a/} AND NONMETROPOLITAN POPULATION BY REGION:
1950 AND 1960

Region and Metropolitan Status	Population		Change 1950-1960		Percent of Region		
	1950	1960	Amount	Percent	1950	1960	Change 1950-1960
United States.....	151,326	179,323	27,997	18.5	100.0	100.0	
Metropolitan.....	89,317	112,884	23,567	26.4	59.0	63.0	+4.0
Nonmetropolitan..	62,009	66,439	4,430	7.1	41.0	37.0	-4.0
Northeast.....	39,478	44,678	5,200	13.2	100.0	100.0	
Metropolitan.....	31,267	35,350	4,083	13.1	79.2	79.1	-0.1
Nonmetropolitan..	8,211	9,328	1,117	13.6	20.8	20.9	+0.1
North Central.....	44,461	51,619	7,158	16.1	100.0	100.0	
Metropolitan.....	25,075	30,963	5,888	23.5	56.4	60.0	+3.6
Nonmetropolitan..	19,386	20,656	1,270	6.6	43.6	40.0	-3.6
South.....	47,197	54,973	7,776	16.5	100.0	100.0	
Metropolitan.....	19,418	26,436	7,018	36.1	41.1	48.1	+7.0
Nonmetropolitan..	27,779	28,537	758	2.7	58.9	51.9	-7.0
West.....	20,190	28,053	7,863	38.9	100.0	100.0	
Metropolitan.....	13,557	20,135	6,578	48.5	67.1	71.8	+4.7
Nonmetropolitan..	6,633	7,918	1,285	19.4	32.9	28.2	-4.7

^{a/} 1960 boundaries of SMSA's used.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Vol. I, Characteristics of the Population, Part 1, U.S. Summary, Table Q; and Ibid, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1.

In the North Central region 60 percent of the SMSA population lived in the eight SMSA's of 1 million or more; and in the West 58 percent of the SMSA population lived in four SMSA's of 1 million or more.

In the Northeast the average metropolitan areas contained 752,128 inhabitants, in the South only 343,325 persons. In the North Central the average SMSA contained 524,797 inhabitants and in the West 694,310 (See Table I-2.)

The Federal Government through the United States Bureau of the Budget redefined SMSA's as of January, 1967, increasing the number of SMSA's from 212 to 228 in 1967, and redefined the boundaries of many of them. To present as updated a picture as possible of the metropolitan prospect, the population projections to 1985 which are presented below are based on the 1967 definition of SMSA's.⁹ To provide a comparable 1960

⁹ Except for New England, in which State Economic Areas are used for the 1967 boundaries--see Appendix E for further explanation.

base for the projections, the 1960 data have been adjusted to match the redefined 1967 boundaries.

Under the 1967 definitions, the metropolitan population in 1960 would have been 119.0 million as compared with the 112.9 million for the 1960 definition. (See Table I-3.) The proportion of the total population resident in SMSA's under the 1967 definition increases to 66 percent from 63 percent. The concentration of population in metropolitan areas in the Northeast increases to 83 percent from 79 percent; in the West, to 75 from 72 percent; in the North Central states to 64 from 60 percent; and in the South to 51 from 48 percent. The adjusted data are shown in Table I-3, which also contains similarly adjusted data for 1950.

Table I-2 REGIONAL DISTRIBUTION OF NUMBER AND AVERAGE SIZE OF METROPOLITAN^{a/}AREAS: 1960

Region	Number of Areas	Average Population Size of SMSA's
Total.....	212	532,472
Northeast.....	47	752,128
North Central.....	59	524,797
South.....	77	343,325
West.....	29	694,310

^{a/}1960 boundaries used for SMSA's.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Bureau of the Budget, Standard Metropolitan Statistical Areas, 1961.

In general, it may be observed that the adjustment is relatively small and has no significant import for the growth patterns shown in the projections. Because the characteristics of the metropolitan population by age and color are readily available only for 1960 defined SMSA's, the 1960 base will be used in analyzing projected trends.

PROJECTIONS TO 1985

It is projected that the total population of the United States in 1985, under the assumptions employed, would be 252.2 million--with a possible range of from 240.7 to 263.6 million. Of the 252.2 million persons anticipated in the United States by 1985, it is estimated that 178.1 million or 71 percent of the total population would reside in metropoli-

tan areas. (See Table I-4.) Then, the metropolitan population of the nation by 1985 may well be as large as the total population was in 1960. This projection indicates that the metropolitan population would increase by some 65.3 million or by 58 percent during the 25 years from 1960 to 1985.¹⁰ In contrast nonmetropolitan United States would increase by only 7.6 million persons, or 12 percent.

Table I-3 METROPOLITAN AND NONMETROPOLITAN POPULATION BY REGION: 1950 AND 1960 USING 1967 DEFINED BOUNDARIES OF SMSA'S

Region and Metropolitan Status	Population		Change 1950-1960		Percent of Region		
	1950	1960	Amount	Percent	1950	1960	Change 1950-1960
United States.....	151,326	179,323	27,997	18.5	100.0	100.0	
Metropolitan.....	94,000	118,968	24,968	26.6	62.1	66.3	+4.2
Nonmetropolitan..	57,326	60,355	3,029	5.3	37.9	33.7	-4.2
Northeast.....	39,478	44,678	5,200	13.2	100.0	100.0	
Metropolitan.....	32,698	37,196	4,498	13.8	82.8	83.3	+0.5
Nonmetropolitan..	6,780	7,482	702	10.4	17.2	16.7	-0.5
North Central.....	44,461	51,619	7,158	16.1	100.0	100.0	
Metropolitan.....	26,479	32,795	6,316	23.9	59.6	63.5	+3.9
Nonmetropolitan..	17,982	18,824	842	4.7	40.4	36.5	-3.9
South.....	47,197	54,973	7,776	16.5	100.0	100.0	
Metropolitan.....	20,662	27,954	7,292	35.3	43.8	50.9	+7.1
Nonmetropolitan..	26,535	27,019	484	1.8	56.2	49.1	-7.1
West.....	20,190	28,053	7,863	38.9	100.0	100.0	
Metropolitan.....	14,161	21,023	6,862	48.5	70.1	74.9	+4.8
Nonmetropolitan..	6,029	7,030	1,001	16.6	29.9	25.1	-4.8

Source: U.S. Bureau of the Census, Current Population Reports, Series P-23, No. 23, October 9, 1967; and Bureau of the Budget, Standard Metropolitan Statistical Areas, 1967.

Although the Northeast would show the smallest metropolitan increase both in rate of population growth and the proportion of the metropolitan population,¹¹ the population residing in metropolitan areas in this region, at 47.3 million, would exceed its total population of 44.7 million in 1960. By 1985 the Northeast would have lost its position as the most metropolitanized region in the nation, with 81 percent metro-

¹⁰The projection of metropolitan population trends has taken into account the slowdown in rate of metropolitan population growth estimated by the Bureau of the Census between 1960 and 1965.

¹¹The impact of the differences in definition and the estimated growth for 1965 on the concentration of population in metropolitan areas is given in Table B-2 in Appendix B. Table B-1 in Appendix B is comparable to Table I-4 except that the 1960 data are compiled using 1967-defined SMSA's.

politan, to the West which will have become 82 percent metropolitan. The West will have achieved this status as the most metropolitanized region by reason of almost doubling its metropolitan population between 1960 and 1985--an increase of 99 percent.

Table I-4 METROPOLITAN^{a/} AND NONMETROPOLITAN POPULATION BY REGION:
1960 AND PROJECTED 1985

[Numbers in thousands]

Region and Metropolitan Status	Population		Change 1960-1985		Percent of Region		
	1960	1985	Amount	Percent	1960	1985	Change 1960-1985
United States.....	179,323	252,185	72,862	40.6	100.0	100.0	
Metropolitan.....	112,884	178,138	65,254	57.8	63.0	70.6	+7.6
Nonmetropolitan..	66,439	74,047	7,608	11.5	37.0	29.4	-7.6
Northeast.....	44,678	58,517	13,839	31.0	100.0	100.0	
Metropolitan.....	35,350	47,328	11,978	33.9	79.1	80.9	+1.8
Nonmetropolitan..	9,328	11,189	1,861	20.0	20.9	19.1	-1.8
North Central.....	51,619	65,723	14,104	27.3	100.0	100.0	
Metropolitan.....	30,963	44,642	13,679	44.2	60.0	67.9	+7.9
Nonmetropolitan..	20,656	21,081	425	2.1	40.0	32.1	-7.9
South.....	54,973	78,910	23,937	43.5	100.0	100.0	
Metropolitan.....	26,436	46,156	19,720	74.6	48.1	58.5	+10.4
Nonmetropolitan..	28,537	32,754	4,217	14.8	51.9	41.5	-10.4
West.....	28,053	49,035	20,982	74.8	100.0	100.0	
Metropolitan.....	20,135	40,012	19,877	98.7	71.8	81.6	+9.8
Nonmetropolitan..	7,918	9,023	1,105	14.0	28.2	18.4	-9.8

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

The North Central states would retain their rank as the third most metropolitan region with 68 percent of the population concentrated in SMSA's in 1985. The metropolitan population of this region would increase by 44 percent.

The South will continue to experience the greatest relative increase in the proportion of the metropolitan population. This proportion would increase to 58 percent in 1985, from 48 percent in 1960--a 10 percentage point increase. Metropolitan population in the South would increase by 75 percent.

It is clear that each region of the nation must be prepared for great metropolitan population increases by 1985. Of the total metropolitan increase of 65.3 million in the United States, the West would absorb 19.9 million additional metropolitan inhabitants, the South 19.7 million, the North Central states 13.7 million and the Northeast 12.0 million.

The annual growth rate of SMSA population between 1960 and 1965 was considerably below that between 1950 and 1960, 1.8 as compared with 2.4 percent (geometric). This reduction in rate of growth was evident in each region, and is, of course, reflected in the projections to 1985. (See Table I-5.)

Between 1960 and 1985 the metropolitan population of the nation as a whole would increase at a rate of 1.6 percent (geometric) per annum. The annual growth rate of the population resident in SMSA's in the West would be 2.6 percent; in the South, 2.0 percent; in the North Central states, 1.2 percent; and in the Northeast, 1.0 percent. The annual growth rate anticipated in the West is one that would double the population about every 27 years, whereas that of the Northeast would require about 70 years for a doubling.

The effect of the anticipated changes described on the regional distribution of the metropolitan population is given in Table I-6. The West will have increased her proportion of the total metropolitan population of the United States from 18 to 22 percent, and the South from 23 to 26 percent. In contrast, the North Central states will show a decline from 27 to 25 percent of the total metropolitan population of the United States and the Northeast will show a relatively great decline from 31 to 26 percent.

Table I-5 AVERAGE ANNUAL CHANGE, PERCENT CHANGE AND EQUIVALENT ANNUAL GROWTH RATES FOR METROPOLITAN^{a/} AREA POPULATION OF REGIONS: 1950 - 1960, 1960 - 1965, 1960 - 1985, AND 1965 - 1985

Region	Change 1950 - 1960				Change 1960 - 1965				Change 1960 - 1985				Change 1965 - 1985			
	Amount	Average annual	Per- cent	Rate ^{b/}	Amount	Average annual	Per- cent	Rate ^{b/}	Amount	Average annual	Per- cent	Rate ^{b/}	Amount	Average annual	Per- cent	Rate ^{b/}
Total.....	24,968	2,497	26.6	2.4	11,025	2,205	9.3	1.8	53,170	2,367	49.7	1.6	48,145	2,407	37.0	1.6
Northeast.....	4,498	450	13.8	1.3	2,165	433	5.8	1.1	10,132	405	27.2	1.0	7,967	398	20.2	0.9
North Central...	6,316	632	23.9	2.2	2,151	430	6.6	1.3	11,847	474	36.1	1.2	9,696	485	27.7	1.2
South.....	7,292	729	35.3	3.1	3,361	672	12.0	2.4	18,202	728	65.1	2.0	14,841	742	47.4	2.0
West.....	6,862	686	48.5	4.0	3,347	669	15.9	3.0	18,989	760	90.3	2.6	15,642	782	64.2	2.5

^{a/} 1967 defined SMSA's used for each period.

^{b/} Compound Interest formula: $P_z = P_0(1 + r)^z$ where

P_z = population at the second point of time

P_0 = population at the first point of time

r = equivalent annual rate of growth

z = number of years between the two points

Source: U.S. Bureau of the Census, Current Population Reports, Series P-23, No. 23, October 9, 1967, and Series P-25, No. 371, August 14, 1967; Bureau of the Budget, Standard Metropolitan Statistical Areas, 1967; and Appendix A, Table A-1.

Table I-6 REGIONAL PERCENTAGE DISTRIBUTION OF POPULATION BY METROPOLITAN^{a/}
STATUS: 1960 AND PROJECTED 1985

Metropolitan Status and Year	United States	Northeast	North Central	South	West
1960					
Total population.....	100.0	24.9	28.8	30.7	15.6
Metropolitan.....	100.0	31.4	27.4	23.4	17.8
Nonmetropolitan.....	100.0	14.0	31.1	43.0	11.9
1985					
Total population.....	100.0	23.2	26.1	31.3	19.4
Metropolitan.....	100.0	26.5	25.1	25.9	22.5
Nonmetropolitan.....	100.0	15.1	28.5	44.2	12.2

^{a/}1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

II. Saturated Central Cities --Expanding Suburban Rings

CENTRAL CITY AND RING--1960

IN ACCORDANCE WITH STANDARD STATISTICAL USAGE central cities and SMSA ring (SMSA minus the central city)¹² data are presented to enable an analysis of central city and suburban population distributions.

In 1950, 52 million persons lived in the central cities of 1960 defined SMSA's, constituting 59 percent of the SMSA population. Central city population grew by 5.6 million during the decade from 1950 to 1960, but the 58 million central city residents of 1960 central cities constituted only 51 percent of the total metropolitan population. (See Table II-1.) That the movement toward decentralization was even more pronounced is seen if adjustment is made for central city annexations during the decade; for if 1950 central city boundaries had remained constant from 1950 to 1960, only 47 percent of the SMSA population of 1960 would be resident in central cities.

There was considerable regional variation both in 1950 and 1960 in the extent to which metropolitan area population was concentrated in central cities. In the Northeast 57 percent of the 1950 metropolitan area population was contained within the central cities, while by 1960 less than half of the SMSA residents--49 percent--lived within the central city. In one other region--the West--less than half of the SMSA population--45 percent--resided in the central cities; whereas in 1950, 51 percent of the population lived within these areas. The effect that large scale central city annexation in the West had on these figures is reflected in the percentages adjusted for annexation; for if the 1950 central city boundaries had remained constant, only 39 percent of the SMSA population in the West in 1960 would have resided in central cities. In the North Central states 53 percent of the SMSA population lived within central cities by 1960, compared with 63 percent in 1950; and in the South 57 percent of the 1960 population resided within the central cities compared with 60 percent in 1950.

PROJECTIONS TO 1985

The projections reported herein assume that 1960 central city boundaries would remain unchanged between 1960 and 1985. It is further assumed that the proportional growth from 1950 to 1960 within the 1950 central city boundaries would occur within the 1960 central city boundaries between 1960 and 1985. Specifically the proportion of SMSA population in central city boundaries in 1950 was computed, as was the proportion of SMSA population in 1960 within the 1950 boundaries. The change in this proportion was projected to 1985 by five-year intervals assuming

¹²Since the SMSA definition is based on whole county units, the SMSA ring portion does contain some rural population as well as urban population not contiguous to the suburbs of the central city(s). See Appendix D for a more detailed discussion of this issue.

Table II-1 POPULATION GROWTH IN AND OUTSIDE STANDARD METROPOLITAN STATISTICAL AREAS,^{a/} FOR THE UNITED STATES BY REGION: 1960 - 1950

[Numbers in thousands; not adjusted to add to independently rounded subtotals; minus sign (-) denotes decrease]

Region and Metropolitan or Nonmetropolitan Residence	1960	1950	Increase 1950 to 1960		Percent by Residence Within SMSA's		
			Number	Per- cent	1960 Unad-justed	1960 ^{b/} Ad-justed	1950
United States.....	179,323	151,326	27,997	18.5			
In SMSA's.....	112,885	89,317	23,568	26.4	100.0	100.0	100.0
Central cities.....	58,004	52,371	5,633	10.8	51.4	47.1	58.6
Outside central cities..	54,880	36,946	17,935	48.5	48.6	52.9	41.4
Outside SMSA's.....	66,438	62,009	4,429	7.1			
Northeast.....	44,678	39,478	5,200	13.2			
In SMSA's.....	35,347	31,267	4,079	13.0	100.0	100.0	100.0
Central cities.....	17,322	17,881	-560	-3.1	49.0	48.9	57.2
Outside central cities..	18,025	13,386	4,639	34.7	51.0	51.1	42.8
Outside SMSA's.....	9,331	8,211	1,120	13.6			
North Central.....	51,619	44,461	7,158	16.1			
In SMSA's.....	30,960	25,075	5,885	23.5	100.0	100.0	100.0
Central cities.....	16,511	15,837	674	4.3	53.3	50.3	63.2
Outside central cities..	14,449	9,238	5,211	56.4	46.7	49.7	36.8
Outside SMSA's.....	20,659	19,386	1,273	6.6			
South.....	54,973	47,197	7,776	16.5			
In SMSA's.....	26,447	19,418	7,030	36.2	100.0	100.0	100.0
Central cities.....	15,062	11,721	3,341	28.5	57.0	46.6	60.4
Outside central cities..	11,386	7,697	3,689	47.9	43.0	53.4	39.6
Outside SMSA's.....	28,526	27,779	746	2.7			
West.....	28,053	20,190	7,863	38.9			
In SMSA's.....	20,131	13,557	6,574	48.5	100.0	100.0	100.0
Central cities.....	9,110	6,932	2,178	31.4	45.3	39.4	51.1
Outside central cities..	11,021	6,625	4,396	66.4	54.7	60.6	48.9
Outside SMSA's.....	7,922	6,633	1,289	19.4			

^{a/} 1960 boundaries of SMSA's used for both 1950 and 1960 figures.

^{b/} Adjusted for annexations to central cities 1950-1960; uses 1960 population residing within 1950 limits of central cities.

Source: U.S. Bureau of the Census, U.S. Census of Population: 1960, Vol. I, Characteristics of the Population, Pt. 1, Tables Q, 9 and 10.

that the change would gradually approach zero by 1985. The assumption that 1960 central city boundaries would remain unchanged is probably unrealistic, at least, for some areas of the country--particularly where there are young and rapidly growing central cities. It is exceedingly difficult, however, to predict future levels of annexation.

By staying with fixed boundaries, it was felt that the results would at least be interpretable. The assumption governing the distribution of population by color were somewhat more complex. For further details in respect to these assumptions, see Appendix E.

Between 1960 and 1985, the projections indicate that while SMSA populations in the nation as a whole would increase by about 58 percent, the population in central cities would increase by only 13 percent whereas that in suburbia, the ring, would more than double. The population in nonmetropolitan areas would grow at almost the same level as that in central cities, some 12 percent. (See Table II-2.)

In the West while SMSA population was almost doubling between 1960 and 1985, that in central cities would increase by about one-third, whereas that in suburbia would considerably more than double, increasing by 153 percent. In the South, while SMSA population was increasing by three-fourths, central city population would grow by 22 percent whereas suburbia would considerably more than double, increasing by 144 percent.

In the North Central and Northeastern states where SMSA growth rates would be lower than in the West and South, the pattern of more rapid suburban growth would also be evident. Moreover, central city population in these regions would remain almost constant, indicating that by reason of earlier rapid growth and boundaries which have remained relatively fixed for some time, central cities in these regions can absorb very little more population without drastic changes in land-use patterns. In the North Central states SMSA population would increase by 44 percent while central city population would remain constant and ring population would almost double. Similarly in the Northeast, SMSA population would increase about one-third, while central city population would increase by only 5.7 percent and suburban population by 61 percent.

By 1985, then, under the assumptions used in these projections, 37 percent of metropolitan residents in the nation would live in central cities and 63 percent would reside in the ring. These figures would constitute a 15 percentage point decrease from 1960 for the central city and a corresponding increase in the ring. (See Table II-2.)

By 1985, in each region less than half of the metropolitan area population would reside in the central cities. In the Northeast, the proportion residing in the central city would be down 10 points from 49 percent to 39 percent. The proportional decline would be sharper in the North Central region--16 percentage points, with 37 percent living in central cities by 1985 compared with 54 percent in 1960. In the South 40 percent of metropolitan residents would live in the central cities by 1985 as compared with 57 percent in 1960, a decline in central city concentration of 17 percentage points. The West would

show the smallest proportion of inhabitants residing in the central cities of any region with only 31 percent as compared with 46 percent in 1960--a decline of 15 percentage points.

Table II-2 PROJECTED GROWTH IN AND OUTSIDE METROPOLITAN AREAS,^{a/}
FOR THE UNITED STATES BY REGION: 1960 - 1985

[Numbers in thousands, not adjusted to add to independently rounded subtotals; minus sign (-) denotes decrease]

Region and Metropolitan or Nonmetropolitan Residence	1985	1960	Increase 1960 to 1985		Percent by Residence Within SMSAs		Change
			Number	Per- cent	1985	1960	
United States.....	252,185	179,323	72,862	40.6			
In SMSA's.....	178,138	112,884	65,254	57.8	100.0	100.0	
Central cities.....	65,581	58,208	7,373	12.7	36.8	51.6	-14.8
Outside central cities..	112,557	54,676	57,881	105.9	63.2	48.4	+14.6
Outside SMSA's.....	74,047	66,439	7,608	11.5			
Northeast.....	58,517	44,678	13,839	31.0			
In SMSA's.....	47,328	35,350	11,978	33.9	100.0	100.0	
Central cities.....	18,318	17,324	994	5.7	38.7	49.0	-10.3
Outside central cities..	29,010	18,026	10,984	60.9	61.3	51.0	+10.3
Outside SMSA's.....	11,189	9,328	1,861	20.0			
North Central.....	65,723	51,619	14,104	27.3			
In SMSA's.....	44,642	30,963	13,679	44.2	100.0	100.0	
Central cities.....	16,643	16,642	1	0.0	37.3	53.7	-16.4
Outside central cities..	27,999	14,321	13,678	95.5	62.7	46.3	+16.4
Outside SMSA's.....	21,081	20,656	425	2.1			
South.....	78,910	54,973	23,937	43.5			
In SMSA's.....	46,156	26,436	19,720	74.6	100.0	100.0	
Central cities.....	18,374	15,063	3,311	22.0	39.8	57.0	-17.2
Outside central cities..	27,783	11,373	16,410	144.3	60.2	43.0	+17.2
Outside SMSA's.....	32,754	28,537	4,217	14.8			
West.....	49,035	28,053	20,982	74.8			
In SMSA's.....	40,012	20,135	19,877	98.7	100.0	100.0	
Central cities.....	12,247	9,180	3,067	33.4	30.6	45.6	-15.0
Outside central cities..	27,765	10,955	16,810	153.4	69.4	54.4	+15.0
Outside SMSA's.....	9,023	7,918	1,105	14.0			

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-2.

DENSITIES--1980 AND 1985

Average central city density declined between 1950 and 1960--from 7,219 persons per square mile to 5,413 persons per square mile. (See Table II-3.) However, these figures are somewhat misleading in that considerable annexation to central cities occurred during the decade. Thus, if adjustments are made for annexation, it becomes clear that density within the older parts of central cities (that is, that area encompassing only the 1950 central city boundaries) actually increased slightly over the 10-year period. The adjusted density for 1960 was 7,327 persons per square mile as compared with 7,219 in 1950.

Table II-3 CENTRAL CITY DENSITY 1950, 1960, 1960 ADJUSTED FOR ANNEXATION,^{a/}AND IMPLIED DENSITY FOR 1985 BY REGION

Region	Persons Per Square Mile			
	1950	1960 adjusted for annexation ^{b/}	1960 unadjusted for annexation	1985
Total central cities.....	7,219	7,327	5,413	6,099
Northeast.....	11,220	10,857	9,991	10,564
North Central.....	8,111	7,979	6,625	6,626
South.....	4,938	5,197	3,337	4,070
West.....	5,195	5,947	4,608	6,148

^{b/} These figures are for 1960 population residing within the 1950 central city boundaries, and 1950 central city land area used as base.

Source: Special calculations made for 1960 census monograph, The Metropolitan Community in the United States, by Patricia L. Hodge and Philip M. Hauser (unpublished); and Appendix A, Table A-1.

By 1985, the projections reported here would imply that central city density would increase slightly over the 1960 level from 5,413 to 6,099 persons per square mile. The Northeast, the region with highest central city densities in 1960 would retain that position, and average central city density would increase 5.7 percent from 9,991 to 10,564 persons per square mile. (See Tables II-3 and II-4.) The central cities of the North Central states would retain their position as the second most densely settled, and average densities would not change, being 6,625 in 1960 and 6,626 persons per square mile in 1985. The Western central cities would remain third in rank, increasing from 4,608 persons per square mile in 1960 to 6,148 persons per square mile in 1985, an increase of 33 percent. The South, an area with quite low central city densities in 1960 with 3,337 persons per square mile, would still have low densities by 1985 with 4,070 persons per square mile, an increase of 22 percent.

Table II-4 PERCENT CHANGE IN PERSONS PER SQUARE MILE IN CENTRAL CITIES BY REGION, 1950 - 1960, 1950 - 1960 ADJUSTED FOR ANNEXATION, AND IMPLIED PROJECTED CHANGE 1960 - 1985

Region	1950 - 1960 adjusted	1950 - 1960 unadjusted	1960 - 1985
Total central cities...	1.5	-25.0	12.7
Northeast.....	-3.2	-11.0	5.7
North Central.....	-1.6	-18.3	0.0
South.....	5.2	-32.4	22.0
West.....	14.5	-11.3	33.4

Source: Table II-3.

As was indicated above, the projections for central cities assume no annexation to central cities during the period 1960-1985. Actually some annexation will probably occur during the period, particularly in the younger and smaller SMSA's. However, the implied density figures are still meaningful for at least two reasons. First, if the assumptions about central city growth turn out to be reasonably accurate, then these implied density figures do give a picture of projected changes in the "older" sections of the city, that is, within the city as defined in 1960. Second, the implied densities do provide a check that the amount of growth allocated to the central cities is not totally unrealistic. If, for example, the projections had implied very sizable increases (or decreases) in density levels, the projections for central city population changes would have been quite suspect in the absence of evidence of very large scale changes in land-use patterns. For the short run, at least, the type of land-use characteristic of a city very much limits the pattern of land-use for that area in the future.

III. Changing Color Composition

COLOR COMPOSITION IN 1960

IN 1960 THE NONWHITE POPULATION of the United States (92 percent of which was Negro) numbered 20.5 million or 11 percent of the total population. The South contained 11.5 million nonwhites (56 percent of the nation's nonwhite population) making up 21 percent of the total inhabitants of the South. The North Central states contained 3.6 million nonwhites, 18 percent of the nation's total nonwhite population. In this region nonwhites in 1960 constituted 7.0 percent of the total. The Northeast, with 3.2 million nonwhites, contained 15 percent of all the nation's nonwhites. In the Northeast nonwhites made up 7.1 percent of total inhabitants. In the West, 2.2 million persons were nonwhite, comprising 11 percent of the total nonwhites, and 7.9 percent of the population in the region. (See Table III-1.)

Table III-1 WHITE-NONWHITE POPULATION BY REGION: 1960 AND PROJECTED 1985

Region and Color	Population		Change 1960-1985		Percent of Region		
	1960	1985	Amount	Percent	1960	1985	Change 1960-1985
United States.....	179,323	252,185	72,862	40.6	100.0	100.0	
White.....	158,832	217,714	58,882	37.1	88.6	86.3	-2.3
Nonwhite.....	20,491	34,471	13,980	68.2	11.4	13.7	+2.3
Northeast.....	44,678	58,517	13,839	31.0	100.0	100.0	
White.....	41,522	52,269	10,747	25.9	92.9	89.3	-3.6
Nonwhite.....	3,155	6,248	3,093	98.0	7.1	10.7	+3.6
North Central.....	51,619	65,723	14,104	27.3	100.0	100.0	
White.....	48,003	59,228	11,225	23.4	93.0	90.1	-2.9
Nonwhite.....	3,617	6,495	2,878	79.6	7.0	9.9	+2.9
South.....	54,973	78,910	23,937	43.5	100.0	100.0	
White.....	43,477	62,016	18,539	42.6	79.1	78.6	-0.5
Nonwhite.....	11,496	16,894	5,398	47.0	20.9	21.4	+0.5
West.....	28,053	49,035	20,982	74.8	100.0	100.0	
White.....	25,830	44,201	18,371	71.1	92.1	90.1	-2.0
Nonwhite.....	2,223	4,834	2,611	117.5	7.9	9.9	+2.0

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

Nonwhites in 1960 constituted 12 percent of the metropolitan population of the nation, an only slightly higher proportion than of the total population (11 percent). (See Tables III-1 and III-3.) In each of the regions of the nation, except the South, the nonwhites made up a larger proportion of metropolitan inhabitants than of the total population. In the Northeast nonwhites made up 8.4 percent of the population in SMSA's as compared with 7.1 percent of the total population. In the North Central states, the respective percentages were 10 and 7.0; and in the West, 8.6 and 7.9. In the South, in contrast, the nonwhite population constituted 20 percent of metropolitan inhabitants and 21 percent of the total.

There is considerable variation among the regions in the proportion of whites and nonwhites residing in SMSA's. In the country as a whole, a slightly larger proportion of nonwhites than whites resided in SMSA's in 1960--64 as compared with 63 percent. Nonwhites were most heavily concentrated in metropolitan areas in the Northeast where 94 percent, as compared with 78 percent of the whites, lived in SMSA's. (See Table III-2.) The North Central states ranked next in concentration of nonwhite population. In this region 90 percent of the nonwhites, as contrasted with only 58 percent of the whites, lived in SMSA's. In the West, 78 percent of the nonwhites, as compared with 71 percent of the whites, were metropolitan residents. Only in the South was the nonwhite population less concentrated in metropolitan areas than the white. In this region, 46 percent of the nonwhites, as compared with 49 percent of the whites, resided in metropolitan areas.

Table III-2 PERCENT OF POPULATION IN METROPOLITAN AREAS, ^{a/}BY COLOR, FOR UNITED STATES AND REGIONS: 1960 AND PROJECTED 1985

Region	Total Population		White		Nonwhite	
	1960	1985	1960	1985	1960	1985
United States.....	63.0	70.6	62.8	69.4	64.4	78.3
Northeast.....	79.1	80.9	78.0	79.2	93.9	94.5
North Central.....	60.0	67.9	57.7	65.3	89.7	91.5
South.....	48.1	58.5	48.7	57.0	45.7	63.9
West.....	71.8	81.6	71.2	80.7	77.9	89.6

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

PROJECTIONS FOR THE NATION AND METROPOLIS BY REGION

Between 1960 and 1985, it has been indicated that total population of the nation would increase by 41 percent. The nonwhite population, however, by reason of relatively high fertility while mortality is diminishing, would increase by 68 percent, whereas white population increase would be only 37 percent. In absolute numbers, nonwhites in the United States would increase by 14.0 million, while whites increase by 58.9 million. The more rapid rate of growth of the nonwhite population would raise their proportion of the total population to 14 percent in 1985, from a level of 11 percent in 1960. (See Table III-1.)

The projections indicate considerable variation in the growth rates of whites and nonwhites by region. In the West, the nonwhite population would more than double--increasing by 118 percent, while the white population increases by 71 percent. By 1985 then, the nonwhite population would constitute 9.9 percent of this region, as compared with 7.9 percent in 1960. In the Northeast the nonwhite population would almost double, increasing by 98 percent, whereas the white population would increase by only 26 percent. Nonwhites would thus constitute 11 percent of this region in 1985, as compared with 7.1 percent in 1960. Next in rate of nonwhite population growth would be the North Central states with an increase of 80 percent; the white population of this region would increase by only 23 percent. The slowest growth rate of nonwhite population, reflecting continued although dampened out-migration, would be in the South. In this region nonwhites would increase by 47 percent, as compared with a 43 percent increase for whites. The South would still have the largest proportion of nonwhite population, 21 percent in 1985 as in 1960.

Despite the fact the South would experience the lowest nonwhite growth rate, it would have the greatest absolute increase in nonwhite population between 1960 and 1985--some 5.4 million--or 39 percent of the total nonwhite increase in the United States. Next would be the Northeast states, which would absorb 3.1 million nonwhites, the North Central states 2.9 million and the West with 2.6 million.

By reason of these changes, nonwhite population in the South by 1985 would have shrunk to 49 percent of the total nonwhite population, from a level of 56 percent in 1960.

Because of continued although slackened migratory flows to metropolitan America as well as relatively high natural increase, the growth of nonwhite population in metropolitan areas would considerably exceed their rate of total national growth. In the nation as a whole, while nonwhite population would increase by a little over two-thirds, the metropolitan nonwhite population would more than double, increasing by 105 percent. (See Tables III-3 and III-4.) In contrast, the nonwhite population in the nonmetropolitan areas of the nation would increase by only 2.7 percent. The white population will in general follow the same pattern of growth but at a lower level. Whites in metropolitan areas would increase by 52 percent compared with a growth rate of 37 percent for the nation as a whole and a growth rate of only 13 percent in nonmetropolitan areas.

Table III-3 WHITE-NONWHITE METROPOLITAN^{a/} POPULATION BY REGION: 1960 AND PROJECTED 1985

[Numbers in thousands]

Region and Color	Population		Change 1960-1985		Percent of Region		
	1960	1985	Amount	Percent	1960	1985	Change 1960-1985
United States.....	112,884	178,138	65,254	57.8	100.0	100.0	
White.....	99,672	151,164	51,492	51.7	88.3	84.9	-3.4
Nonwhite.....	13,192	26,974	13,782	104.5	11.7	15.1	+3.4
Northeast.....	35,350	47,328	11,978	33.9	100.0	100.0	
White.....	32,388	41,423	9,035	27.9	91.6	87.5	-4.1
Nonwhite.....	2,962	5,905	2,943	99.4	8.4	12.5	+4.1
North Central.....	30,963	44,642	13,679	44.2	100.0	100.0	
White.....	27,718	38,698	10,980	39.6	89.5	86.7	-2.8
Nonwhite.....	3,245	5,944	2,699	83.2	10.5	13.3	+2.8
South.....	26,436	46,156	19,720	74.6	100.0	100.0	
White.....	21,183	35,362	14,179	66.9	80.1	76.6	-3.5
Nonwhite.....	5,253	10,794	5,541	105.5	19.9	23.4	+3.5
West.....	20,135	40,012	19,877	98.7	100.0	100.0	
White.....	18,403	35,682	17,279	93.9	91.4	89.2	-2.2
Nonwhite.....	1,732	4,330	2,598	150.0	8.6	10.8	+2.2

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

Table III-4 WHITE-NONWHITE NONMETROPOLITAN^{a/} POPULATION BY REGION:
1960 AND PROJECTED 1985

[Numbers in thousands]

Region and Color	Population		Change 1960-1985		Percent of Region		
	1960	1985	Amount	Percent	1960	1985	Change 1960-1985
United States.....	66,439	74,046	7,607	11.4	100.0	100.0	
White.....	59,160	66,550	7,390	12.5	89.0	89.9	+0.9
Nonwhite.....	7,299	7,497	198	2.7	11.0	10.1	-0.9
Northeast.....	9,328	11,189	1,861	20.0	100.0	100.0	
White.....	9,134	10,846	1,712	18.7	97.9	96.9	-1.0
Nonwhite.....	193	343	150	77.7	2.1	3.1	+1.0
North Central.....	20,656	21,081	425	2.1	100.0	100.0	
White.....	20,285	20,530	245	1.2	98.2	97.3	-0.9
Nonwhite.....	372	550	178	47.8	1.8	2.7	+0.9
South.....	28,537	32,754	4,217	14.8	100.0	100.0	
White.....	22,294	26,654	4,360	19.6	78.1	81.4	+3.3
Nonwhite.....	6,243	6,100	-143	-2.3	21.9	18.6	-3.3
West.....	7,918	9,023	1,105	14.0	100.0	100.0	
White.....	7,427	8,518	1,091	14.7	93.8	94.4	+0.6
Nonwhite.....	491	504	13	2.6	6.2	5.6	-0.6

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-1.

Among the regions, the largest growth rate of nonwhites in metropolitan areas would be in the West, where they would increase by 150 percent while the white population would almost double, increasing by 94 percent. In metropolitan areas of the West, nonwhites would rise to 11 percent of the population by 1985--from 8.6 percent in 1960. In the South, reflecting the continued metropolitanization of the region and decreasing out-migration, the nonwhite population in SMSA's would also more than double, increasing by 106 percent. During the same period the white population would increase by two-thirds--67 percent. In this region the proportion of nonwhites in SMSA's would rise to 23 percent in 1985, from 20 percent in 1960.

In the Northeast nonwhites in metropolitan areas would almost double--increasing by 99 percent, whereas the whites would increase by only 28 percent. In consequence, in this region nonwhites would increase to 12 percent of the total population from a level of 8.4 percent. In the North Central metropolitan areas nonwhite population would increase by 83 percent, as compared with 40 percent for whites. The nonwhites would make up 13 percent of the population in 1985, as compared with 10 percent in 1960.

Again, the greatest absolute increase in metropolitan nonwhite population would be in the South, with an increase of 5.5 million. It is to be observed this is a greater increase than the total increase of nonwhites in the South, because nonwhites in the nonmetropolitan South would actually diminish by 143,000. Needless to say, this projected decrease is subject to considerable error of estimate.

Next in order of numerical increase in metropolitan nonwhite population would be the Northeast with 2.9 million, the North Central states with 2.7 million, and the West with 2.6 million.

In accordance with the population projections, despite the decreased proportion of total nonwhites in the South by 1985, the percentage of the total nonwhite metropolitan population in the nation which resides in the South would remain about the same in 1985 as in 1960--at a level of about 40 percent. This would reflect both the increasing metropolitanization of the South and her increasing ability to absorb her own population increase, including nonwhites, in addition to actually becoming an area of in-migration of whites.

The white and nonwhite population changes between 1960 and 1985 in the nonmetropolitan areas of the United States by region are shown in Table III-4. In general, it may be observed that nonwhites outside metropolitan areas will diminish in proportion for the nation as a whole and in the West and in the South. In the latter region, as has been noted, there may be an actual decrease in the number of nonmetropolitan nonwhites. In the North Central and Northeast regions, however, the projections indicate some increase outside metropolitan areas in the proportion of the population that is nonwhite. This number would, however, remain relatively small.

THE CENTRAL CITY AND THE RING

In respect to changes in central city and suburban residence, there would be great differences between whites and nonwhites according to the projections. White metropolitan population would increase by 51.5 million, or 52 percent, between 1960 and 1985; however, the white population residing within central cities would experience a decline of 2.4 million or -5.0 percent. (See Table III-5.) White population residing within suburbia would increase by 53.9 million, a gain of 104 percent.

The nonwhite population would double in metropolitan areas, growing by 13.8 million or 104 percent. Within central cities nonwhites would almost double, growing from 10.4 million in 1960 to 20.1 million by 1985--a gain of 94 percent. The rate of nonwhite growth in suburbia would be even more pronounced--141 percent--but the numbers of nonwhites in the ring would still be relatively small. The nonwhite ring population would increase by 4 million from 2.8 million in 1960 to 6.8 million in 1985. In consequence, the dramatic rate of suburban growth notwithstanding, 75 percent of nonwhites residing in SMSA's in 1985 would be living in the central cities, a decline of only 3.8 percentage points over the 1960 percent--78. In contrast, only 30 percent of white metropolitan residents would live in central cities by 1985, a decline of 18 points from the 1960 level of 48 percent. Thus, more than two-thirds--70 percent--of white persons living in SMSA's would reside in suburbs compared to 25 percent of nonwhite metropolitan residents.

In the Northeast white central city population would drop by 1.4 million between 1960 and 1985, while white suburban population would increase by 10.5 million during the same period. Thus, while whites in the city were declining by 9.6 percent, white population in the ring would grow by 60 percent. The 4.8 million nonwhite residents of central cities in the Northeast in 1985 would experience an increase of 2.4 million over the 1960 figure of 2.4 million--or a doubling. The 90 percent increase of nonwhites in the ring would mean that a half million more nonwhites would be suburban residents in 1985 than in 1960, the 1985 figure being 1.1 million.

In the North Central states the decline of white population in central cities would be even more marked than in the Northeast. The 11.3 million whites living in these central cities in 1985 would represent a decline of 2.5 million or 18 percent under the 13.8 million in 1960. In contrast, the population of whites in the ring would almost double--97 percent--growing from 13.9 million to 27.4 million. As in the Northeast, nonwhite central city population would show a large increase--rising by 87 percent or 2.5 million persons. Thus, by 1960, nonwhite population in central cities of the North Central states would be 5.3 million. In contrast, the suburban population of nonwhites would remain relatively small, rising from 396,000 in 1960 to 627,000 in 1985--a gain of 58 percent.

Table III-5 PROJECTED GROWTH 1960 TO 1985 WITHIN COMPONENT PARTS OF METROPOLITAN^a/AREAS BY COLOR BY REGION

[Numbers in thousands]							
Region, Color and Residence	1985	1960	Increase 1960 to 1985		Percent by Residence within SMSA's		Change
			Number	Percent	1985	1960	
United States							
White.....	151,164	99,692	51,472	51.6	100.0	100.0	
Central city..	45,435	47,852	-2,417	-5.0	30.1	48.0	-17.9
Ring.....	105,730	51,840	53,890	104.0	69.9	52.0	+17.9
Nonwhite.....	26,974	13,192	13,782	104.5	100.0	100.0	
Central city..	20,146	10,356	9,790	94.5	74.7	78.5	-3.8
Ring.....	6,827	2,836	3,991	140.7	25.3	21.5	+3.8
Northeast							
White.....	41,423	32,388	9,035	27.9	100.0	100.0	
Central city..	13,485	14,925	-1,440	-9.6	32.6	46.1	-13.5
Ring.....	27,938	17,463	10,475	60.0	67.4	53.9	+13.5
Nonwhite.....	5,905	2,962	2,943	99.4	100.0	100.0	
Central city..	4,833	2,398	2,435	101.5	81.8	81.0	+0.8
Ring.....	1,072	564	508	90.1	18.2	19.0	-0.8
North Central							
White.....	38,698	27,718	10,980	39.6	100.0	100.0	
Central city..	11,326	13,793	-2,467	-17.9	29.3	49.8	-20.5
Ring.....	27,372	13,925	13,447	96.6	70.7	50.2	+20.5
Nonwhite.....	5,944	3,245	2,699	83.2	100.0	100.0	
Central city..	5,318	2,849	2,469	86.7	89.5	87.8	+1.7
Ring.....	627	396	231	58.3	10.5	12.2	-1.7
South							
White.....	35,362	21,183	14,179	66.9	100.0	100.0	
Central city..	11,236	11,144	92	0.8	31.8	52.6	-20.8
Ring.....	24,126	10,039	14,087	140.3	68.2	47.4	+20.8
Nonwhite.....	10,794	5,253	5,541	105.5	100.0	100.0	
Central city..	7,137	3,818	3,219	82.2	66.1	74.6	-8.5
Ring.....	3,658	1,335	2,323	174.0	33.9	25.4	+8.5
West							
White.....	35,682	18,403	17,279	93.9	100.0	100.0	
Central city..	9,388	7,990	1,398	17.5	26.3	43.4	-17.1
Ring.....	26,294	10,413	15,881	152.5	73.7	56.6	+17.1
Nonwhite.....	4,330	1,732	2,598	150.0	100.0	100.0	
Central city..	2,859	1,190	1,669	140.3	66.0	68.7	-2.7
Ring.....	1,470	542	928	171.2	34.0	31.3	+2.7

^a 1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-2.

The white population of central cities in the South would remain essentially the same in 1985 as in 1960. The 92,000 more white persons in these central cities would represent a gain of less than 1 percent. In contrast, white suburban population would grow by 140 percent--from 10.0 million persons in 1960 to 24.1 million in 1985. Nonwhites in central cities would increase by 3.2 million--from 3.9 million to 7.1 million by 1985--a gain of 82 percent. Nonwhite suburban population would grow even faster at a rate of 174 percent--from 1.3 million in 1960 to 3.7 million in 1985.

The West is the only region in which white population in central cities would increase significantly. In 1960 whites in these cities numbered 8 million and they would grow by 1.4 million to 9.4 million by 1985--a growth of 18 percent. White population growth in the suburbs, however, would greatly outstrip central city growth, for white ring population would grow by 152 percent, rising from 10.4 million in 1960 to 26.3 million in 1985. Nonwhite metropolitan population in the West would also show impressive gains. The 2.9 million nonwhites in these central cities by 1985 would represent a gain of 1.7 million or 140 percent over their 1960 number. The percent gain of nonwhites in the ring would also be large--171 percent--representing an increase of 928,000 over the 1960 level of 542,000.

The patterns of change just described would result in population redistribution of whites and nonwhites in respect to central city and ring residence. As was mentioned above, by 1985 only 30 percent of white metropolitan residents would live in central cities, whereas 75 percent of nonwhites would. In the Northeast one-third of white persons in SMSA's would live in central cities, a drop of 13.5 percentage points over 1960. The ring-central city residence patterns of nonwhites, however, would change very little, with 82 percent living in central cities by 1985 compared with 81 percent in 1960. In the North Central states less than three-tenths (29 percent) of white metropolitan residents would be in the ring by 1985--a drop of 20.5 percentage points over the 1960 level of 50 percent. In contrast, nonwhite residential concentration in central cities would increase slightly (by 1.7 percentage points) and by 1985, 89 percent of nonwhite persons living in SMSA's would reside in central cities. In 1960, 53 percent of Southern metropolitan whites resided in central cities, but, by 1985, this would have dropped by 21 percentage points to 32 percent with 68 percent residing in the ring. Nonwhite concentration in central cities would also decline, but not as dramatically. In 1960, 75 percent of nonwhites in Southern metropolitan areas resided in central cities; by 1985, 66 percent would reside there. In the West 43 percent of white SMSA inhabitants lived in central cities in 1960; by 1985, 26 percent, the smallest percent for any region, would be central city residents. Nonwhite SMSA residents in the West were least concentrated in central cities of any region in 1960; 69 percent of them lived in central cities in 1960 and 66 percent would live there in 1985.

Table III-6 PERCENTAGE OF POPULATION OF REGION RESIDING IN SMSA'S^{a/} AND RESIDING IN CENTRAL CITIES BY COLOR, 1960 AND PROJECTED 1985

Region	1960						1985					
	SMSA's			Central Cities			SMSA's			Central Cities		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
Total.....	63.0	62.8	64.4	32.5	30.1	50.5	70.6	69.4	78.3	26.0	20.9	58.4
Northeast.....	79.1	78.0	93.9	38.8	35.9	76.0	80.9	79.2	94.5	31.3	25.8	77.4
North Central..	60.0	57.7	89.7	32.2	28.7	78.8	67.9	65.3	91.5	25.3	19.1	81.9
South.....	48.1	48.7	45.7	27.4	25.6	34.1	58.5	57.0	63.9	23.3	18.1	42.2
West.....	71.8	71.2	77.9	32.7	30.9	53.5	81.6	80.7	89.6	25.0	21.2	59.1

^{a/}1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-2.

In 1960 nonwhites were slightly more concentrated in metropolitan areas than whites and considerably more concentrated in central cities than was the white population. Sixty-three percent of whites lived in SMSA's in 1960, while 64 percent of nonwhites did. Thirty percent of all whites resided within central cities of SMSA's while half of all nonwhites in the country (51 percent) lived in central cities. (See Table III-6.) These summary figures mask considerable regional variation, however.

In the Northeast region, 78 percent of whites lived within SMSA's and 36 percent lived within central cities; whereas 94 percent of nonwhites in the region lived within SMSA's and three-quarters of them (76 percent) lived in central cities. The West had the second highest concentrations of white population in SMSA's and in central cities, with 71 percent living in SMSA's and 31 percent in central cities. In this region, 78 percent of nonwhites lived in SMSA's, and 54 percent in central cities. The North Central states were third in rank order of concentration of whites in SMSA's and central cities, but second in rank for nonwhites in SMSA's, and first in rank for nonwhites residing in central cities. Whereas 58 percent of whites in this region lived in metropolitan areas and 29 percent were in central cities, 90 percent of all nonwhites in the region were metropolitan and 79 percent resided in central cities--the highest concentration of nonwhites in central cities for any area. For both white and nonwhite population, the South was the least metropolitanized of any region in 1960. Forty-nine percent of the region's white population were residents of metropolitan areas and 26 percent of central cities. The South was the only region in which nonwhites were less concentrated in metropolitan areas than were whites, for 46 percent of nonwhites inhabited metropolitan areas in the South in 1960. But the nonwhites were more concentrated in central cities in this region than were whites, with one-third (34 percent) of the regional nonwhite population living in these areas.

By 1985, according to the projections, there would be an increase in the proportion of the white population residing in metropolitan areas, but a marked decline in those inhabiting central cities. By 1985, 69 percent of the whites would be resident in SMSA's, but only 21 percent would be in central cities. In contrast, the proportion of nonwhites in both metropolitan areas and in central cities would have risen, with 78 percent living in SMSA's and 58 percent in central cities. Between 1960 and 1985, the metropolitan and central city concentration of nonwhites relative to whites would become even more pronounced. While the proportion of whites in SMSA's would increase by 10 percent, that of nonwhites would rise by 22 percent. Similarly, while the proportion of whites in central cities would decline by 31 percent, that of nonwhites would go up by 16 percent.

The Northeast would have become second in rank in terms of metropolitanization of the white population (losing first position to the West), with 79 percent of whites in the region living in SMSA's; but the region

would remain the most metropolitanized in respect to nonwhites, with 94 percent living in SMSA's. The whites in the Northeast would show the highest concentration in central cities--26 percent--of any region, while 77 percent of nonwhites would reside in central cities. By 1985, the highest concentration of whites in SMSA's would be in the West where 82 percent of them would live in SMSA's and 21 percent of them would live in central cities. Ninety percent of the nonwhites in the West would reside in SMSA's and 59 percent would live in central cities.

In the North Central states 65 percent of whites would live in metropolitan areas and 19 percent in central cities, compared with 92 percent of nonwhites who would live in SMSA's and 82 percent inhabiting central cities. The South by 1985 would still be the least metropolitanized region both for whites and nonwhites with 57 percent of the whites living in metropolitan areas and 18 percent in central cities; whereas 64 percent of the nonwhites would live in metropolitan areas and 42 percent in central cities.

In summary, by 1985, each region would have experienced increases both in the proportion of whites and nonwhites residing in SMSA's so that, by that date, every region would have both more than half of its white and more than half of its nonwhite inhabitants residing in SMSA's. However, the projected trends in respect to proportions of whites and nonwhites living in central cities would diverge. In each region, a smaller proportion of whites would reside in central cities in 1985 than in 1960, while the opposite would be the case for nonwhites--in each region a larger proportion of nonwhites would live in central cities in 1985 than in 1960.

The projected patterns of residence would, of course, change the color composition of central city and SMSA ring population. In 1960, 88 percent of the persons in metropolitan areas were white and 12 percent were nonwhite. By 1985, 85 percent would be white and 15 percent would be nonwhite. Central cities of SMSA's in 1960 were 82 percent white and 18 percent nonwhite. (See Table III-7.) In contrast, by 1985, only 69 percent would be white and 31 percent would be nonwhite, a shift of 13 percentage points. The color composition of the metropolitan suburban ring population would change very little. Nonwhites made up 5.2 percent of the ring population in 1960, and would comprise 6.1 percent of it by 1985--even though, as has been noted earlier, the absolute number of nonwhites in the ring would increase by 4.0 million. (See Table III-5.)

Within each region nonwhites would constitute a larger proportion of central city populations in 1985 than in 1960. In the Northeast, nonwhites would change from 14 to 26 percent of the central city population; from 17 to 32 percent in the North Central region; from 26 to 39 percent in the South; and from 13 to 23 percent in the West. In contrast, the proportionate share of nonwhites who make up of the population of the ring would change very little in each region. In

Table III-7 COLOR COMPOSITION OF METROPOLITAN AREAS^{1/}, CENTRAL CITIES, AND SMSA RINGS BY REGION, 1960 AND PROJECTED 1985

Residence and Color	United States			Northeast			North Central			South			West		
	1985	1960	Change	1985	1960	Change	1985	1960	Change	1985	1960	Change	1985	1960	Change
SMSA.....	100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0	
White.....	84.9	88.3	-3.4	87.5	91.6	-4.1	86.7	89.5	-2.8	76.6	80.1	-3.5	89.2	91.4	-2.2
Nonwhite....	15.1	11.7	+3.4	12.5	8.4	+4.1	13.3	10.5	+2.8	23.4	19.9	+3.5	10.8	8.6	+2.2
Central City..	100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0	
White.....	69.3	82.2	-12.9	73.6	86.2	-12.6	68.0	82.9	-14.9	61.2	74.0	-12.8	76.7	87.0	-10.3
Nonwhite....	30.7	17.8	+12.9	26.4	13.8	+12.6	32.0	17.1	+14.9	38.8	26.0	+12.8	23.3	13.0	+10.3
SMSA Ring.....	100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0		100.0	100.0	
White.....	93.9	94.8	-0.9	96.3	96.9	-0.6	97.8	97.2	+0.6	86.8	88.3	-1.5	94.7	95.1	-0.4
Nonwhite....	6.1	5.2	+0.9	3.7	3.1	+0.6	2.2	2.8	-0.6	13.2	11.7	+1.5	5.3	4.9	+0.4

^{1/}1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-2.

the Northeast they would increase 0.6 percentage points, in the South by 1.5 percentage points, and in the West by 0.4 percentage points. In the North Central states the proportion of nonwhites in the suburbs would decline by 0.6 percentage points.

IV. Changing Age Structure

--Rise in Young Workers and Elderly

AGE PROJECTIONS FOR THE NATION AND METROPOLIS BY REGION

FOR PLANNING SOCIAL POLICY projected changes in the color composition and in the age structure of the metropolitan population and its components are of fundamental importance. Projections were made of the age structure of the metropolitan population in terms of the following broad age classifications:

- youth--under 15 years of age
- labor force--15 to 64 years of age--further composed of:
 - youthful labor force--15 to 44 years of age
 - older labor force--45 to 64 years of age
- elderly--65 years and over

These broad age classes are analytically important in terms of stages in the life cycle, dependency burdens, education, assimilation of youthful workers into the labor force, the size of the older labor force, and provision of services for the aged population.

While it might be desirable to have the youthful labor force group further divided so as to separate high school and college age populations, these groupings will provide a picture of the magnitude of new workers that will need to be absorbed into the working force. Appendix Tables A-3 and A-7 contain figures on the 1960 and projected 1985 population by these age groups and Appendix Table B-3 shows the absolute number of persons to be added or lost to each age class between 1960 and 1985. Since focus here is on the relative changes, Table IV-1 shows the percentage change in each age class by region for metropolitan and nonmetropolitan population.

While the total population would increase by 41 percent during the 25-year period, the largest proportionate increase would occur in the young labor force ages (15-44), which would increase by 57 percent. (See Table IV-1.) The next largest increase would take place in the aged population which would increase by 51 percent. Reflecting the assumption of lowered fertility, persons under 15 would increase by 30 percent; and reflecting the aging of the small cohort born during the depression of the 1930's, the older labor force ages would increase by 19 percent.

All ages combined in the metropolitan population would increase by 58 percent. Persons aged 15 to 44 and those aged 65 & over would increase by about the same degree--74 percent and 76 percent. The population of youth would increase by 49 percent and the older labor force ages (45 to 64) would increase by 31 percent. The total non-metropolitan population, in contrast, would increase by only 11 percent and the increases would be uneven for the various age groups.

There would be practically no change in the population under 15 years of age (0.6 percent). The labor force ages would increase by 17 percent, but this would be the net result of an increase of 27 percent in the young labor force ages and a decrease of 3.1 percent in the older labor force ages. Persons over 65 would increase by 16 percent.

Table IV-1 PROJECTED PERCENT CHANGE IN POPULATION 1960-1985 BY BROAD AGE GROUPS, FOR TOTAL UNITED STATES AND REGIONS BY METROPOLITAN^{a/} STATUS

Region and Metropolitan Status	Age					
	All Ages	Under 15	15 - 64			65 & Over
			Total	15-44	45-64	
United States.....	40.6	30.5	44.3	57.2	19.0	50.8
Metropolitan.....	57.8	49.1	59.7	74.0	31.4	75.5
Nonmetropolitan...	11.4	0.6	16.6	26.7	-3.1	16.4
Northeast.....	31.0	25.7	31.5	44.9	7.8	42.5
Metropolitan.....	33.9	30.1	33.4	47.9	8.4	47.7
Nonmetropolitan...	20.0	10.1	23.9	33.6	5.2	25.6
North Central.....	27.3	17.7	31.7	45.5	5.4	31.9
Metropolitan.....	44.2	33.9	47.1	61.5	18.5	62.2
Nonmetropolitan...	2.0	-6.8	7.4	19.4	-14.4	-0.3
South.....	43.5	29.5	48.2	58.5	26.2	65.6
Metropolitan.....	74.6	60.1	77.2	87.9	53.2	116.8
Nonmetropolitan...	14.8	2.1	19.8	28.9	1.6	28.6
West.....	74.8	62.9	80.6	93.8	52.3	78.3
Metropolitan.....	98.7	88.3	103.1	117.7	71.8	105.5
Nonmetropolitan...	13.9	3.1	20.1	29.1	1.2	15.0

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-3.

The Northeastern and North Central states would show the smallest percentage increases. In the metropolitan areas of the Northeast the population would increase by 34 percent--but there would be considerable variation by age. Young persons would increase by 30 percent and persons of labor force age would increase by 33 percent. The young labor force ages would show large gains, increasing by 48 percent; whereas the older labor force would expand by only 8.4 percent. The number of older persons would increase by 48 percent. Nonmetropolitan population in the Northeast would increase by 20 percent and the pattern of changes by age would be similar to those in the metropolitan popu-

lation, although the increases would be less. Persons under 15, however, would increase by only 10 percent.

Metropolitan population in the North Central states would increase by 44 percent. The youngest age group would increase by about one-third (34 percent), while the labor force ages would increase by almost one-half (47 percent). As in the Northeast, however, this increase would be composed of a large increase in persons aged 15 to 44 (62 percent) and a moderate increase (18 percent) in persons 45 to 64. The population over 65 would rise by almost two-thirds (62 percent). In contrast, the nonmetropolitan population in the North Central states would change very little, growing by only 2 percent over the 25 year period. Decreases would take place in three of the four age groups--persons under 15 decreasing by 7 percent, persons 45 to 64 decreasing by 14 percent; and persons 65 and over decreasing by 0.3 percent. Only the young working ages would show an increase, with persons 15 to 44 increasing by 19 percent.

The total population in the South would, between 1960 and 1985, increase by 44 percent, while metropolitan population in the South would increase by 75 percent. The oldest age group would show the largest percentage increase--more than doubling in size (117 percent). Young persons would increase by 60 percent, the youthful labor force ages by 88 percent, and older workers by 53 percent. Nonmetropolitan population in the South would increase by 15 percent, but the increase would be quite uneven by age. Young persons and persons 45 to 64 would remain about the same, growing by 2.1 and 1.6 percent, respectively. Persons of labor force age, however, would grow by 20 percent, reflecting largely the 29 percent increase in persons aged 15 to 44. Persons 65 and older would also increase by 29 percent.

The West would show the largest total population increase, with the regional population increasing by 75 percent and the population in metropolitan areas almost doubling (99 percent). The population under 15 would grow by 88 percent, while the number of persons 15 to 44 and the elderly would more than double, growing by 118 and 106 percent, respectively. As in the South, the metropolitan areas of the West would also show sizeable gains in persons in the older labor force ages. Nonmetropolitan population in the West, as in the South and Northeast, would show moderate increases in the 15 to 44 and elderly age groups, and essentially no change in the youth and 45 to 64 year old groups.

In the country as a whole and in each region, the percentage growth of nonwhite population would exceed that of the white population. This differential would hold for each age group, in each region, with only two exceptions. The exceptions would occur only in the South. Here the growth in white persons 45 to 64 and the elderly would exceed that in comparable ages among nonwhites. (See Table IV-2.)

For the population under 15 years of age, the white-nonwhite differences in growth would be marked. For the country as a whole, white youth would increase by 26 percent while nonwhite youth would rise by

60 percent. In the Northeast young whites would increase by 19 percent whereas nonwhites would increase by 104 percent. In the North Central states young whites would increase by 12 percent and nonwhites by 75 percent. In the South white youths would increase by 28 percent and nonwhites by 34 percent. Finally, in the West, young whites would rise by 58 percent while nonwhites under 15 would more than double, growing by 115 percent.

Table IV-2 PROJECTED PERCENT CHANGE IN POPULATION 1960-1985 BY BROAD AGE GROUPS BY COLOR FOR TOTAL UNITED STATES AND REGIONS

Region and Color	Age					65 & Over
	All Ages	Under 15	15 - 64		65 & Over	
			Total	15-44		
United States.....	40.6	30.5	44.3	57.2	19.0	50.8
White.....	37.1	25.9	40.7	52.7	17.5	49.8
Nonwhite.....	68.2	59.5	74.6	91.8	33.5	63.4
Northeast.....	31.0	25.7	31.5	44.9	7.8	42.5
White.....	25.9	18.8	26.8	39.8	4.3	39.5
Nonwhite.....	98.0	103.9	93.0	104.2	65.1	120.9
North Central.....	27.3	17.7	31.7	45.5	5.4	31.9
White.....	23.4	12.5	28.1	41.3	3.1	29.5
Nonwhite.....	79.6	75.3	81.5	97.9	41.8	89.0
South.....	43.5	29.5	48.2	58.5	26.2	65.6
White.....	42.6	27.9	46.0	54.0	29.3	71.7
Nonwhite.....	47.0	34.5	57.4	77.3	12.1	36.4
West.....	74.8	62.9	80.6	93.8	52.3	78.3
White.....	71.1	57.6	77.4	90.5	50.1	76.0
Nonwhite.....	117.5	115.4	117.7	129.5	84.6	131.1

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-3.

Persons in the young labor force ages would show large increases. Indeed, in each region except the South, persons 15 to 44 would show the largest gains, the effect of the post-war cohorts replacing the small cohorts born during the twenties and thirties. White population aged 15 to 44 would rise by 53 percent in the nation as a whole, while nonwhite population in these ages would increase by 92 percent. In the Northeast there would be a 40 percent increase in whites and a 104 percent increase in nonwhites; in the North Central states, 41 percent and 98 percent; in the South, 54 percent and 77 percent; and in the West, 90 percent and 130 percent.

Increases for persons aged 45 to 64 would be less dramatic, with a projected 18 percent increase of whites in these ages and a 34 percent increase of nonwhites. The increases of this age group by color for the regions would be--4 percent and 65 percent for the Northeast; 3.1 and 42 percent for the North Central states; 29 and 12 percent for the South; and 50 and 85 percent for the West. Note that the West in particular may face a problem of absorbing many more older workers into the labor force.

Persons 65 and older would grow by 51 percent during the 25-year projection period, and whites increasing 50 percent and nonwhites 63 percent. Older persons in the Northeast would grow by 42 percent, 40 percent for whites and 121 percent, more than a doubling for nonwhites. In the North Central states, whites would grow by 30 percent and nonwhites by 89 percent; in the South, increases by color would be 72 percent for whites and 36 percent for nonwhites; and in the West, 76 and 131 percent. Thus, each region, except the South, would show very large increases in nonwhite senior citizens, and the South and West would, also, experience large gains in older white population.

Population changes by age and color within the metropolitan population would, in general, follow the same patterns as those just described for the total population--metropolitan and nonmetropolitan together. Growth rates would, however, vary by age class. As was the case with the total population, percentage increases in nonwhites would be larger than comparable increases for whites in all but two cases (persons 45 to 64, and 65 and older, in the South); and all changes would be positive; that is, no age group would decline in size over the 25-year period. The details of the absolute changes in prospect are given in Table B-3 in Appendix B; the discussion here, however, will focus on percentage changes.

In general, the largest percentage gains would occur, as they would for the total population of the regions, in the young labor force ages. Next in percentage gain would be the population 65 and over, with the smallest gains occurring in the older labor force ages of 45 to 64 years of age. (See Table IV-3.)

The metropolitan white population under 15 years of age would grow by 41 percent from 1960 to 1985 in contrast to an increase of 101 percent in nonwhites of this age class. In the Northeast whites of this age group in metropolitan areas would grow by 22 percent, and nonwhites by 105 percent; in the North Central states, the increases would be 28 and 78 percent; in the South, 50 and 95 percent; and in the West, 81 and 154 percent.

Persons 15 to 44 years of age in metropolitan areas would grow by 74 percent, with whites increasing by 67 percent and nonwhites by 124 percent. The color differentials would be maintained over the regions. In the Northeast, whites in this age group would increase by 42 percent, contrasted to 106 percent, more than a doubling among nonwhites. In the North Central region, whites would grow by 57 percent, whereas nonwhites would double here, also--growing by 101 percent. In the South

whites would increase by 77 percent and nonwhites by 136 percent, and in the West the increases would be 114 percent for whites and 159 percent for nonwhites.

Table IV-3 PROJECTED PERCENT CHANGE IN POPULATION 1960-1985 FOR METROPOLITAN^a POPULATION, BY COLOR BY BROAD AGE GROUPS FOR TOTAL UNITED STATES AND REGIONS

Region and Color	Age					65 & Over
	All Ages	Under 15	15 - 64			
			Total	15-44	45-64	
United States.....	57.8	49.1	59.7	74.0	31.4	75.5
White.....	51.6	40.9	53.9	67.2	28.2	72.1
Nonwhite.....	104.5	100.7	105.5	123.9	60.4	118.8
Northeast.....	33.9	30.1	33.4	47.9	8.4	47.7
White.....	27.9	22.0	27.9	41.8	4.4	44.2
Nonwhite.....	99.4	105.4	94.3	106.4	64.9	123.7
North Central.....	44.2	33.9	47.1	61.5	18.5	62.2
White.....	39.6	27.6	42.8	56.7	16.1	59.6
Nonwhite.....	83.2	78.5	84.5	101.3	44.0	100.6
South.....	74.6	60.1	77.2	87.9	53.2	116.8
White.....	66.9	49.6	69.3	76.6	53.3	117.8
Nonwhite.....	105.5	95.3	111.5	136.4	52.9	111.7
West.....	98.7	88.3	103.1	117.7	71.8	105.5
White.....	93.9	81.1	99.2	113.5	68.9	102.2
Nonwhite.....	150.0	153.9	145.7	158.7	109.2	176.3

^a1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-3.

Growth in the older labor force ages would be less pronounced, but the color differences in the growth rates would still be marked. While the white metropolitan population 45 to 64 would be increasing by 28 percent, the nonwhite metropolitan population of the same age would increase by 60 percent. White persons in this age group would increase very little in SMSA's of the Northeast--4.4 percent--while nonwhites would grow by 65 percent. In the North Central states, white population of these ages would grow 16 percent and nonwhite, 44 percent; in the South, whites 44 to 64 years of age in metropolitan areas would

grow by 53 percent and nonwhites would also increase by 53 percent. In the SMSA's of the West, both whites and nonwhites of these ages would show larger gains than in the other regions, increasing by 69 percent and by 109 percent, respectively.

Sizable percentage increases in the oldest age group would occur in metropolitan areas, particularly among nonwhites. Whites 65 years and older in SMSA's would rise by 72 percent in the nation as a whole, while nonwhites would be increasing by 119 percent. In the Northeast, the changes would involve a 44 percent increase among whites and a 124 percent increase among nonwhites. In the North Central states whites at the oldest ages residing in metropolitan areas would increase by 60 percent and nonwhites would more than double (101 percent). In the South the increases would be 118 percent for whites and 112 percent for nonwhites; and in the West whites would increase by 102 percent while nonwhites increased by 176 percent.

Table IV-4 TOTAL DEPENDENCY RATIOS OF REGIONS BY COLOR AND METROPOLITAN^{a/} STATUS, 1960 AND PROJECTED 1985

Region and Metropolitan Status	1960			1985		
	Total	White	Nonwhite	Total	White	Nonwhite
Total U.S. Population....	68	66	78	63	62	71
Metropolitan.....	64	63	70	62	61	69
Nonmetropolitan.....	74	72	93	66	65	79
Northeast.....	63	63	61	62	62	65
Metropolitan.....	61	61	61	61	61	65
Nonmetropolitan.....	71	72	64	66	66	66
North Central.....	70	70	73	65	64	72
Metropolitan.....	66	66	72	63	62	71
Nonmetropolitan.....	76	76	81	67	67	76
South.....	69	66	86	64	62	73
Metropolitan.....	65	63	75	63	60	70
Nonmetropolitan.....	74	68	96	66	64	80
West.....	67	67	71	62	61	70
Metropolitan.....	65	65	67	61	60	69
Nonmetropolitan.....	74	73	86	65	64	79

^{a/}1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; Appendix A, Table A-3.

Table IV-5 YOUTH DEPENDENCY RATIOS OF REGIONS BY COLOR AND METROPOLITAN^{a/} STATUS, 1960 AND PROJECTED 1985

Region and Metropolitan Status	1960			1985		
	Total	White	Nonwhite	Total	White	Nonwhite
Total U.S. Population....	52	50	67	47	45	61
Metropolitan.....	50	49	61	47	44	60
Nonmetropolitan.....	56	54	79	48	46	66
Northeast.....	46	46	53	44	43	56
Metropolitan.....	45	44	53	44	42	56
Nonmetropolitan.....	52	52	54	46	46	56
North Central.....	54	53	64	48	46	62
Metropolitan.....	52	51	64	48	46	61
Nonmetropolitan.....	55	55	66	48	48	63
South.....	55	51	73	48	45	62
Metropolitan.....	53	50	65	48	44	60
Nonmetropolitan.....	58	52	81	49	45	67
West.....	53	52	63	48	46	62
Metropolitan.....	51	50	59	47	46	61
Nonmetropolitan.....	58	57	76	50	49	70

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-3.

Thus, the metropolitan population in particular will face problems of absorbing many new workers into the labor force, many of them nonwhite; and they will, also, face large increases in senior citizens with attendant needs for medical and other services.

A convenient analytic method for summarizing age structure consists of looking at dependency ratios, that is the ratio of age groups not normally in the work force to those of working age. Here two such ratios will be examined--total dependency¹³ and youth dependency.¹⁴ In a rough way these show the burden of support to be borne by the working age population.

¹³ $\frac{\text{Persons under 15 and persons 65 and older}}{\text{Persons 15 to 64}} \times 100$

¹⁴ $\frac{\text{Persons under 15}}{\text{Persons 15 to 64}} \times 100$

Between 1950 and 1960, total and youth dependency rose significantly. In 1950, the total dependency ratio for the country as a whole was 54 per 100, by 1960 it was 68 per 100. Youth dependency in 1950 was 41 per 100, and in 1960 it was 52 per 100. Thus, total dependency rose 26 percent between 1950 and 1960, and youth dependency rose 27 percent during that period.

A comparable rise between 1960 and 1985 is not indicated by the projections; indeed, according to these projections total dependency for the nation would drop to 63, a decline of 7.4 percent; and youth dependency would decline from 52 to 47 between 1960 and 1985, a decrease of 9.6 percent. (See Tables IV-4 and IV-5.)

Total dependency for whites would drop from 66 to 62, and for nonwhites, from 78 to 71 during the 25-year period. Youth dependency among whites would decline from 50 to 45 and among nonwhites, from 67 to 61.

The total dependency ratio would drop in each region, although the drop in the Northeast would be only 1 per 100 (from 63 to 62). In each other region, the ratio would decline by 5 percentage points. Youth dependency would decline in each region, but the drop in the Northeast would be smallest (46 to 44) and it would be largest in the South (55 to 48).

The white total dependency ratio would remain almost constant in the Northeast--63 as compared to 62--and would show a moderate drop in each of the other regions--from 70 to 64 in the North Central states, from 66 to 62 in the South, and from 67 to 61 in the West. The regional pattern for nonwhites would be rather different. Total dependency for nonwhites would increase from 61 to 65 in the Northeast; it would remain almost constant in the North Central states (dropping from 73 to 72) and in the West (dropping from 71 to 70); and it would drop 13 percentage points in the South from 86 in 1960 to 73 by 1985.

Youth dependency ratios would follow a similar pattern by region and color as just described. White youth dependency would drop in each region--from 46 to 43 in the Northeast, from 53 to 46 in the North Central region, from 51 to 45 in the South, and from 52 to 46 in the West. Nonwhite youth dependency would rise slightly in the Northeast, from 53 to 56; decline slightly in the North Central and Western states --from 64 to 62 and from 63 to 62, respectively; and drop considerably in the South; from 73 to 62.

In general the patterns just described would apply to the metropolitan and nonmetropolitan populations looked at separately, with the important exception that the projected declines are more pronounced for the nonmetropolitan than for the metropolitan population. This is seen most dramatically for nonwhite persons in nonmetropolitan areas in the South. Nonwhite nonmetropolitan total dependency in the South would decline from 96 in 1960 to 80 in 1985, and youth dependency for this group would drop from 81 to 67.

Table IV-6 PROJECTED PERCENT CHANGE IN POPULATION BY BROAD AGE GROUPS OF REGIONS BY COLOR FROM 1960 TO 1985 FOR COMPONENT PARTS OF METROPOLITAN^{a/} AREAS

Age Class and Region	Total SMSA			Central City			SMSA Ring		
	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white
All Metropolitan Areas									
All Ages.....	57.8	51.6	104.5	12.7	-5.1	94.5	105.9	104.0	140.7
Under 15 years.....	49.1	40.9	100.7	13.9	-8.5	91.8	81.1	77.9	131.4
15-64 years.....	59.7	53.9	105.5	12.0	-4.9	94.9	112.4	110.7	145.5
15-44 years.....	74.0	67.2	123.9	24.9	4.9	112.4	125.2	122.9	167.0
45-64 years.....	31.3	28.2	60.4	-11.5	-21.9	52.5	84.7	84.4	91.3
65 years & over.....	75.5	72.1	118.8	13.3	3.0	108.7	164.5	164.9	154.6
Northeast									
All Ages.....	33.9	27.9	99.4	5.7	-9.6	101.5	60.9	60.0	90.1
Under 15 years.....	30.1	22.0	105.4	11.9	-9.0	106.8	44.6	42.8	98.9
15-64 years.....	33.4	27.9	94.3	3.4	-11.1	96.2	63.8	63.0	85.7
15-44 years.....	47.9	41.8	106.4	17.4	0.7	107.8	77.0	76.2	100.0
45-64 years.....	8.4	4.4	64.9	-19.0	-28.8	67.5	38.9	38.5	53.3
65 years & over.....	47.7	44.2	123.7	5.0	-3.4	130.3	99.5	99.6	100.0
North Central									
All Ages.....	44.2	39.6	83.2	0.0	-17.9	86.7	95.5	96.6	58.3
Under 15 years.....	33.9	27.6	78.5	0.8	-22.0	81.8	65.9	66.2	54.5
15-64 years.....	47.1	42.8	84.5	-0.2	-17.3	87.8	104.2	105.5	60.1
15-44 years.....	61.5	56.7	101.3	12.6	-7.5	104.6	116.8	118.0	76.1
45-64 years.....	18.5	16.1	44.0	-23.2	-33.9	46.8	76.5	77.9	23.2
65 years & over.....	62.3	59.6	100.6	-0.9	-11.2	106.9	172.5	174.8	65.2
South									
All Ages.....	74.6	66.9	105.5	22.0	0.8	82.2	144.3	140.3	174.0
Under 15 years.....	60.1	49.6	95.3	17.2	-8.1	74.5	111.6	105.4	150.5
15-64 years.....	77.2	69.3	111.5	22.3	1.3	86.4	151.8	147.2	189.4
15-44 years.....	88.0	76.6	136.4	32.7	6.8	109.1	159.1	151.7	219.2
45-64 years.....	53.2	53.3	52.9	0.5	-9.6	34.2	133.7	136.0	114.5
65 years & over.....	116.7	117.8	111.7	38.3	26.6	87.1	249.4	257.1	188.0
West									
All Ages.....	96.7	93.9	150.0	33.4	17.5	140.3	153.4	152.5	171.2
Under 15 years.....	88.3	81.1	153.9	36.3	15.0	147.8	124.4	122.0	166.0
15-64 years.....	103.1	99.2	145.7	33.8	19.2	134.7	163.6	163.1	170.9
15-44 years.....	117.7	113.5	158.7	47.3	30.6	148.5	174.8	174.4	181.2
45-64 years.....	71.8	66.9	109.2	8.3	-1.6	97.4	136.6	136.4	139.0
65 years & over.....	105.5	102.2	176.3	23.0	14.2	161.8	207.7	207.4	219.0

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1B, Table 1; and Appendix A, Table A-4.

AGE ANALYSIS--CENTRAL CITY AND RING

Projected changes in age composition of the population in central cities as compared with suburban areas (SMSA ring) have important implications for the size and structure of the labor supply and for public and private services needed for different population age groups. Table IV-6 contains projected changes from 1960 to 1985 for broad age classes by color and for central cities and for SMSA rings.

In central cities total population would grow by 13 percent, the net result of a decrease of 5.1 percent in white population and an increase of 94 percent in nonwhite population. Each age group in the central city would show increases except for persons aged 45 to 64. They would decline by 12 percent, reflecting the aging of small cohorts born during the 1930's. However, patterns of change by color would differ greatly. Whites in two of the four broad age groups would decline in number from 1960 to 1985: white persons under 15 would decline by 8.5 percent and persons in the older working ages would decline by 22 percent. There would, however, be a 4.9 percent increase in white persons 15 to 44 and a 3 percent increase in those 65 and older.

In contrast, the number of nonwhites in each age class would show sizable increases. Persons under 15 would almost double--growing by 92 percent. Nonwhites of labor force age would show a similar increase of 95 percent, but this would comprise an increase of 112 percent in the younger ages (15 to 44) and a lesser change--52 percent--of persons aged 45 to 64. Nonwhites over 65 would more than double, increasing by 109 percent.

The patterns by region are, of course, affected by the magnitude of change for all ages for each region. All persons under 15 in central cities would increase by 12 percent in the Northeast; 17 percent in the South and 36 percent in the West. In the North Central region, the number of persons in this age group in central cities would remain almost constant (0.8 percent increase). However, in every area except the West, these changes would be the net result of declines in white youth and sizable increases in nonwhite youth under 15 years of age. Thus, in the Northeast, whites in central cities would decline by 9.0 percent while nonwhites would increase by 107 percent; in the North Central states, whites would decline by 22 percent while nonwhites would increase by 82 percent; and in the South whites would decrease by 8.1 percent while nonwhites would increase by 74 percent. Whites under 15 would increase by 15 percent in central cities in the West, while nonwhites rose by 148 percent. Central city population in the labor force ages would increase in each region except the North Central states; and the changes in this age group would follow closely the regional changes for all ages. As has been noted above, however, the age group 15 to 44 would follow a different pattern of change from the older labor force age group. Thus, in the Northeast and North Central states all persons 15 to 44 years of age would increase in central cities, while persons 45 to 64 would decrease; and in the South and West, where both age groups would experience increases, the increases for the younger labor force group would be much larger than for the older.

Table IV-7 TOTAL DEPENDENCY RATIOS FOR COMPONENT PARTS OF METROPOLITAN AREAS OF REGIONS BY COLOR: 1960 AND PROJECTED 1985

Region	Total SMSA				Central City				SMSA Ring									
	1960		1985		1960		1985		1960		1985							
	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white						
Total SMSA Population	64	63	70	62	61	69	61	59	69	62	59	68	67	67	75	62	62	72
Northeast	61	61	61	61	61	65	57	56	61	60	59	65	65	65	61	62	62	65
North Central	66	66	72	63	62	71	63	62	72	64	60	71	70	70	74	63	63	72
South	65	63	75	63	60	70	63	60	73	63	59	69	67	65	83	62	61	73
West	65	65	67	61	60	69	61	61	64	61	59	68	68	68	72	61	61	72

^{a/}1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-4.

Table IV-8 YOUTH DEPENDENCY RATIOS FOR COMPONENT PARTS OF METROPOLITAN^a/AREAS OF REGIONS BY COLOR: 1960 AND PROJECTED 1985

45

Region	Total SMSA				Central City				SMSA Ring									
	1960		1985		1960		1985		1960		1985							
	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white	Total White	Non-white						
Total SMSA Population	50	49	61	47	44	60	45	42	60	46	41	59	55	55	66	47	46	62
Northeast	45	44	53	44	42	56	40	38	53	43	39	56	51	51	52	45	44	55
North Central	52	51	64	48	46	61	47	44	64	48	41	62	59	59	64	48	48	61
South	53	50	65	48	44	60	50	46	62	48	42	58	57	55	73	48	46	63
West	51	50	59	47	46	61	45	43	57	46	42	60	56	56	65	48	47	64

^a 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-4.

Once again, changes in age groups in the central cities would be quite different for whites and nonwhites. Thus, in each region, even in the South and West, whites in the older labor force ages would decrease (ranging from a decline of 34 percent in the North Central region to a decline of 1.6 in the West). In contrast, central city nonwhites 45 to 64 years would increase in each region; and in Western central cities these older nonwhites would almost double.

Central city populations 65 and older would increase in each region, except in the North Central states where they would experience a 0.9 percent decrease. White population in this age class would decline in central cities of the Northeast and North Central regions but increase in the South and West. Nonwhite population over 65 would show sizable gains (ranging from 87 to 162 percent) in each region.

For both whites and nonwhites, every age group would show increases in the SMSA ring. The age groups 15 to 44 and 65 and older would show the largest gains--for both white and nonwhite population. For the nation as a whole, whites in the suburban areas would increase by 123 percent in the young labor force and childbearing ages (15 to 44) and by 165 percent in the group 65 and older. Nonwhites 15 to 44 years of age would increase by 167 percent and nonwhites over 65 would rise by 155 percent. The gains are largest, of course, in the South and West, although whites in these two age classes would also more than double in the ring of the North Central region. More detail on the numerical changes in population for each age and color group for component parts of SMSA's is presented in Table B-4 of Appendix B.

The composite effect of these projected age changes on the dependency burden of the working age population may be seen by comparing dependency ratios for 1960 and 1985. Total dependency ratios for the component parts of the SMSA are contained in Table IV-7 and the comparable youth dependency ratios in Table IV-8.

Total dependency¹⁵ for all central cities would change hardly at all, being 61 per 100 in 1960 and 62 per 100 in 1985. Dependency in the ring would decline somewhat from 67 to 62. The pattern of essentially no change in central city dependency would also hold for whites and nonwhites respectively; the decreased dependency in the ring would be the result of declines in both white and nonwhite dependency.

Dependency ratios for the central city populations of the Northeast and North Central regions would increase slightly; this pattern would hold for each color group in the Northeast. In central cities of the North Central states, the slight rise in total dependency (from 63 to 64) is comprised of small drops in both the white and nonwhite dependency ratios, and hence, the rise for the total population must result from the shift in color composition. The central city population in the South and West would show no changes in total dependency, although the nonwhite population of central cities in the South would show a

¹⁵ $\frac{\text{Persons under 15 and persons 65 and older}}{\text{Persons 15 to 64}} \times 100$

slight decrease from 73 per 100 to 69 per 100, while in the West, non-white dependency would rise from 64 to 68 per 100.

In each region, total dependency in the SMSA ring would decline between 1960 and 1985--from 65 to 62 in the Northeast, from 70 to 63 in the North Central states, from 67 to 62 in the South, and from 68 to 61 in the West. The ratios for white population would show declines in each region; and the ratios for nonwhite suburban population would decrease in the North Central and Southern regions, from 74 to 72 and from 83 to 73, respectively; they would increase in the Northeast from 61 to 65 and remain constant at 72 per 100 in the West.

By 1985, total dependency for the ring population would be the same as for the central city--a change over the 1960 relationship in which ring dependency exceeded central city dependency by 6 per 100. Dependency ratios for each color group would be slightly higher in the ring, however, than in the central cities.

Youth dependency ratios¹⁶ are displayed in Table IV-8. In central cities, for the country as a whole, the ratio would remain about the same, 45 compared with 46, while white and nonwhite ratios in central cities would each decline one point--from 42 to 41 for whites and from 60 to 59 for nonwhites. The increase in central city youth dependency, then, is a result more of changes in color composition of the cities than of specific changes in age structure.

In the central cities of the Northeast, youth dependency would rise from 40 to 43 per 100, with the white ratio changing from 38 to 39 and the nonwhite from 53 to 56. In the North Central states the ratio for the total population in central cities would increase from 47 to 48, while both the white and nonwhite ratios declined, from 44 to 41 for whites and from 64 to 62 for nonwhites. In the South, the youth dependency ratio for total population would decline from 50 to 48--for whites, from 46 to 42 and for nonwhites, from 62 to 58. Central cities in the West would experience a slight increase in youth dependency rising from 45 to 46, with the white ratio declining from 43 to 42 and the nonwhite ratio increasing from 57 to 60.

Youth dependency among suburban residents would decline markedly over the projected 25-year period, and this would occur for both whites and nonwhites and in each region with the exception of nonwhites in suburban areas of the Northeast where youth dependency would rise slightly. Thus, youth dependency in the suburban population for the nation as a whole would decline from 55 to 47, from 55 to 46 for whites, and from 66 to 62 for nonwhites. Among the regions the largest declines would occur in white dependency, although nonwhite dependency in the ring population in the South would also show a large drop from 73 per 100 in 1960 to 63 per 100 in 1985. By 1985, the youth dependency ratio for the ring population in the South would no longer stand out as exceedingly high relative to the other regions.

¹⁶ $\frac{\text{Persons under 15 years of age}}{\text{Persons 15 to 64}} \times 100$

The relatively small changes in dependency, and especially youth dependency, are of course a direct result of the fertility assumptions used. Should the birth rate not follow the path assumed, then the total dependency ratio for metropolitan United States could range around the figure of 62 presented from a low of 56 to a high of 68. Similarly, the youth dependency ratio for SMSA's could range around the figure of 47 from a low of 40 to a high of 53. For central cities total dependency could range around 62 from a low of 56 to a high of 68, and the suburban (SMSA ring) dependency could range from 56 to 68 around the projected figure of 62. Youth dependency in central cities could range around 46 from a low of 40 to a high of 52, and in suburban rings from a low of 41 to a high of 53 around the projected value of 47.¹⁷

The joint effect of changes in the color composition and age structure of central city and suburban populations may be seen by comparing the proportion of each age class that was nonwhite in 1960 with that implied by the projections for 1985. The changes are most dramatic, of course, for the central city population. Whereas 18 percent of central city population in 1960 was nonwhite for the nation as a whole, by 1985, 31 percent of the central city population would be nonwhite. (See Table IV-9.) In 1985, as in 1960, the largest relative concentration of nonwhites would be in the youngest age group. In 1960, 22 percent of central city residents under 15 years of age were nonwhite, by 1985, 38 percent of them would be. The next largest relative central city concentration in 1985, as in 1960, would be for persons 15 to 44 years of age--the younger labor force ages. In 1960, 19 percent of this age class in central cities were nonwhite; by 1985, 32 percent of them would be nonwhite. The concentration of nonwhites among persons in the older labor force ages would rise 10 percentage points from 14 percent nonwhite in 1960 to 24 percent in 1985. Finally, in 1960, 10 percent of central city persons 65 and older were nonwhite; by 1985, 18 percent of the aged would be nonwhite.

Thus, the school and youthful labor force age groups would in 1985 show the greatest concentrations of nonwhites in central cities. In consequence, problems of education and of absorption of young nonwhites into the labor force will be of even greater importance for central cities in 1985 than in 1960.

¹⁷The high and low values are taken from the "B" and "D" projection series; the projections reported herein are an average of the two. See Appendix E for more details.

Table IV-9 PERCENT OF POPULATION NONWHITE, BY AGE: 1960 AND PROJECTED 1985 OF REGIONS FOR COMPONENT PARTS OF METROPOLITAN^a/AREAS

Region and Age	Percent of Each Age Class Nonwhite					
	SMSA		Central City		SMSA Ring	
	1960	1985	1960	1985	1960	1985
Total						
All Ages.....	11.7	15.1	17.8	30.7	5.2	6.1
Under 15 years....	13.7	18.5	22.4	37.7	5.9	7.5
15-64 years.....	11.3	14.5	17.0	29.5	5.0	5.7
15-44 years.....	12.0	15.5	18.6	31.7	5.2	6.2
45-64 years.....	9.7	11.9	14.0	24.1	4.5	4.6
65 years & over...	7.3	9.1	9.7	17.9	3.8	3.7
Northeast						
All Ages.....	8.4	12.5	13.8	26.4	3.1	3.7
Under 15 years....	9.8	15.4	18.0	33.3	3.2	4.5
15-64 years.....	8.4	12.2	13.5	25.6	3.2	3.6
15-44 years.....	9.3	13.0	15.6	27.6	3.4	3.8
45-64 years.....	6.7	10.1	10.1	20.9	2.8	3.1
65 years & over...	4.4	6.7	6.3	13.9	2.1	2.1
North Central						
All Ages.....	10.5	13.3	17.1	32.0	2.8	2.2
Under 15 years....	12.3	16.4	21.9	39.5	2.9	2.7
15-64 years.....	10.1	12.7	16.2	30.6	2.7	2.1
15-44 years.....	10.8	13.5	17.9	32.6	2.7	2.2
45-64 years.....	8.8	10.7	13.2	25.3	2.6	1.8
65 years & over...	6.4	8.0	8.7	18.2	2.4	1.5
South						
All Ages.....	19.9	23.4	26.0	38.8	11.7	13.2
Under 15 years....	22.9	28.0	30.6	45.6	13.8	16.3
15-64 years.....	18.7	22.3	24.6	37.5	10.7	12.3
15-44 years.....	19.0	23.9	25.4	40.0	10.8	13.3
45-64 years.....	18.1	18.0	23.0	30.7	10.6	9.7
65 years & over...	16.0	15.6	19.3	26.1	10.5	8.6
West						
All Ages.....	8.6	10.8	13.0	23.3	4.9	5.3
Under 15 years....	9.9	13.3	16.0	29.1	5.6	6.6
15-64 years.....	8.5	10.3	12.7	22.3	4.8	5.0
15-44 years.....	9.2	10.9	14.1	23.9	5.2	5.3
45-64 years.....	7.0	8.6	10.0	18.2	4.0	4.1
65 years & over...	4.5	6.1	5.9	12.6	2.8	2.9

^a/1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-4.

The general patterns noted for the country as a whole would take place in each region although the magnitudes, of course, would vary as would the regional concentration of nonwhite population. For example, in 1960, 31 percent of the persons under 15 in Southern central cities were nonwhite; by 1985, 46 percent of them would be. Whereas one-quarter of the young labor force age group was nonwhite in Southern central cities in 1960, by 1985, this proportion would have risen to 40 percent. A dramatic increase in central city nonwhite proportions would also show up in the North Central region. In 1960, 22 percent of the persons under 15 in central cities were nonwhite. By 1985, 40 percent of them would be. In addition, one-third of the persons of young working ages would be nonwhite in central cities of this region. Further detail is shown in Table IV-9. In addition, the percentage distribution of the age structure within component parts of SMSA's by region are contained in Table B-5, Appendix B.

V. Summary: Urban Problems Magnified

POPULATION PROJECTIONS OF THE U.S. BUREAU OF THE CENSUS to 1985 have been used as a framework for projections of metropolitan population and its central city and ring components for white and nonwhite populations classified by age.

MORE PEOPLE IN METROPOLIS

The projections indicate that the population of the United States would continue to become concentrated in metropolitan areas and that the growth of suburban ring populations would exceed that of central cities. By 1985, population residing in SMSA's would have increased to 71 percent as compared with 63 percent in 1960. Population residing in central cities would have decreased to 26 from 32 percent, and that in suburban rings would have increased to 45 percent from 30 percent. Thus, the SMSA's would absorb 90 percent of total population growth in the United States in the 25-year period between 1960 and 1985; and central cities would absorb 10 percent while suburban rings would absorb 79 percent of total national growth.

By 1985, the West would have replaced the Northeast as the most metropolitanized region of the country with 82 percent of its inhabitants concentrated in SMSA's. In the Northeast, 81 percent will be residents of metropolitan areas; in the North Central states, 68 percent, and in the South, 58 percent.

Consistent with the South being the least metropolitanized region in 1985 is the finding that the South would have the largest proportion of its metropolitan population resident in central cities--40 percent. The West, the most metropolitanized region, would have the smallest proportion of its metropolitan population living in central cities--31 percent; and the North Central and Northeastern states would have intermediate proportions of the metropolitan populations contained within their central cities. There will be a consistent inverse relationship among the regions in their degree of metropolitanization and the proportion of the SMSA population residing in central cities.

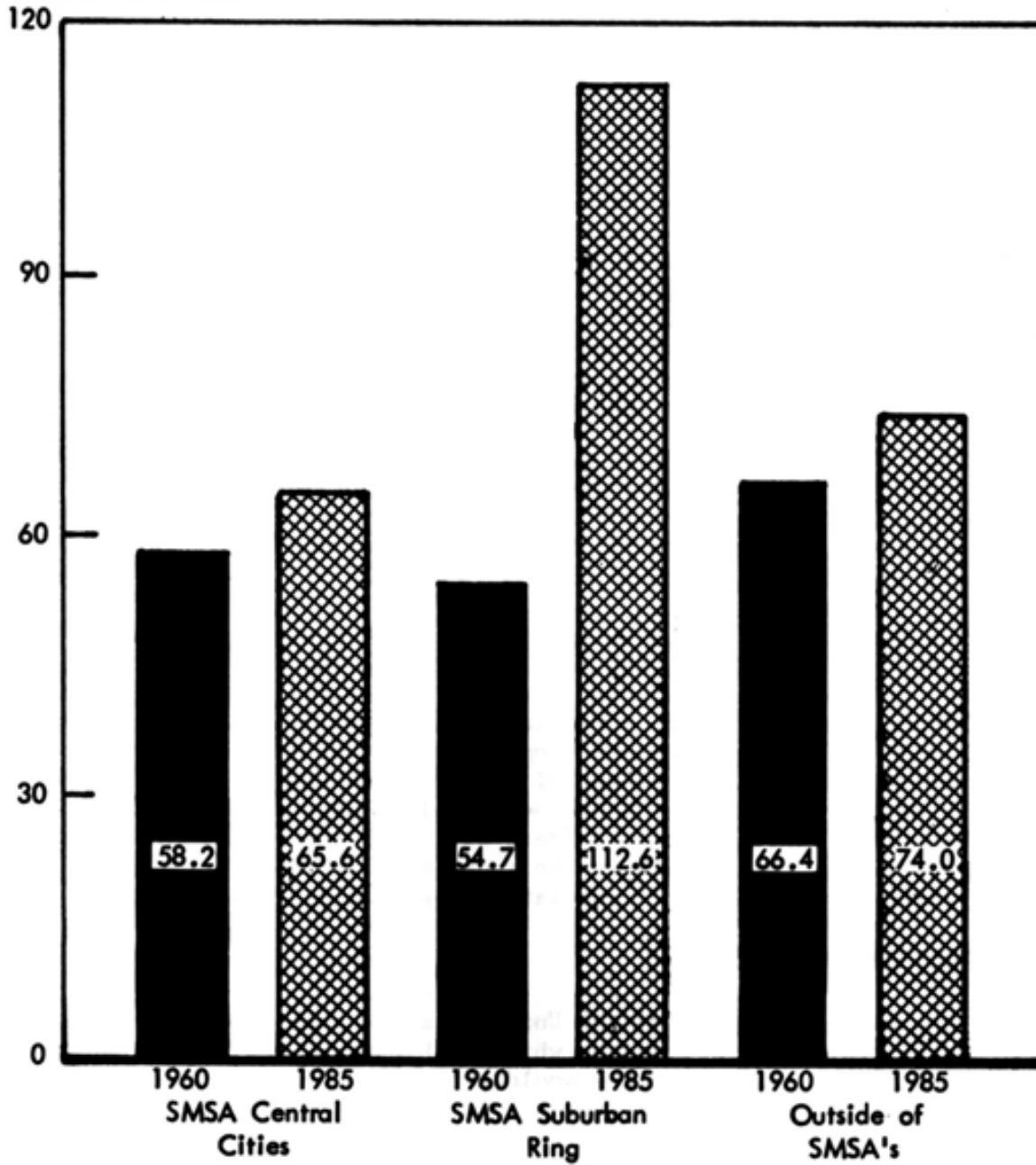
FURTHER SEPARATION BY COLOR

The nonwhite population of the United States since 1940 has been increasing more rapidly than the white. This trend would continue to 1985, by which time nonwhites would constitute 14 percent of the population compared with 11 percent in 1960. By 1985, the proportion of nonwhites in the Northeast would have risen to 11 percent, that in North Central and Western states to 10 percent and that in the South would have remained about the same at a level of 21 percent.

Nonwhites, who were more heavily concentrated in metropolitan areas than whites in 1960, would be relatively even more concentrated by 1985. In 1985 almost four-fifths of all nonwhites in the United States would reside in SMSA's (78 percent) as contrasted with seven-

Resident U. S. Population--1960 and Projected 1985

Millions of Persons



WHERE AMERICANS WILL BE LIVING IN 1985

Showing Trend Toward Dramatic Growth of Suburban Rings

tenths (69 percent) of the whites. Ninety percent or more of nonwhites would be inhabitants of SMSA's three regions--in the Northeast, 94 percent, in the North Central states, 92 percent, and in the West, 90 percent. In the South, almost two-thirds of the nonwhites--64 percent--would reside in SMSA's by 1985, as compared with 46 percent in 1960.

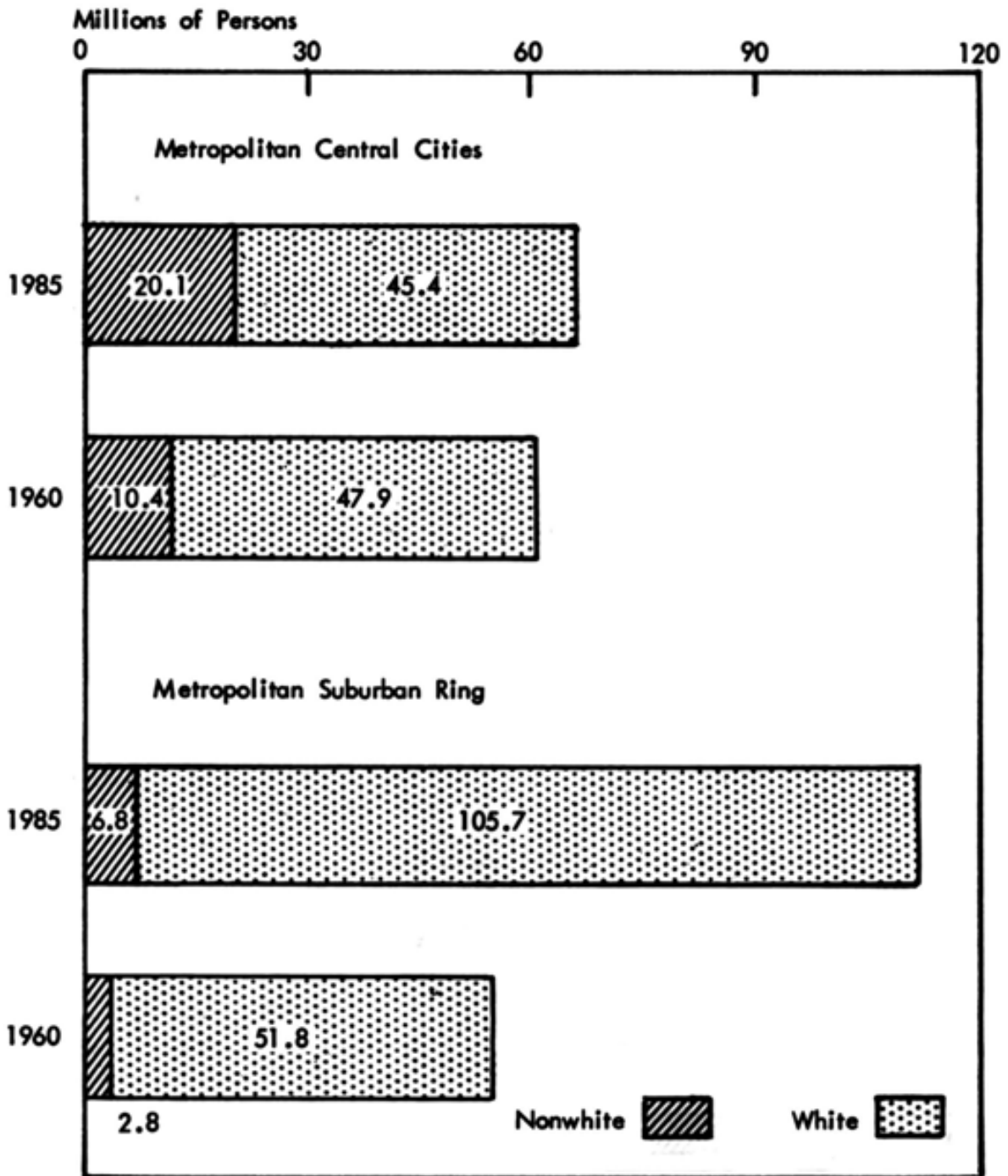
The concentration of nonwhites in central cities within SMSA's would rise to a level of almost six-tenths (58 percent) from a level of 50 percent in 1960; in contrast, the concentration of white population in central cities would diminish by almost a third to reach a level of 21 percent in 1985 from a level of 30 percent in 1960.

Over four-fifths of the nonwhites in the North Central region (82 percent) would be central city residents, over three-fourths of those in the Northeast (77 percent), almost three-fifths of those in the West (59 percent) and over two-fifths of those in the South (42 percent).

The trend projected indicates that, although there would be some decentralization of nonwhite population within SMSA's, three-fourths of all nonwhites in metropolitan areas would still be residing in central cities and only a fourth in the suburbs. In contrast, by reason of the great decentralization anticipated for whites, maintaining a trend of some duration, seven-tenths of the whites would be residents of the suburban rings (70 percent) and only three-tenths would be residents of central cities. The projections vividly portray the geographic fulfillment of the fears expressed by the President's Commission on Civil Disorders--that the American society is becoming an apartheid society. If the geographic separation of white and nonwhite population occurs as projected, America by 1985 would be well on the road towards a society characterized by race stratification along social and economic lines as well as geographic separation.

The North Central states by 1985 would have the greatest geographic separation of the races within metropolitan areas. The projections indicate that 90 percent of the nonwhites in this region would be residents of central cities while this would be true for only 29 percent of the whites. The Northeast region would also have a relatively large separation of the races with four-fifths (82 percent) of the metropolitan nonwhites in central cities as contrasted with one-third (33 percent) of the whites. In the South and West, two-thirds of the metropolitan nonwhites will reside in central cities (66 percent in both regions), whereas this would be true of only 26 percent of the whites in the West and 32 percent of the whites in the South. In consequence, by 1985 the proportion of central city population that is nonwhite would have almost doubled--to reach a level of almost one-third (31 percent). Central cities in the South by 1985 would be 39 percent nonwhite; in the North Central states, 32 percent; in the Northeast, 26 percent; and in the West, 23 percent. Such increases in nonwhite proportions would undoubtedly mean considerable increases in the number of central cities in which nonwhites would constitute a majority of the population.

Metropolitan Population by Color--Central City and Suburban Ring



THE PROSPECT OF FURTHER RACIAL SEPARATION

Showing Growth of Nonwhite Proportion in Central Cities
and of Whites in Suburbs

BOOM IN YOUNG LABOR FORCE

By reason of fluctuating birth rates from the lows of the depression 1930's to the highs of the post-World War II baby boom, the age structure of the United States will change significantly in the quarter of a century between 1960 and 1985.

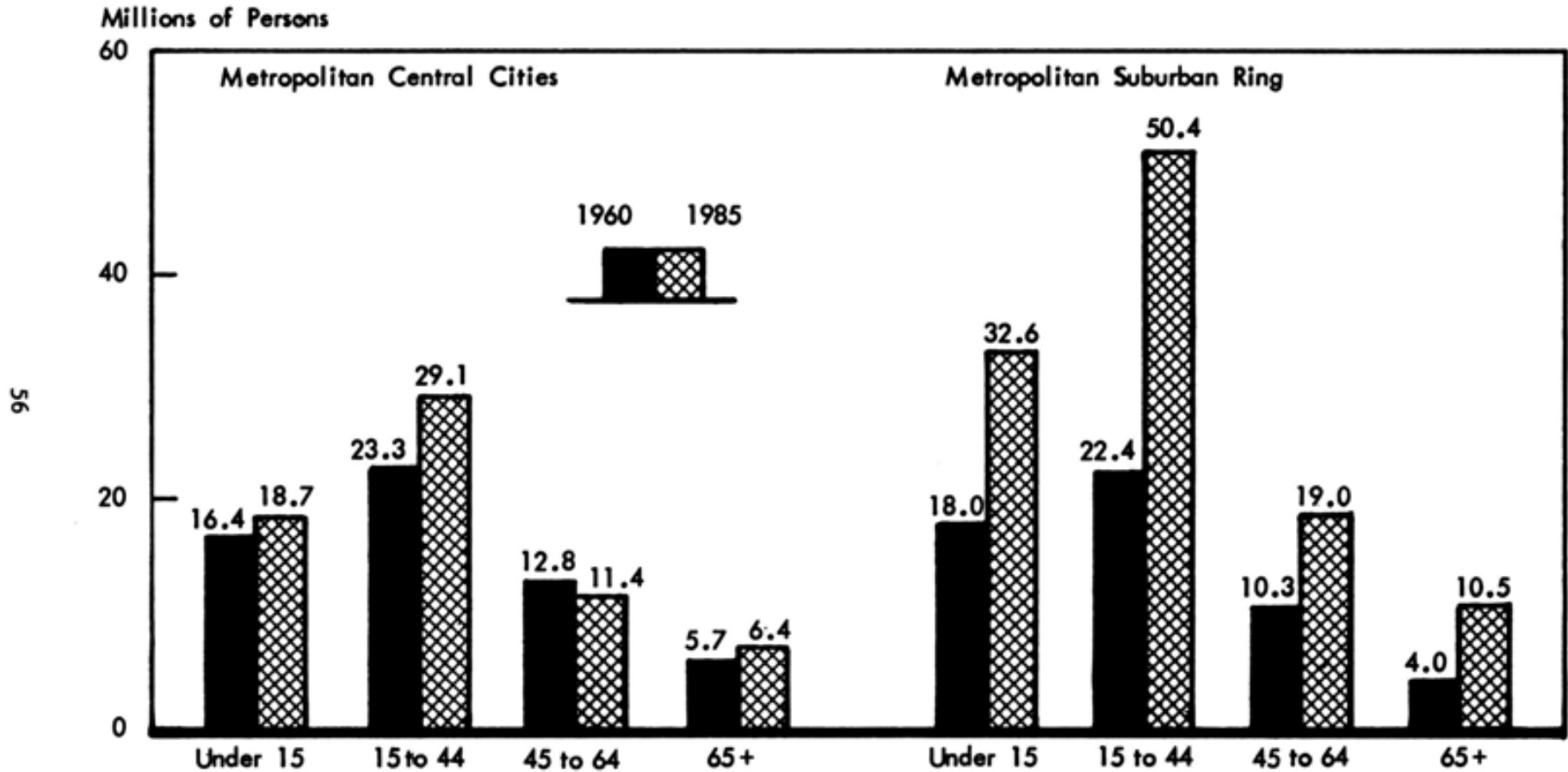
While the population of the nation increases by 41 percent, persons 15 to 44 years of age would increase by 57 percent; those 65 and over by 51 percent; those under 15 by 30 percent and those 45 to 64 by 19 percent. Thus, the nation must be braced for the problem of absorbing a considerable number of younger workers into the labor force who would number some 111.5 million in 1985, an increment of 40.6 million. The nation must also be prepared to face a major increase in elder citizens. By 1985, oldsters 65 and older would number 25.0 million, an increment of 8.4 million. Even with the assumptions of continued relatively low fertility, youngsters under 15 would by 1985 number 72.8 million, an increment of 17.0 million. Finally, persons of older working age, those 45 to 64, although experiencing relatively small increase, would number 42.9 million by 1985, an increment of 6.8 million. Although the pattern of differential increases by age would characterize both the white and nonwhite population, the nonwhite increases would far surpass the white. Nonwhite persons of young working age, those 15 to 44 years of age, would almost double (an increase of 92 percent) whereas, whites of corresponding age would increase by a little over half (53 percent). Nonwhite senior citizens would increase by almost two-thirds (63 percent), while corresponding whites would increase by half (50 percent).

Nonwhite growth of persons under 15 would increase by three-fifths (60 percent), while white youth would increase by a little more than a fourth (26 percent). Finally, nonwhite persons of older working age would increase at a rate almost double that of the whites in this category (34 percent compared with 18 percent).

These patterns of changes in the age structure of the population would, of course, be reflected in the metropolitan areas and their central city and ring components. The problem of absorbing young workers into the labor force, which would face the central cities by 1985, is indicated by more than a doubling of the nonwhite persons of this age group (112 percent), while corresponding whites 15 to 44 would increase by only 5 percent. The nonwhites of older working age in central cities would increase by more than half (52 percent) while corresponding whites, by reason of out-migration to the suburbs would actually decrease by more than a fifth (22 percent).

The problems facing the central city schools--especially in respect of integration--is highlighted by an anticipated almost doubling (92 percent) of nonwhite youngsters under 15, while corresponding white youth would diminish by 8 percent. Finally, nonwhite senior citizens would more than double within the central cities (109 percent), while white oldsters would increase by only 3 percent. In general these patterns would hold for each region, except that in the South and in the West relatively rapid growth would result in more positive growth

Metropolitan Population by Age Groups--Central City and Suburban Ring
1960 and 1985 Projected



CHANGES IN AGE PATTERNS OF AMERICAN POPULATION BY 1985

Showing Trend Toward Especially Large Growth of Young Labor Force and of Suburban School-Age Children

rates for the various white age groups, whereas, in the North Central states every white age group in central cities would actually diminish. This pattern would also hold for the Northeast except for white persons 15 to 44 years of age who would remain almost constant (an increase of 0.7 percent).

By reason of the changes described above, by 1985 more than a third of all persons under 15 in central cities (38 percent) would be non-white, as would be almost a third of those 15 to 44 (32 percent), a fourth of those 44 to 64 (24 percent), and almost a fifth of those 65 and over (18 percent).

In general, similar patterns would obtain among the regions with the proportion of central city persons under 15 who would be nonwhite, ranging from 29 percent in the West to 46 percent in the South. The proportion of persons in central cities 15 to 44 who would be nonwhite would range from 40 percent in the South to 24 percent in the West. Those 45 to 64 would range from 31 percent in the South to 18 percent in the West, and those 65 and over would range from 26 percent in the South to 13 percent in the West.

PROJECTIONS, NOT PREDICTIONS

It has been indicated that the projections cannot be interpreted as predictions; it cannot be known at the present time precisely what the future will bring by 1985. Short of catastrophic events, however, it is likely that the observed trends will continue to operate and that the assumptions used (which involve judgment--taking the trends and other factors into account) indicate a possible course of events. Moreover, it may be noted that the possible range in the projections produced by the varying assumptions described would not significantly alter most of the general patterns of changes set forth. The major possible deviations in the actual course of events from the projections is likely to occur in the data relating to youth who have yet to be born. It should be observed in this connection that the projections assume a continuation of relatively low fertility. It is not likely that the birth rate will fall appreciably from the levels assumed; in fact, it is more likely that the general birth rate (crude birth rate) will rise as the post war babies enter more fully into the reproductive ages even if there is some decrease in the total number of children born per couple over the entire reproductive span. On the whole it is possible that the projections of the young may turn out to be too conservative. In any event the projections clearly indicate that the present "urban crisis" is likely greatly to be exacerbated in the coming years and that serious difficulties will face the nation in respect to intergroup relations, education, employment, housing and provisions for the aged. Many of the problems--physical, social, economic and political--that the future will bring are implicit in these population projections.

S U M M A R Y T A B L E

THE TABLE ON THIS PAGE and the charts on pages 52, 54 and 56 were prepared by the staff of the National Commission on Urban Problems to further summarize some of the major findings in this study. The three charts--on projected population growth by central cities and suburbs, by color, and by age groupings--are supported by the tables and textual matter in the body of the report.

Following are a few illustrative highlights from the table below that may aid in the interpretation of various columns:

A 40.6 percent increase in total U.S. population is projected for 1960 to 1985, involving a 37 percent growth in whites and a 68.2 percent growth in nonwhites (Column D).

Of the total population growth, nearly four-fifths (79.4 percent) is projected for outlying parts of metropolitan areas (the SMSA Ring), with the balance about evenly split between metropolitan central cities and nonmetropolitan territory (Column E).

The proportion of nonwhite population in central cities is projected to rise from 17.8 percent in 1960 to 30.7 percent in 1985, with the proportion of nonwhite population in outlying parts of metropolitan areas changing only from 5.2 to 6.1 percent (Columns F and G).

Summary--Resident Population of the United States; 1960 and Projected 1985
(Numbers in thousands)

	Population		Change 1960-1985		Percent of Total Change	Percent Distribution By Color	
	1960	1985	Amount	Percent		1960	1985
	(A)	(B)	(C)	(D)	(E)	(F)	(G)
United States....	179,323	252,185	72,862	40.6	100.0	100.0	100.0
White.....	158,832	217,714	58,882	37.0	80.8	88.6	86.3
Nonwhite.....	20,491	34,471	13,980	68.2	19.2	11.4	13.7
Metropolitan ¹	112,884	178,138	65,254	57.8	89.6	100.0	100.0
White.....	99,692	151,164	51,472	51.6	70.6	88.3	84.9
Nonwhite.....	13,192	26,974	13,782	104.5	18.9	11.7	15.1
Central City...	58,208	65,581	7,373	12.7	10.0	100.0	100.0
White.....	47,852	45,435	-2,417	-5.1	-3.3	82.2	69.3
Nonwhite.....	10,356	20,146	9,790	94.5	13.4	17.8	30.7
SMSA Ring.....	54,676	112,557	57,881	105.9	79.4	100.0	100.0
White.....	51,840	105,730	53,890	104.0	74.0	94.8	93.9
Nonwhite.....	2,836	6,827	3,991	140.7	5.5	5.2	6.1
Nonmetropolitan ¹ .	66,439	74,047	7,608	11.5	10.4	100.0	100.0
White.....	59,140	66,550	7,410	12.5	10.2	89.0	89.9
Nonwhite.....	7,299	7,497	198	2.7	0.3	11.0	10.1

¹1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

APPENDIX

APPENDIX A--Basic Data Tables

Table A-1 PROJECTED RESIDENT POPULATION OF REGIONS BY COLOR AND METROPOLITAN^{a/} - NONMETROPOLITAN RESIDENCE STATUS: 1985

(Projections not adjusted to add to totals; each projection independently rounded to nearest thousand)

Metropolitan Status and Color	United States	Northeast	North Central	South	West
Total.....	252,185	58,517	65,723	78,910	49,035
White.....	217,714	52,269	59,228	62,016	44,201
Nonwhite.....	34,471	6,248	6,495	16,894	4,834
Metropolitan.....	178,138	47,328	44,642	46,156	40,012
White.....	151,164	41,423	38,698	35,362	35,682
Nonwhite.....	26,974	5,905	5,944	10,794	4,330
Nonmetropolitan....	74,047	11,189	21,081	32,754	9,023
White.....	66,550	10,846	20,530	26,654	8,518
Nonwhite.....	7,497	343	550	6,100	504

^{a/} 1967 boundaries of SMSA's used.

Table A-2 PROJECTED RESIDENT METROPOLITAN^{a/} POPULATION OF REGIONS BY COLOR BY CENTRAL CITY AND SMSA RING RESIDENCE STATUS: 1985

(Projections not adjusted to add to totals; each projection independently rounded to nearest thousand)

Residence and Color	United States	Northeast	North Central	South	West
Metropolitan.....	178,138	47,328	44,642	46,156	40,012
White.....	151,164	41,423	38,698	35,362	35,682
Nonwhite.....	26,974	5,905	5,944	10,794	4,330
Central City.....	65,581	18,318	16,643	18,374	12,247
White.....	45,435	13,485	11,326	11,236	9,388
Nonwhite.....	20,146	4,833	5,318	7,137	2,859
SMSA Ring.....	112,557	29,010	27,999	27,783	27,765
White.....	105,730	27,938	27,372	24,126	26,294
Nonwhite.....	6,827	1,072	627	3,658	1,470

^{a/} 1967 boundaries of SMSA's used.

Table A-3 PROJECTED AGE DISTRIBUTION OF THE POPULATION OF REGIONS BY COLOR AND METROPOLITAN^a/- NONMETROPOLITAN STATUS: 1985

[Projections not adjusted to add to totals; each projection independently rounded to nearest thousand]

Metropolitan Status and Age	United States		Northeast		North Central		South		West	
	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite
Total										
All Ages.....	217,714	34,471	52,269	6,248	59,228	6,495	62,016	16,894	44,201	4,834
Under 15 years....	60,532	12,282	13,914	2,110	16,755	2,332	17,164	6,079	12,699	1,760
15-44 years.....	85,891	15,597	22,567	2,851	26,044	2,923	27,346	7,622	19,934	2,201
45-64 years.....	38,367	4,540	9,739	926	10,111	862	10,993	2,117	7,524	635
65 years & over...	22,924	2,052	6,048	360	6,318	378	6,514	1,076	4,044	238
Metropolitan										
All Ages.....	151,165	26,974	41,423	5,905	38,698	5,944	35,362	10,794	35,682	4,330
Under 15 years....	41,802	9,495	10,926	1,994	10,920	2,135	9,782	3,802	10,174	1,564
15-44 years.....	67,200	12,328	17,932	2,689	17,250	2,681	15,842	4,974	16,176	1,984
45-64 years.....	26,776	3,611	7,838	882	6,628	792	6,218	1,367	6,092	571
65 years & over...	15,388	1,540	4,728	340	3,900	337	3,518	652	3,241	210
Nonmetropolitan										
All Ages.....	66,550	7,496	10,846	343	20,530	550	26,654	6,100	8,518	504
Under 15 years....	18,730	2,786	2,989	116	5,834	197	7,382	2,278	2,526	196
15-44 years.....	28,690	3,270	4,636	162	8,794	242	11,503	2,648	3,758	218
45-65 years.....	11,592	929	1,902	44	3,484	70	4,774	750	1,432	64
65 years & over...	7,537	512	1,320	20	2,418	41	2,996	424	803	27

^a/ 1967 boundaries of SMSA's used.

Table A-4 PROJECTED AGE DISTRIBUTION OF THE METROPOLITAN^{a/}POPULATION OF REGIONS BY COLOR BY CENTRAL CITY AND SMSA RING RESIDENCE STATUS: 1985

[Projection not adjusted to add to totals; each projection independently rounded to nearest thousand]

Residence and Age	United States		Northeast		North Central		South		West	
	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite
Metropolitan										
All Ages.....	151,165	26,974	41,423	5,905	38,698	5,944	35,362	10,794	35,682	4,350
Under 15 years....	41,802	9,495	10,926	1,994	10,920	2,135	9,782	3,802	10,174	1,564
15-44 years.....	67,200	12,328	17,932	2,689	17,250	2,681	15,842	4,974	16,176	1,984
45-64 years.....	26,776	3,611	7,838	882	6,628	792	6,218	1,367	6,092	571
65 years & over...	15,388	1,540	4,728	340	3,900	337	3,518	652	3,241	210
Central City										
All Ages.....	45,435	20,146	13,485	4,833	11,326	5,318	11,236	7,137	9,388	2,859
Under 15 years....	11,619	7,035	3,275	1,636	2,922	1,911	2,951	2,471	2,471	1,016
15-44 years.....	19,911	9,226	5,792	2,205	4,970	2,400	4,965	3,308	4,185	1,312
45-64 years.....	8,624	2,733	2,714	717	2,090	706	2,084	922	1,735	387
65 years & over...	5,282	1,152	1,704	274	1,344	300	1,236	436	997	144
Ring										
All Ages.....	105,730	6,827	27,938	1,072	27,372	627	24,126	3,658	26,294	1,470
Under 15 years....	30,182	2,460	7,650	358	7,998	224	6,832	1,330	7,702	548
15-44 years.....	47,289	3,102	12,140	484	12,280	280	10,878	1,666	11,991	672
45-64 years.....	18,152	878	5,123	164	4,538	85	4,134	444	4,357	184
65 years & over...	10,106	387	3,024	66	2,556	38	2,282	216	2,244	67

^{a/} 1967 boundaries of SMSA's used.

Table A-5 RESIDENT POPULATION OF REGIONS BY COLOR AND METROPOLITAN^{a/}
- NONMETROPOLITAN RESIDENCE STATUS: 1960

(Numbers in rounded thousands, not adjusted to add to independently rounded subtotals)

Metropolitan Status and Color	United States	Northeast	North Central	South	West
Total.....	179,323	44,678	51,619	54,973	28,053
White.....	158,832	41,522	48,003	43,477	25,830
Nonwhite.....	20,491	3,155	3,617	11,496	2,223
Metropolitan.....	112,884	35,350	30,963	26,436	20,135
White.....	99,692	32,388	27,718	21,183	18,403
Nonwhite.....	13,192	2,962	3,245	5,253	1,732
Nonmetropolitan....	66,439	9,328	20,656	28,537	7,918
White.....	59,140	9,134	20,285	22,294	7,427
Nonwhite.....	7,299	193	372	6,243	491

^{a/} 1960 boundaries of SMSA's used.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1.

Table A-6 RESIDENT METROPOLITAN^{a/} POPULATION OF REGIONS BY COLOR BY
CENTRAL CITY AND SMSA RING RESIDENCE STATUS: 1960

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals]

Residence and Color	United States	Northeast	North Central	South	West
Metropolitan.....	112,884	35,350	30,963	26,436	20,135
White.....	99,692	32,388	27,718	21,183	18,403
Nonwhite.....	13,192	2,962	3,245	5,253	1,732
Central City.....	58,208	17,324	16,642	15,063	9,180
White.....	47,852	14,925	13,793	11,144	7,990
Nonwhite.....	10,356	2,398	2,849	3,918	1,190
SMSA Ring.....	54,676	18,026	14,321	11,373	10,955
White.....	51,840	17,463	13,925	10,039	10,413
Nonwhite.....	2,836	564	396	1,335	542

^{a/} 1960 boundaries of SMSA's used.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1.

Table A-7 AGE DISTRIBUTION OF THE POPULATION OF REGIONS BY COLOR AND METROPOLITAN^{a/}
AND NONMETROPOLITAN STATUS: 1960

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals]

Metropolitan Status and Age	United States		Northeast		North Central		South		West	
	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite
Total										
All Ages.....	158,832	20,491	41,522	3,155	48,003	3,617	43,477	11,496	25,830	2,223
Under 15 years....	48,085	7,701	11,714	1,035	14,891	1,330	13,424	4,519	8,057	817
15-44 years.....	62,787	8,132	16,140	1,396	18,427	1,477	17,758	4,300	10,462	959
45-64 years.....	32,656	3,402	9,334	561	9,807	608	8,502	1,888	5,013	344
65 years & over...	15,304	1,256	4,335	163	4,878	200	3,793	789	2,298	103
Metropolitan										
All Ages.....	99,692	13,192	32,388	2,962	27,718	3,245	21,183	5,253	18,403	1,732
Under 15 years....	29,672	4,730	8,957	971	8,557	1,196	6,539	1,947	5,619	616
15-44 years.....	40,194	5,506	12,642	1,303	11,006	1,332	8,972	2,104	7,575	767
45-64 years.....	20,883	2,251	7,510	535	5,711	550	4,057	894	3,606	273
65 years & over...	8,942	704	3,279	152	2,444	168	1,615	308	1,603	76
Nonmetropolitan										
All Ages.....	59,140	7,299	9,134	193	20,285	372	22,294	6,243	7,427	491
Under 15 years....	18,413	2,971	2,757	64	6,334	134	6,885	2,572	2,438	201
15-44 years.....	22,593	2,626	3,498	93	7,421	145	8,786	2,196	2,887	192
45-64 years.....	11,773	1,151	1,824	26	4,096	58	4,445	994	1,407	71
65 years & over...	6,362	552	1,056	11	2,434	32	2,178	481	695	27

^{a/} 1960 boundaries of SMSA's used.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1.

Table A-8 AGE DISTRIBUTION OF THE METROPOLITAN^{a/}POPULATION OF REGIONS BY COLOR BY CENTRAL CITY AND SMSA RING RESIDENCE STATUS: 1960

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals]

Residence and Age	United States		Northeast		North Central		South		West	
	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite	White	Nonwhite
Metropolitan										
All Ages.....	99,692	13,192	32,388	2,982	27,718	3,245	21,183	5,253	18,403	1,732
Under 15 years....	29,672	4,730	8,957	971	8,557	1,196	6,539	1,947	5,619	616
15-44 years.....	40,194	5,506	12,642	1,303	11,006	1,332	8,972	2,104	7,575	767
45-64 years.....	20,883	2,251	7,510	535	5,711	550	4,057	894	3,606	273
65 years & over...	8,942	704	3,279	152	2,444	168	1,615	308	1,603	76
Central City										
All Ages.....	47,852	10,356	14,925	2,398	13,793	2,849	11,144	3,918	7,990	1,190
Under 15 years....	12,705	3,667	3,598	791	3,746	1,051	3,212	1,416	2,149	410
15-44 years.....	18,981	4,344	5,753	1,061	5,372	1,173	4,651	1,582	3,205	528
45-64 years.....	11,039	1,792	3,810	428	3,160	481	2,305	687	1,763	196
65 years & over...	5,127	552	1,764	119	1,514	145	976	233	873	55
Ring										
All Ages.....	51,840	2,836	17,483	564	13,925	396	10,039	1,335	10,413	542
Under 15 years....	16,967	1,063	5,359	180	4,811	145	3,327	531	3,470	206
15-44 years.....	21,213	1,162	6,889	242	5,634	159	4,321	522	4,370	239
45-64 years.....	9,844	459	3,700	107	2,551	69	1,752	207	1,843	77
65 years & over...	3,815	152	1,515	33	930	23	639	75	730	21

^{a/} 1960 boundaries of SMSA's used.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1.

APPENDIX B--Additional Analytical Tables

Table B-1 METROPOLITAN^{a/} AND NONMETROPOLITAN POPULATION BY REGION:
1960 AND PROJECTED 1985

[Numbers in thousands]

Region and Metropolitan Status	Population		Change 1960-1985		Percent of Region		
	1960	1985	Amount	Percent	1960	1985	Change 1960-1985
United States.....	179,323	252,185	72,862	40.6	100.0	100.0	
Metropolitan.....	118,968	178,138	59,170	49.7	66.3	70.6	+4.3
Nonmetropolitan..	60,355	74,047	13,692	22.7	33.7	29.4	-4.3
Northeast.....	44,678	58,517	13,839	31.0	100.0	100.0	
Metropolitan.....	37,196	47,328	10,132	27.2	83.3	80.9	-2.4
Nonmetropolitan..	7,482	11,189	3,707	49.5	16.7	19.1	+2.4
North Central.....	51,619	65,723	14,104	27.3	100.0	100.0	
Metropolitan.....	32,795	44,642	11,847	36.1	63.5	67.9	+4.4
Nonmetropolitan..	18,824	21,081	2,257	12.0	36.5	32.1	-4.4
South.....	54,973	78,910	23,937	43.5	100.0	100.0	
Metropolitan.....	27,954	46,156	18,202	65.1	50.9	58.5	+7.6
Nonmetropolitan..	27,019	32,754	5,735	21.2	49.1	41.5	-7.6
West.....	28,053	49,035	20,982	74.8	100.0	100.0	
Metropolitan.....	21,023	40,012	18,989	90.3	74.9	81.6	+6.7
Nonmetropolitan..	7,030	9,023	1,993	28.3	25.1	18.4	-6.7

^{a/}1967 boundaries of SMSA's used for both 1960 and 1985.

Source: U.S. Bureau of the Census, Current Population Reports, Series P-23, No. 23, October 9, 1967; and Appendix A, Table A-1.

Table B-2 PERCENT OF REGIONAL POPULATION IN METROPOLITAN AREAS,
USING TWO DEFINITIONS OF METROPOLITAN AREA BOUNDARIES

Region	1950	1950	1960	1960	1965	1985
	I	II	I	II	I	II
United States.....	59.0	62.1	63.0	66.3	67.1	70.6
Northeast.....	79.2	82.8	79.1	83.3	82.7	80.9
North Central.....	56.4	60.0	60.0	63.5	64.6	67.9
South.....	41.1	43.8	48.1	50.8	52.1	58.5
West.....	67.1	70.1	71.8	74.9	76.2	81.6

I = 1960 SMSA boundaries.

II = 1967 SMSA boundaries.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; U.S. Bureau of the Census, Current Population Reports, Series P-23, No. 23, October 9, 1967; Bureau of the Budget, Standard Metropolitan Statistical Areas, 1967; and Appendix A, Table A-1.

Table B-3 PROJECTED CHANGE IN POPULATION FROM 1960 TO 1985 BY BROAD AGE GROUPS OF REGIONS
BY COLOR AND METROPOLITAN^a/RESIDENCE

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals] [1 of 2]

Region and Age Classes	Total Population			Metropolitan Population			Nonmetropolitan Population		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
United States									
All Ages.....	72,862	58,882	13,980	65,255	51,473	13,782	7,607	7,410	197
Under 15 years.....	17,028	12,447	4,581	16,895	12,130	4,765	132	317	-185
15-44 years.....	40,569	33,104	7,465	33,828	27,006	6,822	6,741	6,097	644
45-64 years.....	6,849	5,711	1,138	7,253	5,893	1,360	-403	-181	-222
65 years & over.....	8,416	7,620	796	7,282	6,446	836	1,135	1,175	-40
Northeast									
All Ages.....	13,840	10,747	3,093	11,978	9,035	2,943	1,862	1,712	150
Under 15 years.....	3,275	2,200	1,075	2,992	1,969	1,023	284	232	52
15-44 years.....	7,882	6,427	1,455	6,676	5,290	1,386	1,207	1,138	69
45-64 years.....	770	405	365	675	328	347	96	78	18
65 years & over.....	1,910	1,713	197	1,637	1,449	188	273	264	9
North Central									
All Ages.....	14,103	11,225	2,878	13,679	10,980	2,699	423	245	178
Under 15 years.....	2,866	1,864	1,002	3,302	2,363	939	-437	-500	63
15-44 years.....	9,063	7,617	1,446	7,593	6,244	1,349	1,470	1,373	97
45-64 years.....	558	304	254	1,159	917	242	-600	-612	12
65 years & over.....	1,618	1,440	178	1,625	1,456	169	-7	-16	9

Table B-3 PROJECTED CHANGE IN POPULATION FROM 1960 TO 1985 BY BROAD AGE GROUPS OF REGIONS
BY COLOR AND METROPOLITAN^a/RESIDENCE (Continued)

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals] [2 of 2]

Region and Age Classes	Total Population			Metropolitan Population			Nonmetropolitan Population		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
South									
All Ages.....	23,937	18,539	5,398	19,720	14,179	5,541	4,217	4,360	-143
Under 15 years.....	5,300	3,740	1,560	5,098	3,243	1,855	203	497	-294
15-44 years.....	12,910	9,588	3,322	9,740	6,870	2,870	3,169	2,717	452
45-64 years.....	2,720	2,491	229	2,634	2,161	473	85	329	-244
65 years & over.....	3,008	2,721	287	2,247	1,903	344	761	818	-57
West									
All Ages.....	20,982	18,371	2,611	19,877	17,279	2,598	1,104	1,091	13
Under 15 years.....	5,585	4,642	943	5,503	4,555	948	83	88	-5
15-44 years.....	10,714	9,472	1,242	9,818	8,601	1,217	897	871	26
45-64 years.....	2,802	2,511	291	2,784	2,486	298	18	25	-7
65 years & over.....	1,881	1,746	135	1,772	1,638	134	108	108	0

67

^a/1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-3.

Table B-4 PROJECTED CHANGE IN POPULATION FROM 1960 TO 1985 BY BROAD AGE GROUPS OF REGIONS
BY COLOR FOR COMPONENT PARTS OF METROPOLITAN^a/AREAS

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals] [1 of 2]

Age Class and Region	Total SMSA			Central City			SMSA Ring		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
All Metropolitan Areas									
All Ages.....	65,255	51,473	13,782	7,373	-2,417	9,790	57,881	53,890	3,991
Under 15 years.....	16,895	12,130	4,765	2,281	-1,086	3,368	14,613	13,215	1,397
15-64 years.....	41,079	32,899	8,182	4,338	-1,485	5,823	36,741	34,384	2,359
15-44 years.....	33,827	27,006	6,822	5,812	930	4,882	28,015	26,076	1,940
45-64 years.....	7,252	5,893	1,360	-1,474	-2,415	941	8,726	8,308	419
65 years & over.....	7,282	6,446	836	755	155	600	6,526	6,271	235
Northeast									
All Ages.....	11,978	9,035	2,943	994	-1,440	2,435	10,984	10,475	508
Under 15 years.....	2,992	1,969	1,023	522	-323	845	2,469	2,291	178
15-64 years.....	7,351	5,618	1,733	376	-1,057	1,433	6,973	6,674	299
15-44 years.....	6,675	5,290	1,386	1,183	39	1,144	5,492	5,251	242
45-64 years.....	676	328	347	-807	-1,096	289	1,481	1,423	57
65 years & over.....	1,636	1,449	188	95	-60	155	1,541	1,509	33
North Central									
All Ages.....	13,679	10,980	2,699	2	-2,467	2,469	13,678	13,447	231
Under 15 years.....	3,302	2,363	939	36	-824	860	3,266	3,187	79
15-64 years.....	8,752	7,161	1,591	-20	-1,472	1,452	8,770	8,633	137
15-44 years.....	7,593	6,244	1,349	825	-402	1,227	6,767	6,646	121
45-64 years.....	1,159	917	242	-845	-1,070	225	2,003	1,987	16
65 years & over.....	1,626	1,456	169	-15	-170	155	1,642	1,626	15

Table B-4 PROJECTED CHANGE IN POPULATION FROM 1960 TO 1985 BY BROAD AGE GROUPS OF REGIONS
BY COLOR FOR COMPONENT PARTS OF METROPOLITAN^a/AREAS (Continued)

[Numbers in rounded thousands, not adjusted to add to independently rounded subtotals] [2 of 2]

Age Class and Region	Total SMSA			Central City			SMSA Ring		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
South									
All Ages.....	19,720	14,179	5,541	3,310	92	3,219	16,411	14,087	2,323
Under 15 years.....	5,098	3,243	1,855	794	-261	1,055	4,304	3,505	799
15-64 years.....	12,375	9,031	3,343	2,053	93	1,961	10,322	8,939	1,381
15-44 years.....	9,741	6,870	2,870	2,039	314	1,726	7,703	6,557	1,144
45-64 years.....	2,634	2,161	473	14	-221	235	2,619	2,382	237
65 years & over.....	2,246	1,903	344	463	260	203	1,783	1,643	141
West									
All Ages.....	19,877	17,279	2,598	3,067	1,398	1,669	16,809	15,881	928
Under 15 years.....	5,503	4,555	948	928	322	606	4,574	4,232	342
15-64 years.....	12,603	11,087	1,515	1,926	952	975	10,677	10,135	540
15-44 years.....	9,819	8,601	1,217	1,764	980	784	8,055	7,621	433
45-64 years.....	2,784	2,486	298	162	-28	191	2,622	2,514	107
65 years & over.....	1,772	1,638	134	213	124	89	1,560	1,514	46

^a/1960 boundaries of SMSA's used for 1960; 1967 boundaries used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-4.

Table B-5 AGE DISTRIBUTIONS FOR COMPONENT PARTS OF METROPOLITAN^a/AREAS
BY REGION AND BY COLOR: 1960 AND PROJECTED 1985

[1 of 2]

Region and Age	Total SMSA						Central City						SMSA Ring						
	Total		White		Nonwhite		Total		White		Nonwhite		Total		White		Nonwhite		
	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	
All Metropolitan Areas																			
All Ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 15.....	30.5	28.8	29.8	27.7	35.9	35.2	28.1	28.4	26.6	25.6	35.4	34.9	33.0	29.0	32.7	28.5	37.5	36.0	
15-44.....	40.5	44.6	40.3	44.4	41.7	45.7	40.1	44.5	39.6	43.8	42.0	45.8	40.9	44.8	40.9	44.7	40.9	45.4	
45-64.....	20.5	17.1	20.9	17.7	17.1	13.4	22.0	17.3	23.1	19.0	17.3	13.6	18.8	16.9	19.0	17.2	16.2	12.9	
65 & over.....	8.5	9.5	9.0	10.2	5.3	5.7	9.8	9.8	10.7	11.6	5.3	5.7	7.3	9.3	7.4	9.6	5.4	5.7	
Northeast																			
All Ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 15.....	28.1	27.3	27.7	26.4	32.8	33.8	25.3	26.8	24.1	24.3	33.0	33.9	30.7	27.6	30.7	27.4	32.0	33.4	
15-44.....	39.4	43.6	39.0	43.3	44.0	45.5	39.2	43.7	38.6	43.0	44.2	45.6	39.6	43.5	39.4	43.5	43.1	45.1	
45-64.....	22.8	18.4	23.2	18.9	18.1	14.9	24.5	18.7	25.5	20.1	17.8	14.8	21.1	18.2	21.2	18.3	19.0	15.3	
65 & over.....	9.7	10.7	10.1	11.4	5.1	5.8	10.9	10.8	11.8	12.6	5.0	5.7	8.6	10.7	8.7	10.8	5.9	6.2	
North Central																			
All Ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 15.....	31.5	29.2	30.9	28.2	36.9	35.9	28.8	29.0	27.2	25.8	36.9	35.9	34.6	29.4	34.5	29.2	36.6	35.7	
15-44.....	39.9	44.7	39.7	44.6	41.0	45.1	39.3	44.3	38.9	43.8	41.1	45.2	40.5	44.8	40.5	44.9	40.2	44.6	
45-64.....	20.2	16.6	20.6	17.1	16.9	13.3	21.9	16.8	22.9	18.5	16.9	13.3	18.3	16.5	18.3	16.6	17.4	13.6	
65 & over.....	8.4	9.5	8.8	10.1	5.2	5.7	10.0	9.9	11.0	11.9	5.1	5.6	6.6	9.3	6.7	9.3	5.8	6.1	

Table B-5 AGE DISTRIBUTIONS FOR COMPONENT PARTS OF METROPOLITAN^{a/} AREAS
BY REGION AND BY COLOR: 1960 AND PROJECTED 1985 (Continued)

[2 of 2]

Region and Age	Total SMSA						Central City						SMSA Ring						
	Total		White		Nonwhite		Total		White		Nonwhite		Total		White		Nonwhite		
	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	1960	1985	
South																			
All Ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 15.....	32.1	29.4	30.9	27.7	37.1	35.2	30.7	29.5	28.8	26.3	36.1	34.6	33.9	29.4	33.1	28.3	39.8	36.4	
15-44.....	41.9	45.2	42.3	44.8	40.0	46.1	41.4	45.0	41.7	44.2	40.5	46.4	42.6	45.1	43.0	45.1	39.1	45.6	
45-64.....	18.7	16.4	19.2	17.6	17.0	12.7	19.9	16.4	20.7	18.5	17.5	12.9	17.2	16.5	17.5	17.1	15.5	12.1	
65 & over.....	7.3	9.0	7.6	9.9	5.9	6.0	8.0	9.1	8.8	11.0	5.9	6.1	6.3	9.0	6.4	9.5	5.6	5.9	
West																			
All Ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 15.....	31.0	29.3	30.5	28.5	35.6	36.1	27.9	28.5	26.9	26.3	34.5	35.5	33.6	29.7	33.3	29.3	38.0	37.3	
15-44.....	41.4	45.4	41.2	45.3	44.2	45.9	40.7	44.9	40.1	44.6	44.4	46.0	42.0	45.6	42.0	45.6	43.9	45.6	
45-64.....	19.3	16.7	19.6	17.1	15.8	13.2	21.3	17.3	22.1	18.5	16.5	13.5	17.5	16.4	17.7	16.6	14.2	12.5	
65 & over.....	8.3	8.6	8.7	9.1	4.4	4.8	10.1	9.3	10.9	10.6	4.6	5.0	6.9	8.3	7.0	8.5	3.9	4.6	

^{a/} 1960 boundaries of SMSA's used for 1960; 1967 boundaries of SMSA's used for 1985.

Source: U.S. Bureau of the Census, U.S. Census of Population, 1960, Selected Area Reports, Type of Place, Final Report PC(3)-1E, Table 1; and Appendix A, Table A-4.

APPENDIX C--Logical Components of Metropolitan Population Change: 1960 to 1985

The analysis reported here used 1960 SMSA boundaries for 1960 statistics (except where noted in special cases) and 1967 SMSA boundaries for the projections for 1985. The U.S. Bureau of the Census has published estimates of SMSA population as of July 1, 1965 for the metropolitan area boundaries as defined in 1967.¹ These 1965 estimates were used in making the projections to 1985 as is indicated in Appendix E. Table C-1 provides a breakdown of the change in metropolitan population between 1960 and 1965. Note that the metropolitan population at the two times, 1960 and 1965, is given in terms of metropolitan counties in New England, as the estimates were made for whole counties in New England rather than the New England SMSA's which use towns as the basic building block. The difference between 1960 metropolitan population using New England SMSA boundaries and 1960 metropolitan population using New England metropolitan counties is 964,000 (113,849,000 less 112,885,000).

Population growth within 1960 defined SMSA boundaries (constant areas) amounted to an increment of 10.3 million persons or 67 percent of the total difference in metropolitan population between 1960 and 1965. The change that resulted from revision (additions or subtractions to the boundaries) of 1960-defined metropolitan areas amounted to 3.1 million or 20 percent of the total change. Finally, 2.1 million of the difference or 13.5 percent resulted from the addition of entirely new areas to the family of metropolitan areas.

¹ U. S. Bureau of the Census, Current Population Reports, Series P-25, No. 371, August 14, 1967.

TABLE C-1 LOGICAL COMPONENTS OF CHANGE IN METROPOLITAN POPULATION
APRIL 1, 1960 TO JULY 1, 1965

	Change due to each component	
	Amount	Percent
1965 SMSA population ^a	129,314,000	
1960 SMSA population ^a	113,849,000	
Change 1960-1965.....	15,465,000 ^b	100.0
<u>Components of Change ^c</u>		
Change due to population increase in constant area of 1960 SMSA's.....	10,302,000	66.6
a. SMSA's with no boundary change....	7,061,000	45.6
b. SMSA's with boundary change.....	3,241,000	21.0
Net change due to changed boundaries of 1960 SMSA's.....	3,073,000	19.9
Change due to addition of new SMSA's.....	2,088,000	13.5

^a/ Includes figures for New England metropolitan counties rather than SMSA's, because 1965 estimates are not available for New England SMSA's--only for whole counties. These figures also contain a correction excluding 12,500 persons from Washington, D.C.-Md.-Va. which is not made in most 1960 tabulations. In addition, these figures do not include the population of two New Jersey counties--Middlesex and Somerset--which are not in any SMSA but are included in the New York-Northeastern New Jersey Standard Consolidated Area. The total metropolitan population figures in the published Current Population Report, Series P-25, No. 371 includes these two counties as do all statistics in this report which use 1967 defined SMSA boundaries. However, 1960 defined SMSA statistics do not include these counties. The total population of these two counties was 577,769 in 1960 and estimated at 679,000 in 1965.

^b/ Because of rounding, numbers do not sum exactly to independently computed total change figure. All 1965 estimates were published only to nearest thousand.

^c/ Special problems were handled as follows: 1960 SMSA's which were split into two or more areas were included under growth in constant area of SMSA's with boundary changes and, not in figure for new areas added. Thus, all of Anaheim-Garden Grove was in the 1960 Los Angeles-Long Beach SMSA, and Solano County, California belonged to the 1960 San Francisco-Oakland SMSA, although it later was made part of the Vallejo-Napa SMSA. The other part of the Vallejo-Napa SMSA, Napa County, is included under new areas added.

Source: U.S. Bureau of the Census, 1960 Census of Population, Vol. I Characteristics of the Population, Part 1, U.S. Summary, Table 31; and U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 371, Tables A, 1 and 2.

APPENDIX D--Glossary

The U.S. Bureau of the Census' definitions of some of the technical concepts used in this report are given below along with a brief discussion of some special issues. The definitions (exact quotes denoted by indented paragraphs) are taken from U.S. Bureau of the Census, U.S. Census of Population: 1960, Vol. I, Characteristics of the Population, Part 1, United States Summary, general introductory section.

Urban and rural residence. According to the definition adopted for use in the 1960 Census, the urban population comprises all persons living in (a) places of 2,500 inhabitants or more incorporated as cities, boroughs, villages, and towns (except towns in New England, New York and Wisconsin); (b) the densely settled urban fringe, whether incorporated or unincorporated, of urbanized areas; (c) towns in New England and townships in New Jersey and Pennsylvania which contain no incorporated municipalities as subdivisions and have either 25,000 inhabitants or more or a population of 2,500 to 25,000 and a density of 1,500 persons or more per square mile; (d) counties in States other than the New England States, New Jersey, and Pennsylvania that have no incorporated municipalities within their boundaries and have a density of 1,500 persons per square mile; and (e) unincorporated places of 2,500 inhabitants or more. In other words, the urban population comprises all persons living in urbanized areas and in places of 2,500 inhabitants or more outside urbanized areas. The population not classified as urban constitutes the rural population.

In 1960 the United States population was broken down as follows: 125.3 million persons were classified as urban of which 95.8 million resided in urbanized areas and 29.4 million lived outside urbanized areas. The population classified as rural numbered 54.1 million.

Region. The regional classification used in this report is the standard regional classification used in the U.S. Census and is a classification of states. In those instances where an SMSA straddles state and regional boundaries, the regionally grouped statistics on metropolitan population reported here are adjusted so that these SMSA's are split and each portion is contained in the correct region. The states within each region are as follows: Northeast -- Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey and Pennsylvania; North Central -- Ohio, Indiana, Illinois, Michigan, Wisconsin, Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska and Kansas; South -- Delaware, Maryland, District of Columbia, Virginia, West Virginia, North Carolina, South Carolina, Georgia, Florida, Kentucky, Tennessee, Alabama, Mississippi, Arkansas, Louisiana, Oklahoma and Texas; West -- Montana, Idaho, Wyoming, Colorado, New Mexico, Arizona, Utah, Nevada, Washington, Oregon, California, Alaska and Hawaii.

Standard Metropolitan Statistical Areas. The terms metropolitan area and Standard Metropolitan Statistical Area (SMSA) are used interchangeably in this report.

It has long been recognized that for many types of analysis it is necessary to consider as a unit the entire population in and around

a city, the activities of which form an integrated economic and social system. Prior to the 1950 Census, areas of this type had been defined in somewhat different ways for different purposes and by various agencies. Leading examples were the metropolitan districts of the Census of Population, the industrial areas of the Census of Manufactures, and the labor market areas of the Bureau of Employment Security. To permit all Federal statistical agencies to utilize the same areas for the publication of general-purpose statistics, the Bureau of the Budget has established "standard metropolitan statistical areas" (SMSA's). (In the 1950 Census, these areas were referred to as "standard metropolitan areas.") Every city of 50,000 inhabitants or more according to the 1960 Census is included in an SMSA.

The definitions and titles of SMSA's are established by the Bureau of the Budget with the advice of the Federal Committee on Standard Metropolitan Statistical Areas. This committee is composed of representatives of the major statistical agencies of the Federal Government. The criteria used by the Bureau of the Budget in establishing the SMSA's are presented below. (See the Bureau of the Budget publication Standard Metropolitan Statistical Areas, U.S. Government Printing Office, Washington, D.C., 1961.)

The definition of an individual SMSA involves two considerations: First, a city or cities of specified population to constitute the central city and to identify the county in which it is located as the central county; and, second, economic and social relationships with contiguous counties which are metropolitan in character, so that the periphery of the specific metropolitan area may be determined.¹ SMSA's may cross State lines.

POPULATION CRITERIA -- The criteria for population relate to a city or cities of specified size according to the 1960 Census.

1. Each SMSA must include at least:
 - a. One city with 50,000 inhabitants or more, or
 - b. Two cities having contiguous boundaries and constituting, for general economic and social purposes, a single community with a combined population of at least 50,000, the smaller of which must have a population of at least 15,000.
2. If each of two or more adjacent counties has a city of 50,000 inhabitants or more (or twin cities under 1b) and the cities are within 20 miles of each other (city limits to city limits), they will be included in the same area unless there is definite evidence that the two cities are not economically and socially integrated.

¹Central cities are those appearing in the SMSA title. A "contiguous" county either adjoins the county or counties containing the largest city in the area, or adjoins an intermediate county integrated with the central county. There is no limit to the number of tiers of outlying metropolitan counties so long as all other criteria are met.

CRITERIA OF METROPOLITAN CHARACTER -- The criteria of metropolitan character relate primarily to the attributes of the contiguous county as a place of work or as a home for a concentration of non-agricultural workers.

3. At least 75 percent of the labor force of the county must be in the nonagricultural labor force.²

4. In addition to criterion 3, the county must meet at least one of the following conditions:

a. It must have 50 percent or more of its population living in contiguous minor civil divisions³ with a density of at least 150 persons per square mile, in an unbroken chain of minor civil divisions with such density radiating from a central city in the area.

b. The number of nonagricultural workers employed in the county must equal at least 10 percent of the number of non-agricultural workers employed in the county containing the largest city in the area, or the county must be the place of employment of 10,000 nonagricultural workers.

c. The nonagricultural labor force living in the county must equal at least 10 percent of the number of nonagricultural labor force living in the county containing the largest city in the area, or the county must be the place of residence of a nonagricultural labor force of 10,000.

5. In New England, the city and town are administratively more important than the county, and data are compiled locally for these minor civil divisions. Here, towns and cities are the units used in defining SMSA's. In New England, because smaller units are used and more restricted areas result, a population density criterion of at least 100 persons per square mile is used as the measure of metropolitan character.

CRITERIA OF INTEGRATION -- The criteria of integration relate primarily to the extent of economic and social communication between the outlying counties and central county.

6. A county is regarded as integrated with the county or counties containing the central cities of the area if either of the following criteria is met:

a. 15 percent of the workers living in the county work in the county or counties containing central cities of the area, or

²Nonagricultural labor force is defined as those employed in nonagricultural occupations, those experienced unemployed whose last occupation was a nonagricultural occupation, members of the Armed Forces, and new workers.

³A contiguous minor civil division either adjoins a central city in an SMSA or adjoins an intermediate minor civil division of qualifying population density. There is no limit to the number of tiers of contiguous minor civil divisions so long as the minimum density requirement is met in each tier.

- b. 25 percent of those working in the county live in the county or counties containing central cities of the area.

Only where data for criteria 6a and 6b are not conclusive are other related types of information used as necessary. This information includes such items as the average number of telephone calls per subscriber per month from the county to the county containing central cities of the area; percent of the population in the county located in the central city telephone exchange area; newspaper circulation reports prepared by the Audit Bureau of Circulation; analysis of charge accounts in retail stores of central cities to determine the extent of their use by residents of the contiguous county; delivery service practices of retail stores in central cities; official traffic counts; the extent of public transportation facilities in operation between central cities and communities in the contiguous county; and the extent to which local planning groups and other civic organizations operate jointly.

CRITERIA FOR TITLES -- The criteria for titles relate primarily to the size and number of central cities.

7. The complete title of an SMSA identifies the central city or cities and the State or States in which the SMSA is located:

- a. The name of the SMSA includes that of the largest city.
- b. The addition of up to two city names may be made in the area title, on the basis and in the order of the following criteria:
 - (1) The additional city has at least 250,000 inhabitants.
 - (2) The additional city has a population of one-third or more of that of the largest city and a minimum population of 25,000 except that both city names are used in those instances where cities qualify under criterion 1b. (A city which qualified as a secondary central city in 1950 but which does not qualify in 1960 has been temporarily retained as a central city.)
- c. In addition to city name, the area titles contain the name of the State or States in which the area is located.

Central city and SMSA ring. Central cities are those appearing in the SMSA title (see definition of SMSA's above). The SMSA ring consists of the SMSA minus the central city; that is, it consists of all of the area within the SMSA and outside the central city (or cities). See below for discussion of suburban population designations.

Urbanized Areas. Although Urbanized Area (UA's) statistics are not used in these projections, the term is mentioned in the text of this report, and UA's are often used to designate the metropolitan population, although not as frequently as SMSA's are used for this purpose.

Definition: The major objective of the Bureau of the Census in delineating urbanized areas was to provide a better separation of urban and rural population in the vicinity of the larger cities. In addition to serving this purpose, individual urbanized areas have proved to be useful statistical areas as well. They correspond to what are called "conurbations" in some other countries. An urbanized area contains at least one city of 50,000 inhabitants or more in 1960,⁴ as well as the surrounding closely settled incorporated places and unincorporated areas that meet the criteria listed below. An urbanized area may be thought of as divided into the central city, or cities, and the remainder of the area, or the urban fringe. All persons residing in an urbanized area are included in the urban population.

It appeared desirable to delineate the urbanized areas in terms of the 1960 Census results rather than on the basis of information available prior to the census, as was done in 1950. For this purpose, a peripheral zone was recognized around each 1950 urbanized area and around cities that were presumably approaching a population of 50,000 in 1960. Within the unincorporated parts of this zone small enumeration districts (ED's) were established usually including no more than one square mile of land area and no more than 75 housing units.⁵

Arrangements were made to include within the urbanized area those ED's meeting specified criteria of population density as well as adjacent incorporated places. Since the urbanized area outside incorporated places was defined in terms of ED's, the boundaries of the urbanized area for the most part follow such features as roads, streets, railroads, streams, and other clearly defined lines which may be easily identified by census enumerators in the field and often do not conform to the boundaries of political units.

In addition to its central city or cities, an urbanized area contains the following types of contiguous areas, which together constitute its urban fringe:

1. Incorporated places with 2,500 inhabitants or more.
2. Incorporated places with less than 2,500 inhabitants, provided each has a closely settled area of 100 housing units or more.
3. Towns in the New England States, townships in New Jersey and Pennsylvania, and counties elsewhere which are classified as urban.
4. Enumeration districts in unincorporated territory with a population density of 1,000 inhabitants or more per square mile. (The areas of large nonresidential tracts devoted to such urban land uses as railroad yards, factories, and cemeteries were excluded in computing the population density of an ED.)

⁴A few urbanized areas contain no single city with a population of 50,000 but have "twin" central cities with a combined population of at least 50,000.

⁵An enumeration district is a small area assigned to one enumerator to be canvassed and reported separately. The average ED contained approximately 200 housing units.

5. Other ED's provided that they served one of the following purposes:

- a. To eliminate enclaves.
- b. To close identions in the urbanized areas of one mile or less across the open end.
- c. To link outlying ED's of qualifying density that were no more than $1\frac{1}{2}$ miles from the main body of the urbanized area.

A single urbanized area was established for cities in the same standard metropolitan statistical area (SMSA) if their fringes adjoin. Urbanized areas with central cities in different SMSA's are not combined, except that a single urbanized area was established in the New York-Northeastern New Jersey Standard Consolidated Area, and in the Chicago-Northwestern Indiana Standard Consolidated Area.

Color. The term 'color' refers to the division of the population into two groups, white and nonwhite. The color group designated as 'nonwhite' includes Negroes, American Indians, Japanese, Chinese, Filipinos, Koreans, Hawaiians, Asian Indians, Malaysians, Eskimos, Aleuts, etc. Persons of mixed birth or ancestry who are not definitely of Indian or other nonwhite race are classified as white.

Suburban population. There is no standardized definition of suburban population, although two common ones, especially for those using census statistics, are the SMSA ring (SMSA minus the central city or cities) and urban fringe (UA minus the central city or cities). The urban fringe includes only the densely settled area immediately surrounding and contiguous to the central city (cities) and, hence, corresponds more closely to popular conceptions of "suburban" than does the SMSA ring. Because SMSA's consist of whole county units (except in New England), the SMSA ring contains not only the densely settled area contiguous to the central city (cities), but also outlying urban places as well as some rural areas. The projections use the SMSA framework because estimates of 1965 were available for these units, because SMSA's provide a known geographic framework for each point used to make extrapolations for the projections, i.e., 1950, 1960 and 1965, and because SMSA's are the most commonly used unit for identifying the population that is metropolitan. By definition, all population within urbanized areas is urban. For the country as a whole, the 1960 SMSA ring population was broken down as follows: 76 percent was classified as other urban—a good portion of which was in urban fringe, 21 percent was classified rural nonfarm, and 3 percent was classified as farm population.

APPENDIX E -- Methodology

The projections of metropolitan population for 1985 reported here were made within the framework of projections of United States population published by the U.S. Bureau of the Census.¹ In detailing the assumptions and methodology used in these metropolitan projections, the first step will be to indicate the assumptions and procedures underlying the projections for the total United States which provided the framework. Second, the methodology for the state projections, also published by the Bureau of the Census² will be detailed, as these provided the control totals for the regional projections. Third, the assumptions and procedures underlying the projections of metropolitan population will be outlined. And finally, the procedure used to derive central city and ring breakdowns in the projections will be indicated.

U.S. Census Assumptions for Total Population Projections

The critical elements in the projections of population by the Bureau of the Census are the assumptions relating to fertility. The assumptions in respect of mortality and net immigration are constant for each series and the variation among the series are entirely attributable to the assumed fertility levels. Series A, which produced the highest populations, assumes a continuance of the 1963 total fertility rate,³ which generate 3,350 births per 1,000 women of childbearing age. Series B assumes a continuance of the fertility at the level of 1964 - 1965, namely 3,100 births per 1,000 women of childbearing age. Series D assumes a fertility level similar to that in the early 1940's which would produce 2,450 births per 1,000 women. Series C is derived as the mean of the terminal rates for Series B and Series D, namely 2,775 births per 1,000 women.

The metropolitan area projections in this report are for Series C, derived as an average of projections for Series B and Series D. Series C assumes a total fertility rate of 2,775 births per 1,000 women of childbearing age. In 1966, the latest year for which statistics are available, the total fertility rate had declined to 2,792 births per 1,000 women of childbearing age--continuing a trend which began about 1960. Thus, the fertility assumption used in Series C is slightly lower than the level experienced in 1966. Fewer total births took place in 1967 than in 1966, a decline of 138,000 from 3,767,000 to 3,629,000; and this implies that the total fertility rate of 1967 was probably lower than in 1966, also. However, it was not felt wise to pick Series D as "best" estimate and to assume continuance of this trend for the projection period. The very large cohorts born during the post-war baby boom are just now approaching the marriage age and are not yet at the peak childbearing ages, so that their childbearing

¹U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 381, "Projections of the Population of the United States by Age, Sex and Color to 1990, with Extensions of Population by Age and Sex to 2015," December 18, 1967.

²U. S. Bureau of the Census, Current Population Reports, Series P-25, No. 375, "Revised Projections of the Population of States 1970 to 1985," October 3, 1967.

³The total fertility rate is the sum of age specific fertility rates for women of childbearing age, weighted by the number of years in the interval covered in each age specific rate.

record has not yet had significant impact on current fertility rates. In addition, recent research indicates that these cohorts are marrying slightly later than the cohorts just preceding them, and they are having their first births later. There is not yet any evidence, however, that the total number of children these women will bear over their entire reproductive span will be significantly fewer than those borne by the cohorts just preceding them. For this reason, Series C was chosen as the "best" estimate. Indeed, the fertility assumptions underlying this series may turn out to be too low when the girls born during the late 1940's and early 1950's enter fully into the reproductive phase of their life cycle. (The figures and rates for 1966 and 1967 are provisional, not final.)

Assumptions in respect to mortality. One series of age-sex specific mortality rates was used for all four principal series of population projections, that is, for Series A through D. The set of rates selected was based on the higher of two sets of mortality projections, designated "high" and "low," prepared in 1957 by the Division of the Actuary, Social Security Administration (SSA). The series used for the Bureau of the Census projections assumes slight declines in mortality to the year 2000, with average expectation of life rising from 70.2 in 1965 to 71.7 in 1990 and 72.3 by the year 2000. Historical data on expectation of life at birth as well as the estimated expectation of life implied in the mortality series used for these projections are contained in Table E-1.

TABLE E-1. ESTIMATED LIFE EXPECTANCY AT BIRTH 1940 TO 1965, AND PROJECTED VALUES TO 2000, FOR THE TOTAL POPULATION BY SEX

Year	Both sexes	Male	Female
Actual			
1940.....	62.9	60.8	65.2
1945.....	65.9	63.6	67.9
1950.....	68.2	65.6	71.1
1955.....	69.5	66.6	72.7
1960.....	69.7	66.6	73.1
1963.....	69.9	66.6	73.4
1965.....	70.2	66.8	73.7
Present projections¹			
Slightly declining mortality²			
1965.....	70.2	66.8	73.5
1975.....	70.8	67.4	74.0
1990.....	71.7	68.4	74.9
2000.....	72.3	69.0	75.4

¹Derived from survival rates obtained by linear interpolation between current survival rates for 1963 and the survival rates projected by the Social Security Administration for 2000.

²These are the values for life expectancy at birth corresponding to the mortality rates used in the four principal series of population projections made by the Bureau of the Census, Series A through D.

Source: U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 381, "Projections of the Population of the United States by Age, Sex, and Color to 1990, With Extensions of Population by Age and Sex to 2015," December 18, 1967, part of Table W, p. 37.

Assumptions in respect to net immigration. As with the assumptions in respect of mortality, only one series of allowances for future net civilian immigration was used for all four basic series of population projections. Moreover, for each year in each series of projections, the same allowance for net civilian immigration was made by age, sex and color. Since 1948, average civilian net immigration has contributed about 10 to 11 percent of the annual average population increase, and has constituted only 0.1 to 0.2 percent of the corresponding mid-period populations. The average annual volume of civilian immigration has been somewhat higher in the sixties than in the fifties. A small, constant, arbitrary allowance for net immigration was made in the projections, corresponding roughly to the volume of immigration in recent years. It was assumed there would be a net immigration of 400,000 per year (367,000 whites and 33,000 nonwhites). In addition, it was assumed that the future annual immigration would be distributed by age, sex and color as in the period July 1, 1961 to June 30, 1964.

Further details in respect to the assumptions used in respect of fertility, mortality and net immigration in the Bureau of the Census' projections and technical details of the actual procedures used may be found in U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 381, December 18, 1967.

State Projections

Assumptions in respect to internal migration. The state projection series published by the U.S. Bureau of the Census⁴ provided control totals for the population projections by census regions for use in the metropolitan projections. These state projections were made within the framework of the projections for the whole country described above. The crucial assumptions in respect to the state projections refer to allowance for internal redistribution of population, that is, internal migration. Interstate migration was projected by treating gross out- and gross in-migration separately, with net migration obtained as the difference between these components. Two separate series were made, with different assumptions about migration; Series I provided the framework for the regional figures for the metropolitan projections. For this series, allowance for gross migration was carried out by age, sex and color groups under the assumption that the gross out-migration rates and the gross in-migration distributions of the 1955-1960 period would remain constant throughout the projection period. An adjustment was made to allow for net migration during the period from 1960 to 1965 as observed in current estimates of state population. For further details regarding the projections of population by state see U.S. Bureau of the Census, Current Population Reports, Series P-25, October 3, 1967.

Metropolitan Area Projections

To turn from U.S. and state totals: projections of metropolitan area population reported herein were made under the assumption that the 1985

⁴U. S. Bureau of the Census, Current Population Reports, Series P-25, No. 375, "Revised Projections of the Population of States 1970 to 1985," October 3, 1967.

boundaries of SMSA's would be the same as they were in 1967 and the number of areas would be the same as in 1967. There will certainly be more areas defined as metropolitan by 1985, and the existing boundaries of current SMSA's will have been modified in some instances; however, it is difficult to project into the future just which individual areas will have reached a size to qualify as metropolitan by 1985 and just which counties will be added to or subtracted from SMSA's as defined in 1967. It was felt that by staying with 1967 defined areas, a known framework could be used, with the understanding that these projections would apply to the areas as defined in 1967 and would indicate changes within these known population units. It should be understood, however, that the metropolitan area projections, by staying with 1967 defined areas, probably under estimates the total metropolitan area population by 1985; they underestimate it by however much population will be contained in new SMSA's and areas added to existing SMSA's during the period between 1967 and 1985. Since the new areas added will still be relatively small by 1985, and since the total population defined as metropolitan in 1967 was very concentrated in a few of the largest areas, the impact of these additions on the total metropolitan population will probably be small. For example, in 1960 (using 1960 defined SMSA's) 28 percent of metropolitan area population lived in the 5 SMSA's of 3,000,000 or more; 26 percent lived in the 19 SMSA's of from 1,000,000 to 3,000,000; thus, over half of the 1960 metropolitan population lived in 24--or 11 percent--of the 212 SMSA's. In contrast there were 22 SMSA's of under 100,000 population in 1960 (10 percent of all SMSA's) but only 1.6 percent of all metropolitan residents resided in these areas. The 89 SMSA's of 100,000 to 250,000 contained 13 percent of all metropolitan residents. Thus, over half of the total number of metropolitan areas contained only about 14 percent of all metropolitan population; and it may be anticipated that new areas added will be concentrated among the smaller SMSA's.

The metropolitan area boundaries used in 1967 are for whole counties in all sections of the United States; thus, in New England, metropolitan counties were used. Standard Metropolitan Statistical Areas in New England are defined on a township basis, rather than for whole counties. However, the estimates of metropolitan population in 1965 used in making these projections were only available for whole counties (in part because of the ready availability of vital statistic data for county units rather than smaller areal units).

In addition to having an observation of the proportion of the population resident in SMSA's (1967 defined areas) in 1950 and 1960, and estimated for 1965, the Bureau of the Census has undertaken projections of the population in State Economic Areas (SEA's), which are combinations of counties,⁵ and these projections formed the basis of the projections to 1985. These SEA projections were derived by a cohort component technique, as were the projections for total U.S. and state populations, previously mentioned. Time and resources were not adequate for making the projections to 1985 contained in this report by the cohort component technique,

⁵These SEA projections are not yet published. Metropolitan SEA's are co-extensive with SMSA's except in New England where the SEA's consist of the same whole metropolitan counties as used in the 1967 defined areas in the projections to 1985.

but the 1975 projections provided an additional framework for the projections reported here. The SEA projections to 1975 are for 1960 defined metropolitan counties so that in using them in making the 1985 projections, a factor was derived to adjust the trends to represent 1967 defined areas, and this was done separately for each region. Actually the metropolitan counties--SEA's--for which the 1975 projections were made were not the full complement of SMSA's, for some of the smaller SMSA's were excluded. The SEA projections are for 178 areas.

Basically, the 1965 to 1975 projections were used to extrapolate the projected metropolitan population to 1985. The 1975 projections are based on estimated trends in metropolitan population from 1955 to 1965; The base period for the projections to 1985 is 1950 to 1965. The extrapolation factors were derived from the change in the proportion of the population which is metropolitan at one point in time to a later point in time. In other words, the change in the proportions of the population (specific for regions) which was metropolitan in 1950, 1960 and 1965 provided the basis for extrapolating the population which would be metropolitan in 1985.

The procedures described above provided the rim totals of total population metropolitan and nonmetropolitan. Less material was available, however, on which to base subclassification of the projections in terms of color, for the estimates of 1965 population of metropolitan areas are not color specific. In order to arrive at the cross classification of metropolitan status by color, the trends for the period 1940 to 1960 indicated in the 1960 Census Special Report (PC(3) - 1D, Standard Metropolitan Statistical Areas, were extrapolated for each of the four regions to 1985. The three data points provided by the 1940, 1950 and 1960 Censuses are insufficient to establish a reliable trend line by mathematical means, so graphic techniques were employed. Specifically, French curves were drawn through the three data points and extrapolated to 1985. Where the resulting curve was extreme, another curve was drawn approximating a least square second degree curve, and the results averaged. The 1985 values resulting from all graphic extrapolations were adjusted to approximate the definition of metropolitan boundaries as of 1967, with the exception that whole counties were used in New England.

The extrapolation was carried out in two dimensions, always focusing on the number of nonwhites living in metropolitan areas in each region. For one dimension, the proportion of regional nonwhite population which was living in metropolitan areas was projected. For the second dimension, the proportion of regional metropolitan population which was nonwhite was projected. In both cases, the result was to establish one cell, the nonwhite population in metropolitan areas, which in turn determined the other three cells of each regional two-by-two table. The sum of the four regions was allowed to determine the U.S. total and the two sets of values (one for each dimension) were averaged to obtain the final results. The use of two sets of rim totals, one for Series B and one for Series D, resulted in a set of final values for each series.

The age distributions for each of the various cross-classifications discussed above were obtained by adjusting the 1960 age

distributions published in the 1960 Census Special Report PC(3)-1 E, Type of Place. For each specific age group a ratio of the metropolitan age proportion to the age proportions for the region was obtained, by color, from these data. Assuming a projected ratio of 1 by the year 2010, a ratio for 1985 was obtained by interpolation.

These projected ratios were then applied to previously obtained 1985 projected age proportions of the population by region and color, to obtain the required metropolitan age proportions by color. This procedure resulted in an independently projected proportion for each age group by region and color. Because of the independent derivation of each age proportion, the cells had to be adjusted prorata to force the sum of each distribution to equal unity.

After the age distributions for metropolitan areas were developed, a second set was developed for the nonmetropolitan areas using the same procedure. The resulting sum of the metropolitan and nonmetropolitan populations by specific age group and color did not necessarily add to the region totals. A final value was obtained by adjusting the metropolitan and nonmetropolitan values prorata to the regional totals.

Central City and SMSA Projections

To make the projections of central city and SMSA Ring population the assumption was made that 1960 central city boundaries would remain constant to 1985. Note that metropolitan area boundaries are as defined in 1967. Statistics for central cities based on 1967 boundaries are not available on a national scale, but for the great bulk of central city population, the use of 1960 city boundaries is not inconsistent with the use of 1967 metropolitan area boundaries.

Briefly, then, this is the procedure that was followed: First, to project the proportion of metropolitan population by region assigned to central cities in 1985 for all classes. Second, the proportion of nonwhite metropolitan increase 1960 to 1985 assigned to central cities was developed. Third, the other three cells were then obtained by subtraction. Data for population growth in central cities from 1950 to 1960, adjusted for annexations over the decade was used as the base line for making these projections, and these figures were subclassified by census region (see Text Table II-1 for central city and ring distributions 1950 and 1960 with and without adjustments for annexations).

To project the proportion of all classes of metropolitan population which was assigned to central cities, first, this value in 1950 for central cities as defined in 1950 (1950 central city boundaries) was computed; next, the proportion was computed for 1960 again using 1950 central city boundaries. The change in this proportion was projected to 1985 by five-year intervals, under the assumption that the change would gradually approach zero by 1985. It was further assumed that this projected change (which was developed for the 1950 central city boundaries) would apply to the 1960 central city boundaries without further adjustment. In other words, the change that occurred 1950 to 1960 within 1950 constant boundaries was projected to occur 1960 to 1985 within 1960 constant boundaries.

It was more difficult to make the projections for color groups, white and nonwhite, for no data are available for all central cities which allow one to determine the color composition of all areas annexed between 1950 and 1960. However, for a limited class of central cities --those cities of at least 250,000 population in 1960--it is possible to determine the number of Negroes and whites and other nonwhites (Chinese, Japanese, American Indians, etc.) residing in areas annexed, and hence to control for race in computing for adjustments for annexations. These statistics are available for individual large SMSA's⁶ and were summarized by region.

To make the color-specific allocation of projected population, it was assumed that the period 1960 to 1985 would be identical with the period 1950 to 1960, and it was assumed that the Negro statistics could be used to project nonwhite patterns, except in the West. Moreover, it was assumed that the Negro statistics derived for large cities (cities of over 250,000 population in 1960) could be applied to all central cities of SMSA's (these statistics were used for the projections of nonwhite population in the West and South). For the Northeastern and North Central regions, it was assumed no nonwhites lived within the areas annexed to central cities between 1950 and 1960, so that all changes in nonwhite population occurred within the constant 1960 boundaries. In the Northeast 82.5 percent of the Negro metropolitan population growth from 1950 to 1960 is credited to central cities; this value was applied to the projected increase for nonwhite metropolitan population. In the North Central states 91.7 percent of Negro metropolitan increase from 1950 to 1960 is credited to the central cities, and this proportion was applied to the projections for this region.

The South presented a special problem because a substantial amount of nonwhite population was added to southern central cities by annexation between 1950 and 1960, at least, in the cities (those of 250,000 or more) for which relevant statistics are available. The amount of the increase due to annexation was estimated by assuming the central cities under 250,000 population had the same proportion nonwhites of total annexed population as was true for cities of 250,000 or more population.

In the West the Negro population comprises only about 50 percent of the total nonwhite population so it was not reasonable to assume that the patterns obtained for Negroes could be applied to all nonwhites as was done in the projections for the other three regions. In addition, a number of Western central cities annexed considerable territory during the decade, with the possibility of a quite different impact on Negro as opposed to other nonwhite population. It was decided to make separate estimates for Negro and other nonwhite population of the proportion of central city growth from 1950 to 1960 that would be credited to each racial class, taking annexation into account. A city-by-city analysis was undertaken for each central city (1960 SMSA definition). The 1950 central city population, the 1960

⁶Ann Ratner Miller and Benson Varon, Population in 1960 of Areas Annexed to Large Cities of the United States between 1950 and 1960 by Age, Sex and Color, Technical Paper No. 1, Population Studies Center, University of Pennsylvania, November, 1961.

population within 1950 central city boundaries, and the 1960 population in 1950 annexed areas was obtained from Table 9 of each 1960 Census State volume. A ratio of the 1960 population in annexed areas to the 1960 population within the 1950 boundaries was computed for each of the central cities examined. The central cities were then classified into six ratio categories according to the size of the ratio as shown below:

<u>Category</u>	<u>Ratio</u>
A	3.00 +
B	0.50 to 0.99
C	0.25 to 0.49
D	0.05 to 0.249
E	0.00 to 0.049
F	0.00

For each of the central cities, population change 1950-1960 by race (Negro, other nonwhite) was also developed from Tables 21 and 34 of the 1950 and 1960 State Census volumes. Note that in this case, a varying central city boundary is used - 1950 central city boundaries in 1950 and 1960 central city boundaries in 1960.

The study by Ann Ratner Miller, Population in 1960 of Areas Annexed to Large Cities of the United States Between 1950 and 1960, gave data on population annexed, by race, for six central cities in the West. One city, Phoenix, fell in category A above. Four cities, Long Beach, San Diego, Denver, and Seattle, were in category D, with Portland falling in E. Proportions of annexed area population to the total change in population for Negro and other nonwhite populations were developed separately for Phoenix, as a group of four for the cities in category D, and separately for Portland. The results of these computations were as follows:

<u>Category</u>	<u>Proportion of Annexed Population to Total Population Change</u>	
	<u>Negro</u>	<u>Other nonwhite</u>
A (Phoenix)	.884	.860
D (4 cities)	.014	.080
E (Portland)	.001	.032

That is, for Phoenix, .884 of all Negro population growth 1950-60 was credited to areas annexed during the period.

It was then hypothesized that all members of a particular ratio category would have the same proportions for the amount of Negro and other nonwhite change due to annexation as the "six-city" member or members within that category. That is, all members of ratio category A would have the same proportion as Phoenix, members of ratio category D, the same proportion as the four cities in this category taken together, and all members of ratio category E, the same proportion as Portland. For all members of ratio category F, the proportion was 0.0 (the no annexation category). For categories B and C the required proportions were obtained by interpolation between the A and D values. By applying these proportions to the Negro and other nonwhite population change

1950-1960 for each western central city, an estimate was obtained of population growth by race which was due to annexation. By summing for all cities, the factor .643 was obtained for the proportion of all metropolitan nonwhite growth attributable to central cities within the 1950 boundaries. Multiplying this factor by the 1960-1985 projected metropolitan nonwhite growth (1967 definition) determined the projected nonwhite growth of the central cities for the West. In summary then, the base data for 1950-1960 were developed for two nonwhite racial categories and then compiled to obtain one factor to use for the projection period.

This procedure implicitly assumes that a factor based on 1950 boundaries of central cities will be applicable to the 1960 boundaries. The projected population growth resulting from this procedure appears to be reasonable. The nonwhite population in the ring doubles from 1950 to 1985 for the Northeastern, North Central and Southern regions, but triples for the West. In view of the fact that approximately half of the nonwhite population in the West is Chinese and Japanese, the latter result is not unreasonable since the Oriental central city population has freer access to the suburbs than does the Negro population.

Although no precise quantitative of differential errors can be made, probable variations in reliability can be specified because of known varying degrees of uncertainty about the assumptions employed. It is also possible to indicate our judgment as to what other direction the future course of events may take if the future does not turn out as projected.

Because of relatively great uncertainties about internal migration, it is likely that the projections for the nation as a whole are subject to lesser error than are the estimates for regions. Both the projections for the nation as a whole and those for regions were made by a cohort-component technique, rather than being simple arithmetic extrapolations of past trends (or as in the case of the metropolitan projections, a combination of extrapolation of past trends and extrapolation of the 1975 SEA projections.) Thus, the national and regional projections of total population have a sounder base than do the projections for the metropolitan areas and their component parts, i.e., central cities and rings.

Next in order of adequacy probably are the projections for total population of metropolitan areas, as they are based not only on trends to 1960, but also on estimates of metropolitan population (with 1967 boundaries) as of 1965. These estimates were made for total population only, not for whites and nonwhites separately, nor for central city and ring components of metropolitan areas. In addition, as was indicated above, the metropolitan population could be tied to the Bureau of the Census' unpublished projections to 1975 for State Economic Areas.

The projections of metropolitan population by color have a less adequate base than do those for total metropolitan population for at least two reasons. First, there were no post-1960 estimates of metropolitan population by color on which to tie estimates of recent trends; thus, basically the 1940 to 1960 experience had to

be used. The procedure used was noted in an earlier section. Another problem arises in respect of assumptions about migration for the period 1960 to 1965. In order to make the pre-projections for the period 1960 to 1965 (that is, that portion of 1960-75 projections for State Economic Areas which covers 1960 to 1965) agree with the independent estimate for 1965, it was sometimes necessary to apply quite a large adjustment to the basic 1955-1960 migration rates and proportions. In the absence of color detail, this adjustment was applied equally to white and nonwhite migration rates and proportions. This consideration does not necessarily invalidate the projections by color. However, the southern states in general experienced an upward adjustment in net migration for the period 1960 to 1965. The application of the adjustment results in the implicit assumption of increased net in-migration of whites to the South for the period 1960-1965 and an accompanying decrease in net out-migration of nonwhites for the same period. The projections in this report still show a considerable net out-migration of nonwhites from the South for the period 1965-1985, but at a reduced rate. This is not an unreasonable assumption, but it should be noted that the color detail is less reliable than the all-classes figure as a result of this consideration.

Another issue in respect to the projections of nonwhite metropolitan population has particular import in the South. The projections indicate a sizeable increase in nonwhite population in the South, specifically an increase from 1960 to 1985 of 5.4 million nonwhites. The procedures used to allocate color to the metropolitan and nonmetropolitan areas resulted in assigning more than all of that increase to metropolitan areas. (In other words implying a decline of nonwhite nonmetropolitan population). Remembering that the metropolitan areas are as defined in 1967, this result may be unrealistic. It may be that much of the movement away from rural areas will go during the projected period to smaller cities, not to metropolitan areas. Also, since the South in the recent past has been an area undergoing rapid urbanization and metropolitanization, it may be that many new areas will qualify as metropolitan as a result of some of the growth projected for SMSA's as defined in 1967 going instead to smaller areas which may qualify as metropolitan by 1985. For these reasons particular caution should be exercised in respect to the projections of nonwhite metropolitan population in the South. In all four regions the projected growth of nonwhite population in nonmetropolitan areas is very small. Here again experience may prove very different from the projections.

In respect to the projections by age, the figures for the total population over 17 years of age in 1985, a population already born, are subject to lesser error than figures for those under 17 years in 1985, because that population is yet to be born. The reasons for selecting the particular fertility assumptions used have been discussed rather fully in an early section of this appendix, as well as the most likely direction, in our judgment, that deviations from the assumptions employed may take.

Some of the limitations and problems in respect to allocation of the projected metropolitan population to central cities and rings

have been discussed, but they are reiterated here. The projections assume that 1960 central city boundaries would remain constant and that the change experienced 1950 to 1960 within 1950 defined central cities would apply to the 1960 boundaries. This was clearly more sensible than assuming that growth 1950 to 1960 with flexible boundaries (that is, 1950 boundaries for 1950 population and 1960 boundaries for 1960 population) would apply. There was considerable annexation to some SMSA's during the decade of the fifties, and this annexation varied considerably over individual SMSA's and by size, age and regional location of the areas. As background to deciding what assumptions should be made in respect to annexations, the growth of 1950 metropolitan area's central cities between 1940 and 1950 was also examined, with adjustments made for annexations. Although these statistics were not used formally in the assumptions, they lent confidence in the credibility of the assumptions that were eventually decided upon. As mentioned in the text, it is unreasonable to assume that no annexation will occur to central cities during the period 1960-1985, but the projections do indicate what may happen within fixed boundaries, within the "older" (by 1985) parts of central cities.

An obvious alternative to the assumptions used would have been to assume that the same pattern of annexation experienced 1950-1960 would apply to the projection period. This would be an unreasonable procedure for at least two reasons. First, since the projections hold SMSA boundaries constant as of 1967 and since some metropolitan areas experienced very large increases by annexation during the 1950's, this assumption might imply that some central cities would be larger than their metropolitan area boundaries. That clearly would be a ridiculous by-product of the assumptions. In addition, it is difficult to rationalize an assumption that exactly the same pattern of annexations would occur in the immediate post-1960 period as took place during the fifties.

As was indicated in the section which described the procedure used to allocate color sub-classifications to the central cities, there were fewer statistics on which to base the assumptions in respect to annexation-controlled changes in color composition. However, in the South and West, where the most difficulty arose in the assumptions, it was possible to look at the color specific experience in respect to annexation for the class of central cities that had at least 250,000 residents in 1960. The assumptions in respect to color are probably as carefully worked out as is possible with available statistics. Nonetheless, the reader should note that the allocation of total population is probably more reliable than the allocation for whites and nonwhites separately.

All in all, despite the limitations of the projections described above, it should be borne in mind that the projections are much to be preferred to the alternative, which is complete ignorance; and that they do indicate what the consequences of present trends (modified by judgment) would be if there were no unusual or cataclysmic developments. They may be interpreted as "surprise free" projections. "Surprise" developments would, of course, alter the course of events.

SCOPE OF COMMISSION RESEARCH ¹

Zoning and Land Use

- Problems of Land Assembly
- Regionalism in Land Use Controls
- Land Value Trends
- New Techniques in Land Use and Development Controls
- Zoning in the Suburbs
- Zoning in the Central City
- Zoning Case Studies

Building Codes, Housing Costs, and Technology

- Impact of Local Building Codes, Regulations and Practices on Housing Costs
- Structure of Building Codes
- Building Code Administration
- Analysis of the Building Industry
- Urban Technology
- Development Standards and Urban Design
- Development Standards and the Development Process
- Labor Practices and Housing
- Housing Costs

Housing Programs

- Housing Needs
- Programs for Expanding Low- and Moderate-Income Housing
- Evaluation of Social Objectives of Low-Income Housing Programs
- Evaluation of Types of Home Ownership
- Financing
- Community Development and Renewal
- Processing Time and Procedures for Housing Programs
- Housing Construction Goals: Implications

Housing Codes

- Goals and Administration
- Legal Remedies for Housing Code Violations
- State of Housing Code Enforcement
- Code Enforcement: Costs and Effects
- Housing Code Standards

Taxation and Government Finance

- Impact of the Property Tax
- Federal Taxes and Housing
- Governmental Structure in Metropolitan Areas
- Financing of Urban Government
- Land Taxation

Housing and Social Problems

- Housing and the Large Poor Family
- Creative Neighborhoods
- Racial and Economic Integration: Factors and Problems

Statistical Studies

- Demographic Developments and Prospects
- Canvass of 3,000 Local Governments on Substance and Administration of Zoning, Planning and Building Regulations (Codes and Standards)
- State Study of Land Values, Improvements, and Assessments
- Land Use Patterns in Major Cities
- Housing Conditions in Poverty Areas of Major Metropolitan Areas

¹Listing does not imply all research performed will lend itself to publication.