

MINUTES

SPECIAL COMMITTEE ON FEDERAL AND STATE AFFAIRS

August 9-10, 1977

Members Present

Senator John Crofoot, Chairperson  
Representative Ardena Matlack, Vice-Chairperson  
Senator Leroy Hayden  
Senator Frank Smith  
Representative Carlos Cooper  
Representative Stan Gibson  
Representative Anthony Hensley  
Representative Joseph Mikesic  
Representative Tom Slattery  
Representative Kathryn Sughrue

Senator Edward Reilly was excused.

Staff Present

J. Russell Mills, Jr., Kansas Legislative Research Department  
Mary Ann Torrence, Revisor of Statutes Office

Conferees (August 9, 1977)

A. W. Woellhof, Kansas Power and Light Company  
Gerald Jones, Building Code Engineer, Overland Park  
Phil McDonald, Modern Insulating Company, McPherson  
Jay Blough, Thermal Shield, Inc., Hesston  
Patrick Terick, Center Industries, Wichita  
Mike Garland, Cellotex Foam, Tampa, Florida  
L. A. Barron, National Cellulose Insulation Manufacturers Association, Elk Grove Village, Illinois  
James L. Ketcherside, Farmers Alliance Mutual Insurance Company, McPherson  
Homer Cowan, The Western Insurance Companies, Fort Scott  
Charles Baxter, Farm Bureau Mutual Insurance Company, Manhattan  
Joe Kimpflen, Certain-Teed Products, Valley Forge, Pennsylvania  
V. V. Vercoe, Dow Chemical, Granville, Ohio

Conferees (August 10, 1977)

Wanda Coder, President, Kansas County Clerks Association  
Willard L. Stockwell, Wichita-Sedgwick County Metropolitan Area Planning Department  
Richard A. Engels, U. S. Bureau of the Census, Washington, D. C.  
Charles Morgan, Sedgwick County Appraiser's Office  
Ron Moore, Seward County Assessor  
George Schnellbacher, Shawnee County Assessor  
Gary Seitz, Director of Planning and Zoning, Newton  
Ken Glover, Mid-State Regional Planning Commission, McPherson  
W. E. Turner, Research Department, Wichita Public Schools  
Ernie Mosher, Kansas League of Municipalities  
Prather Brown, Jr., Johnson County Assessor  
Elgia Stevenson, Deputy Assessor, Johnson County  
W. W. Duitsman, Secretary, State Board of Agriculture  
John Kennedy, Division of Planning and Research  
James W. Bibb, Director, Division of the Budget  
Jim Cobler, Division of Accounts and Reports  
Meredith Williams, Division of Post Audit  
Jeff Brewer, Division of Post Audit  
Jack Brier, Assistant Secretary of State

August 9, 1977

Proposal No. 26 - Insulation Standards

Chairperson Crofoot called the meeting to order at 10:00 a.m. The first order of business was consideration of Proposal No. 26 - Insulation Standards.

Mr. A. W. "Bill" Woellhof, Kansas Power and Light Company, presented a prepared statement (Attachment I) summarizing the KPL "Stop the Energy Thief" attic insulation program. Under this program, KPL provides free inspections of attic insulation. If the insulation is found to be inadequate, KPL will assist the customer in acquiring a contractor and financing to properly insulate the dwelling. Since October, 1976, KPL has conducted 7,871 attic inspections; only 7.8 percent of the dwellings inspected had adequate insulation. As a result of the inspections, 49.6 percent of the dwellings were reinsulated and 32.9 percent used the KPL financing plan.

Mr. Gerald H. Jones, Building Code Engineer, Overland Park, presented a prepared statement (Attachment II) which summarizes the impact of the three model building codes on insulation materials. Mr. Jones recommended that a public relations effort be implemented by the national insulation trade associations, in conjunction with press releases and presentations by local fire departments and the State Fire Marshal, to advise the public of potential hazards and to educate consumers how to purchase safe products. Mr. Jones felt that such a program would achieve better results than the passage of a state law which would be difficult or impossible to enforce. He also stated that building codes will soon control the quality of insulation in new dwellings.

Phil McDonald, Modern Insulating Company, McPherson, stated that he has been a cellulose insulation manufacturer since 1945. He noted that several industry and government standards are currently available and suggested that the state could establish standards for testing laboratories. He stated that a good test will cost about \$2,500 and should be conducted annually. Mr. McDonald discussed the test procedure and stated that tests should include items such as a control number, bag label, density of material, starch content, odor emissions, corrosiveness, burn characteristics, flame spread, and workmanship. He suggested that insulation companies be required to post the test results and that a state agency, such as the Department of Health and Environment, periodically sample the products to assure a level of quality control. Mr. McDonald noted that the Underwriters' Laboratories tests are very expensive: \$10,000 for initial tests and a charge of 3 percent of net volume for continued periodic tests. He noted that the present shortage of fire retardants chemicals (mainly boric acid) could lead to increased volumes of inferior products. He stated that Colorado permits the sale of insulation products carrying the U. L. label only.

Mr. Jay Blough, Thermal Shield, Inc., Hesston, stated that controls and standards for insulation products were long overdue. He also discussed the problem of improper insulation or application. He stated that any laboratory which requires follow-up tests could be used to establish a quality control program.

Proposal No. 27 - Physically Handicapped Standards

Mr. Patrick Terick, Center Industries, Wichita, testified concerning Proposal No. 27 - Physically Handicapped Standards. Mr. Terick discussed the Center Industries program and urged the Committee to give favorable consideration to legislation which would provide a higher level of accessibility for the physically handicapped. He stated that a University of Michigan study showed that increased costs of 5 to 10 percent could be expected when constructing barrier-free buildings.

Proposal No. 26 - Insulation Standards

Mr. Mike Garland, Cellotex Foam, Tampa, Florida, presented a prepared statement which discusses the various tests available for insulation materials (Attachment III). Mr. Garland stated that no test can be used to predict the manner in which a product will react in an actual fire situation. If legislation is to be proposed, Mr. Garland suggested that the following points be taken into consideration:

1. No one test is adequate to fully describe the fire characteristics of materials.
2. Large scale testing provides better data for evaluating products than small scale tests.
3. Standards must be flexible enough to accommodate the new and innovative products being developed as well as changes in the state of the art in fire testing.
4. A structure's fire performance is affected by the use of insulation regardless of the type being used.
5. Any legislation should include all building materials and not just insulation.

Mr. Garland stated that new regulations would not increase the cost of products if existing standards, such as U.L., were used.

Afternoon Session

Mr. L. A. Barron, National Cellulose Insulation Manufacturers Association, Elk Grove Village, Illinois, distributed a packet of material to each member. (Copies are available in the Legislative Research Department.) Mr. Barron stated that there are 225 cellulose insulation manufacturers in the United States. The National Cellulose Insulation Manufacturers Association (NCIMA) is composed of 12 member companies which manufacture about 50 percent of all cellulose insulation produced in the United States. He briefly discussed the various existing standards. Mr. Barron stated that the industry does not need new standards: the industry needs intelligent enforcement of existing standards. He noted that the National Council of Better Business Bureaus, as well as the North American Association of Fire Marshals, are working with NCIMA to prepare a consumer education program. Mr. Barron stated that a good consumer education program by the trade associations could solve many of the problems in the industry.

Mr. James L. Ketcherside, Farmers Alliance Mutual Insurance Company, McPherson, distributed a packet of material to Committee members. (Copies are available in the Legislative Research Department.) He stated that underwriting departments in Kansas do not now take insulation quality into consideration in developing ratings.

Mr. Homer H. Cowan, Jr., the Western Insurance Companies, Fort Scott, presented a position memorandum (Attachment IV). He stated that insulation quality has not been a concern of the insurance industry in Kansas. He also stated that some control over the standards required for future buildings and structures in Kansas is advisable. He concluded that he would support any law that would enhance fire protection of life and property and that such laws, with proper enforcement, will ultimately have an effect upon rates if they reduce the number of fires or affect the severity of fires.

Mr. Charles Baxter, Farm Bureau Mutual Insurance Company, Manhattan, stated that flammable insulation products present a problem of higher rates for all consumers to cover losses incurred through fires. He briefly discussed the insurance rating procedure. Mr. Baxter stated that any insulation standards adopted should be easily understandable and designed for easy implementation.

Mr. Joe Kimpflen, Certain-Teed Products, Valley Forge, Pennsylvania, appeared as a representative of the National Mineral Wool Insulation Association. He stated that standards should cover insulation quality and proper installation techniques. He noted that the General Services Administration is expected to adopt new federal standards in 1977 and that the Energy Research and Development Administration is considering new standards. Mr. Kimpflen briefly discussed the activity of the National Mineral Wool Insulation Association in developing standards.

Mr. V. V. Vercoe, Dow Chemical Company, Granville, Ohio, stated that Dow has been in the styrofoam insulation field for over 30 years. He discussed Dow's testing procedures and noted that all three model building codes now regulate foam plastic insulation. He recommended that stronger enforcement of existing building codes would achieve better results than would the adoption of new standards.

Staff distributed a letter from the Wichita Area Builders Association supporting the establishment of fire and safety standards for insulation (Attachment V). Staff was instructed to secure the attendance of the State Fire Marshal at the September meeting to further discuss Proposal No. 26.

Senator Hayden recommended that the state take no action in the area of insulation standards since the federal government is developing standards. Representative Gibson stated that a public relations and consumer education effort, not legislation, was the solution to the problem. Representative Cooper stated that a bag label registration program could assure quality control. Representative Sughrue stated that, because of new tax incentives and the cost of energy, the Committee should take action to protect the public. Representative Hensley stated that this was an appropriate time for state legislation.

August 10, 1977

Morning Session

Proposal No. 25 - Annual State Census

Chairperson Crofoot called the meeting to order at 9:00 a.m. and directed the Committee's attention to Proposal No. 25 - Annual State Census.

Ms. Wanda Coder, President of the Kansas County Clerks Association, presented a prepared statement (Attachment VI). She discussed the problems experienced by Riley County because of its transient student and military population. She noted that the 1976 cost in Riley County was 19¢ for each name accumulated. She felt that students and military personnel should be counted where they are located.

Mr. Willard L. Stockwell, Wichita-Sedgwick County Metropolitan Area Planning Department, discussed the Sedgwick County census operation at some length. He supported the continuation and upgrading of the annual state census. Mr. Stockwell stated that some state agency should be charged with the responsibility of improving the state census; that the legislative mandate for an annual census should be retained; that Sedgwick County has the most accurate census in the United States; that Sedgwick County budgets \$120,000 per year to conduct the census; and that the state should standardize the methodology used and conduct training seminars. Mr. Stockwell made the following recommendations with regard to the annual state census:

1. The Legislature should retain its mandate for an annual census.
2. The responsibility should be transferred to a state agency interested in conducting an accurate census.
3. A state effort should be initiated to provide direction and training to local units of government.

Mr. Stockwell further discussed the census operation in Sedgwick County and noted that the census costs about 35¢ per person counted. He expressed the fear that, without the legislative mandate, the census will not be conducted.

Mr. Richard A. Engels, U. S. Bureau of the Census, presented the prepared statement of Mr. Frederick J. Cavanaugh (Attachment VII). Mr. Engels discussed the history of the federal census, the accuracy of federal estimates, and the positive bias of the Kansas state census. He noted that about 18 states use federal estimates for the distribution of state revenue. Mr. Engels stated that the U. S. Bureau of the Census does not use the Kansas census because of the lack of quality control and the various enumeration methodologies used in the state. Mr. Engels concluded that good estimates are better than a bad census and that a good census is better than good estimates.

Mr. Ronnie D. Moore, Seward County Assessor, presented a prepared statement (Attachment VIII). Mr. Moore discussed the excessive cost of conducting an annual census given the small population changes each year. He felt that it would be more feasible to use the federal census or only conduct a state census every five years.

Mr. George Schnellbacher, Shawnee County Assessor, stated that the main problem is how and why the state is going to conduct an annual census. He supported the continuation of a state census with the establishment of a State Department of Vital Statistics. He noted that the total cost of the state census in Shawnee County is about \$50,000 annually.

Mr. Gary A. Seitz, Director of Planning and Zoning, Newton, discussed the need for an annual census for planning purposes. He expressed support for an expanded census, such as the Sedgwick County census, to provide reliable data for city and county planners.

Mr. Kenneth F. Glover, Mid-State Regional Planning Commission, McPherson, presented a prepared statement (Attachment IX). He noted that he was not speaking as a representative of the Mid-State Regional Planning Commission. Mr. Glover stated that the Committee had three options concerning the state census:

1. Take no action and allow it to continue as is.
2. Make changes that will improve accuracy and usefulness.
3. Remove the requirement for the enumeration from the Kansas statutes.

Mr. Glover discussed the impact of each of these options.

Mr. Engels noted that the 1985 federal census has been mandated by law but that no appropriations have been made yet nor has the content of the 1985 census been determined.

#### Minutes

Representative Matlack moved to approve the minutes of the July meeting. Representative Cooper seconded the motion. The minutes were approved.

#### Proposal No. 25 - Annual State Census

Staff distributed statements from the Wichita Public Schools Division of Research, Planning, and Development Services recommending the continuation of an annual census (Attachment X); the City of Kansas City urging that the annual census be retained and upgraded (Attachment XI); and the Health Systems Agency of Southeast Kansas urging that an objective cost study be conducted before the annual census is arbitrarily abandoned (Attachment XII).



Mr. W. E. Turner, Research Department, Wichita Public Schools, stated that his department relies heavily on the annual census and that enumeration efforts and funding should be continued.

Mr. Ernie Mosher, League of Kansas Municipalities, stated that the League's convention policy is to expand state and county efforts to improve the quality of the state census.

Staff distributed a letter from the Wichita Department of Public Works supporting the continuation of an annual census (Attachment XIII).

#### Afternoon Session

Mr. Prather Brown, Jr., Johnson County Assessor, introduced Ms. Elgia Stevenson, Deputy Assessor, who distributed a packet of materials. (Copies are available in the Legislative Research Department.) Ms. Stevenson discussed the operation of the state census in Johnson County at some length. She stated that the costs in Johnson County are \$90,000 annually to enumerate some 250,000 people. Ms. Stevenson stated that confidentiality standards should be established at the state level.

Mr. W. W. Duitsman, Secretary of the State Board of Agriculture, presented the recommendations of the Inter-Agency Committee on the Annual Enumeration of Inhabitants (Attachment XIV). The Inter-Agency Committee, composed of the Department of Agriculture, the Department of Health and Environment, and the Division of State Planning and Research, made the following recommendations:

1. Abolish the annual enumeration of inhabitants under K.S.A. 11-101, et seq., thereby making 1978 the last year in which the annual census is to be conducted and September, 1978, the last time the results are reported.
2. Beginning in 1979, use "the most recent population figures for Kansas available from the U. S. Bureau of the Census" for state tax sharing and all other purposes involving population figures.
3. "The most recent population figures available from the U. S. Bureau of the Census" could be FSCP estimates, the results of the quinquennial censuses, the results of a special local census conducted under contract with the U. S. Bureau of the Census, or the results of an estimates program of the State of Kansas. The annual enumeration figures of 1977 or 1978, would be available for the preparation of an apportionment bill during the 1979 regular session of the Legislature.

Mr. Duitsman stated that the Department of Agriculture has neither the supervisory power nor the funds to assure an accurate census. He urged favorable consideration of the Inter-Agency Committees' recommendations.

Mr. John Kennedy, Division of State Planning and Research, discussed the costs of a state census and estimated that it would cost about \$1 million for the state to conduct a reliable census.

#### Proposal No. 28 - State Real Estate Transactions

Mr. James W. Bibb, Director of the Budget, discussed the manner in which the Budget Division has incorporated land inventory information on the budget forms (Attachment XV). Mr. Bibb did not feel that the land inventory system developed by the Division of Accounts and Reports should be duplicated through the budget process. He noted, however, that he was complying with the recommendations of the Legislative Division of Post Audit. He felt that each state agency was capable of managing its land holdings. Mr. Bibb discussed the history of land inventory approaches by the federal and state governments.

Mr. Jim Cobler, Division of Accounts and Reports, discussed the draft bill concerning state-owned land (Attachment XVI). He felt that the Department of Transportation should be exempted from the act since DOT maintains its own land holdings on computer. Mr. Cobler recommended that the reporting requirement in New Sec. 2(e) be changed from 60 to 120 days and that the inspection requirement in Sec. 3 be on a discretionary basis. He also stated that the term "brief legal description" should be defined. Mr. Cobler urged the Committee to give careful consideration to the intended uses of the inventory so that the necessary data may be collected.

Mr. Meredith Williams, Legislative Division of Post Audit, presented a summary of land inventory practices in surrounding states (Attachment XVII). Mr. Williams stated that the Division of Accounts and Reports should develop a detailed listing of state-owned land. He stated that a centralized inventory of state-owned land would be useful to Post Audit during the audit process. Mr. Williams recommended that the 60-day reporting requirement be deleted from New Sec. 2(c) of the draft bill since this is already a normal practice for state agencies. Mr. Williams also recommended that the draft report (Attachment XVIII) be modified to indicate that the Committee does not reject the entirety of the audit report. Mr. Mills replied that the inference of the sentence on page 5 of the draft report was unintended and that sentence would be revised.

Mr. Jeff Brewer, Division of Post Audit, briefly discussed the land inventory systems of several states.

Mr. Jack Brier, Assistant Secretary of State, reported that the Secretary of State supports the draft bill as a rational approach to the problem.

Proposal No. 25 - Annual State Census

Staff distributed a letter from the Center for Urban Studies at Wichita State University supporting an upgraded annual state census (Attachment XIX).

Next Meeting

The next meetings will be held on September 8-9 and October 6-7, 1977.

The meeting was adjourned.

Prepared by J. Russell Mills, Jr.

Approved by Committee on:

10-3-77  
(Date)

TESTIMONY by  
A. W. WOELLHOFF  
DIRECTOR OF MARKET SERVICES  
THE KANSAS POWER AND LIGHT COMPANY  
before the  
KANSAS LEGISLATURE SPECIAL COMMITTEE  
on FEDERAL AID STATE AFFAIRS

August 9, 1977

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to appear this morning and give input to your consideration on Proposal No. 26 - Insulation Standards. Copies of my remarks are available.

I would like to give a quick review of The Kansas Power and Light Company's very successful "Stop the Energy Thief" attic inspection program and to make a few comments about the need for insulation standards as we see it. Then, if I can answer any questions for you, I would be pleased to try.

In the early summer of 1976, The Kansas Power and Light Company felt that it would be necessary to develop a program to create customer awareness for the need for insulation in existing homes. For a number of years, we have successfully communicated insulation requirements to most builders of new construction, but the retro-fit market at that time was not a great one.

That summer we conducted a survey that showed 70% of our customers felt their homes were adequately insulated, 11% had no opinion, and 19% thought adding insulation would be worthwhile. When we asked that 19% if they were planning on adding more insulation within the next year or so, only 8%, or 1/3 of the people who knew it would be worthwhile, were going to do any insulation. Over 50% did not plan to insulate.

We test marketed an attic insulation inspection and installation program in Manhattan in the month of September. On October 4, 1976, we made our program available to all of our gas and electric customers. We offer to provide a free inspection of existing insulation in the customers' attic to explain what they had and the benefits of bringing the level of insulation to R-30. "R" is an industry term indicating resistance to heat flow. The higher the number of "R", the better the insulation level. Our research showed that depending on the amount of existing insulation, if any, the customer could achieve a savings of as much as 36% of heating energy used and as much as 30% cooling energy used if they brought their attic to an R-30. The energy savings would translate most importantly to the customer into dollars saved to make the investment pay out quickly.

Obviously, there would be benefits to The Kansas Power and Light Company also in the form of reduction of system electric peak by cooling customers in the summer, and a reduction in peak gas requirements from heating customers during the coldest months. This benefit can be very important to a utility company even though additional insulation results in fewer kilowatt hours or MCF of gas sold.

Since attic insulation was the easiest to inspect and install, we chose to work only in the attic. When we make the attic inspection, we also discuss other insulation and thermal treatment benefits and if requested, conduct an energy audit in the customer's home. After inspecting the attic and discussing the benefits of bringing the existing insulation, if it is not adequate, up to an R-30 level, if the customer is interested, we will arrange for the R-30 installation through a qualified participating

contractor. Further, if the customer would like, we will finance the installation with no down payment for a period of as long as 24 months on their gas or electric bill.

To qualify as a participating contractor, we require insulation contractors to carry insurance at a level needed to contract for any other work with The Kansas Power and Light Company: liability insurance of \$100-300,000 and \$50,000 property damage, and the same for vehicular liability. We ask the contractor to submit a specification sheet of the product he plans to install and we contract our installation only with contractors with a product bearing an Underwriter's Laboratory Seal or Trade Association Certification. Contractor's bid on a  $\epsilon$ /square foot for various R-levels, and we award the work to the qualified contractors with the low bids.

Since it's inauguration in October of last year, the program has been very successful. We have had 7871 requests for attic inspections. We found that 7.8% inspected had adequate insulation. (Remember the survey that said 70% thought they had adequate insulation.) We have influenced 49.6% of the inspections we made to insulate their attic to R-30, and 32.9% used our finance plan.

At present with no advertising, we receive about 200 requests for inspections per week. Throughout The Kansas Power and Light Company service area we have about 40 people trained and qualified to make inspections.

Our "Stop the Energy Thief" program success was recognized in July, when KPL was presented the Federal Energy Administration "Energy Conservation Merit Award". The award was presented in the Governor's office with the Chairman of the Corporation Commission present.

Over 45 utilities have asked for copies of our program, many of the same utilities who questioned our entry into the plan last year.

The program has created a minimum number of problems, and we feel one of the reasons we have had very few problems is the fact that we require the contractor to be properly insured and to use a product of known quality. Our Energy Consultant attic inspectors do a fine job of explaining the benefits of insulation, and our customers trust us and believe us. For participating contractors, we have done the difficult task of calculating and selling the job, qualifying the contractor, and if necessary, qualifying the buyer and providing financing. We will continue to offer this very important service to the gas and electric customers of The Kansas Power and Light Company.

I know there are expert witnesses to testify from various phases of the insulation industry here today, but I would like to make a few comments about insulation.

Whether it be mineral wool, cellulose or foam, there is need for accurate and proper labeling on the product to designate to the customer the R-value being purchased. We have seen some questionable labeling of the R-value per inch of several of these products. There also certainly is a need for manufacturers or distributors to conduct proper training for applicators or installers.

I can cite an example that occurred in one of our offices recently. A young man came in and indicated he wanted to know about being an insulation contractor. He planned to sell his motorcycle and get in business. The good insulation contractor needs more qualifications than just selling his motorcycle.

Many customers question the insulation benefits of cellulose fiber, ground up newspaper if you will. We have worked with cellulose insulation contractors and manufacturers for nearly 20 years, or as long as we have been working with the electric heating and total electric concept. We have not had problems with any cellulose fiber that is properly manufactured, labeled, and installed.

We must recognize that the demand for insulation is just now beginning and as energy prices rise, as tax incentives develop, customer awareness of the benefits of insulating will create intense demand. It would be very difficult to fill this demand without the use of cellulose fiber. The product is manufactured from a resource that is greatly abundant - old newspaper. It is an effective recycling process. Manufacturing cellulose insulation is not as energy intensive as some other insulation production processes. There has been more adverse publicity about cellulose than other products. A neighboring state, for instance, reported several fires resulting from improperly treated cellulose, but it is my understanding that these products were not Trade Association or UL certified and quality control in manufacturing the product was nil.

Along the lines of labeling and testing, I think it is important to recognize that there is all sorts of quality in testing labs. It may be important that they be certified also for a report from an incompetent testing lab may be worse than no report at all.

The high demand that will be developed by increasing existing customer awareness of the benefits of insulation, increased awareness by

new construction builders, and by the recent Corporation Commission order mandating maximum heat loss, will bring demands for insulation in the state of Kansas far beyond what we have so far experienced. As a utility, we will help our customers recognize that right now the most effective way to reduce energy consumption is to insulate, insulate, insulate.

I am afraid we will see some ex-lightning rod salesman and itinerant peddlers try to take advantage of this demand. I feel very strongly that I would hate to see additional levels of governmental bureaucracy established. But it may become necessary to protect the citizens of Kansas by establishing product standards for manufacturers of insulation and installation standards for installers of the product.

Our company has had tremendous cooperation from the National Mineral Wool Insulation Association representing the fiberglass and mineral wool industry and from the National Cellulose Insulation Manufacturers Association representing the cellulose fiber products. Not all manufacturers are members of these associations, but we have found that members of these associations have available consumer information, training for us and for dealers, and they attempt to maintain quality control over their members. I am sure there are other associations such as the Thermal Insulation Manufacturing Association who gives good quality control also. We feel the UL label on insulation can be just as important as on a small appliance although I am sure that there are many manufacturers making quality insulation products that are not UL labeled.

We do not have a testing lab and are not qualified so we have to depend on known labeling to indicate quality control of the product. The



decision this committee makes about insulation will be far reaching and very significant, not only to the customers in the state of Kansas, but to the contractors and manufacturers involved.

I hope my remarks have given you an overview as we see it. I would be happy to try to answer any questions you may have.

Testimony Before  
Special Committee on Federal & State Affairs  
Senator John Crofoot, Chairman

By: Gerald H. Jones, P.E., Bldg. Code Engineer, Overland Park, Kansas  
Re: Proposal #26 - Insulation Standards - A review of the necessity of establishing fire and safety standards for insulation materials in order to protect the public from hazardous insulation materials.

Subject: The application of building codes and standards to the question of insulation hazards.

Background: Historically, the subject of insulation has been rejected by the building codes as strictly an economic factor which was totally unrelated to the three legal elements forming the basis for a code -- health, safety and general welfare. The economic decision was based entirely on the relative costs of the fuel to be expended versus the costs of containing the energy within the building, whether by insulation, glazing techniques or other construction methods. The code writers were, and still are, skeptical about selling a man's product for him through mandatory laws, and for several years proposed code changes to all of the model codes were rejected as not meeting the criteria of health, safety and general welfare.

The energy crunch has, however, changed the status of fuel and energy conservation from an economic decision to one of great concern for the general welfare. As a result, all three of the model codes have adopted energy conservation requirements in their most recent editions which mandate the extensive use of insulation in the building envelope for all new construction. The requirements at this time are not retroactive to existing buildings unless major remodeling or reconstruction occurs.

Economic factors, such as the rapid increases in fuel costs are, however, hard at work, and property owners all over the country are adding insulation of

all kinds and types to their buildings in an attempt to hold down fuel bills. Legislation is either under consideration or already enacted in many states to encourage and even subsidize the insulation of existing structures.

As might be expected in a new and expanding marketplace, some materials are being sold and installed which create a larger hazard to life than their benefits can justify. The indiscriminate use of certain foam plastics and shredded untreated newspaper have economic and ecological attractions at a tremendous sacrifice in fire safety. I am told by associates in other states that the problem is widespread and not unique in our state alone. Operators are advertising the rental of equipment to chop and shred newspapers to homeowners to use their own material if they desire.

Model Codes: A model building code is a document published by an organization for the purpose of adoption by individual cities or states to provide uniformity in building regulations and to save the individual city the cost of developing a complex legal document from scratch.

Four model codes are in use in Kansas:

- National Bldg. Code published by the Insurance Service Organization, New York
- Uniform Building Code published by the International Conference of Building Officials, Whittier, California
- Basic Building Code, published by the Building Officials and Code Administrators, Chicago, Illinois
- Standard Building Code, published by the Southern Building Code Congress, Birmingham, Alabama

Changes to all but the National Code (which is controlled by the Insurance Organization) can be submitted by any interested party, are subsequently published, public hearings held, committees deliberate and recommend and the respective memberships of ICBO, BOCA or SBCC vote to determine the content of the model code.

Standards: A standard issued by one of several accredited authoritative agencies serve as criteria for accepted safe practice for many materials, products, systems of construction, or specific uses by all three of the model codes published by the Building Official organization.

The code text will indicate when compliance with a standard is permissive or mandatory.

Some of the more important independent standards writing organizations are:

- American Society for Testing Materials
- American National Standards Institute
- National Fire Protection Association
- Underwriters Laboratories
- Factory Mutual Laboratories

Frequently a standard will be written by commercial interests such as the Gypsum Association, Portland Cement Association or the National Cellulose Insulation Manufacturers Association, and then submitted for review and approval by one or more of the accredited independent agencies previously mentioned, thus removing or diminishing any question of bias in the standard.

The model codes rely very heavily on such standards as measures of performance and quality.

Current regulations on fire resistance of insulation in the model codes:

- BOCA Basic Building Code  
Insulation when installed in attic spaces of ordinary or frame buildings must comply with Class III surface burning (flame spread) of 76 to 200.

Foam plastics are restricted to concealed spaces and protected by a 15 minute finish rating.

- SBCC - Standard Building Code

Insulation when installed exposed is restricted to Class I (flame spread of 0 to 25) and when concealed to Class II (flame spread 26 to 75).

Foam plastics are restricted to concealed spaces with 15 minute finish rating.

- ICBO - Uniform Building Code

A code change is under consideration to limit the flame spread of insulations, but the change has been recommended for further study and will probably not be acted upon until 1978.

Foam plastics are restricted to concealed spaces with 15 minute finish rating.

Accredited standards relating to fire resistance of insulation:

- ASTM C-739  
Standard Specification for Cellulosic Fiber (Wood Base) Loose Fill Thermal Insulation
- ASTM E-136  
Method of Test for Determining Noncombustibility of Elementary Building Materials
- ASTM E-119  
Method of Fire Test of Building Construction and Material
- ASTM E-84  
Method of Test for Surface Burning Characteristics of Building Materials

Enforcement of Building Regulations:

A. Cities which have adopted a model code and which provide staff for administration of their code usually obtain a reasonable level of

compliance with those regulations for new construction.

B. Areas outside the jurisdiction of cities with code enforcement capabilities are regulated by the marketplace.

C. State laws with limited enforcement are of some value, but are frequently ignored by the very people the regulation was directed to. They are complied with by the people who respect a law, whether there is a penalty or not.

D. Application of insulation to existing buildings is extremely difficult to regulate, even for cities with codes since up until this time at least no permit has been required for the application of insulation.

Summary: While a problem of some significance has become apparent, the enforcement of either state or local regulations will be very difficult as applied to existing buildings.

Any regulations contemplated should reference only nationally accredited standards of performance to assure uniformity.

The model building codes either have already, or are in the process of, regulating the fire resistance of insulation materials as they apply to new or remodeled buildings.

The creation of regulations governing building materials outside of a building code package creates problems of correlation as national standards are updated and creating conflicts with other building regulations.

Recommendation: It is my recommendation that a public relations effort by the national trade associations, in conjunction with press releases and presentations by the local fire departments and state fire marshal's office,

to advise the public of the potential hazards and what labels to look for to assure that a safe product is being supplied will do far more good than the passage of a law that is difficult or impossible to enforce. The building codes then will soon control the quality of installation in new buildings.

MIKE  
ARLAND

Special Committee  
Federal and State Affairs  
Proposal No. 26 - Review of Necessity  
to Establish Fire & Safety Standards  
for Insulation

Attachment III

On behalf of The Celotex Corporation, allow me to extend our thanks to this committee for the opportunity to participate in these hearings.

The Celotex Corporation has been manufacturing and marketing insulation type products for over 50 years. We have participated in the on-going product research and development throughout that period, including the development of rigid board foam plastic insulations in 1966. From this early beginning, extensive research has led to the development of what is, in our opinion, the best foam plastic products in the industry, Thermax Insulation Board and Thermax Sheathing.

Along with product development came evolution in Fire Testing.

In the 1960's and early 1970's, a wide variety of tests were employed to evaluate the combustibility characteristics of building materials, including foam plastics. The results of many of these tests were routinely published by materials manufacturers in product literature, and in some cases, were used to make judgements about performance in real fire situations. By approximately 1973, however, considerable controversy had developed about the capability of most or all of these tests to predict performance of materials in actual fires. At about the same time, the Federal Trade Commission took action to prohibit manufacturers of foam plastics from publishing and promoting the results of certain small-scale tests as being indicative of fire performance. Also in 1973, ASTM added the following caveat to all its existing fire test procedures:

"This standard should be used solely to measure and describe the properties of materials, products, or systems in response to heat and flame under controlled laboratory conditions and should not be considered or used for the description, appraisal, or regulation of the fire hazard of materials, products, or systems under actual fire conditions."

At present, attitudes toward the significance or value of individual fire tests vary substantially among those groups which are active in the regulatory area. ASTM, UL, FM, FIC, NBS, local and model building codes, and insurance companies are examples of such groups. As yet, no consensus opinion has resulted from this debate.

Celotex/JWRC Policy

Celotex/JWRC believes that no test, either large or small, can be used to predict the performance of materials under actual fire conditions. The real-world variables that exist in a fire are infinite in number and too complex to be incorporated into any test. A few examples of these variables are building configuration, materials, of construction, intensity and location of ignition source, ventilation or air supply, building contents, etc. For this reason, the ASTM Caveat, stated above, realistically applies to all fire tests.

Despite this problem, Celotex/JWRC and all other actively concerned groups recognize that it is still necessary to attempt to characterize the combustibility properties of construction materials. Celotex/JWRC does rely on certain tests in its efforts to develop such information. These are:

1. JWRC 8 Foot Corner Test
2. ICBO 8 Foot Room Corner
3. Factory Mutual 25 Foot Corner
4. Factory Mutual 25 Foot Channel
5. JWRC Building Fire Tests
6. ASTM E-84 25 Foot Tunnel
7. ASTM D-1929 Ignition Temperature
8. ASTM E-119 Furnace
9. ASTM E-108 Test for Roof Coverings
10. Factory Mutual Calorimeter Test

At present, tests 1-6 are those primarily relied upon by Celotex/JWRC in formulating recommended applications, and promotional and technical bulletins for Thermax products. In addition, D-1929 provides valuable supplemental information on ignition properties. Test 8, E-119, may have greater applicability in the future for testing construction systems containing Thermax products. Tests 9 and 10 are used for roof insulation systems. It should be emphasized that all of these are tests of building construction materials and combinations thereof. Celotex/JWRC has no control over the furnishings or contents which may ultimately be placed in buildings, and therefore does not attempt to deal with this problem in its fire testing program. This is rightfully the concern of the building owner, occupants, codes and insurance companies.

Celotex/JWRC does run other fire tests in its development and fire performance evaluation program. These tests are employed only for screening purposes; i.e., making comparisons between experimental materials in the laboratory, or to provide, upon request, such data from a specific test as might be required by some outside agency; e.g. customers, government, codes, insurance companies, etc. In most cases, these tests have little or no significance relative to fire performance of materials in end-use applications, and Celotex/JWRC will not use information from these tests for such purposes. In those few cases where it is believed that a test provides some useful information, this has been noted in the summary which follows.

AGENCY ABBREVIATIONS USED IN DESCRIPTION

ASTM	American Society for Testing of Materials
NFPA	National Fire Protection Association
UL	Underwriters Laboratories, Inc.
UBC	Uniform Building Code
ANSI	American National Standards Institute

Atch. III



Thermax products besides being one of the most thermally efficient insulations, are also one of the most "fire" tested products available. Celotex has placed heavy emphasis on large scale testing, (8' x 12' enclosed corner test and Factory Mutual 25' Foot Corner Test) to provide building code and fire officials the best available data for evaluation of our products. Our testing program is of an on-going nature and reflects the evolutionary character of both Foam Plastic and fire technology.

Our testing program has also shown the importance of considering not only the fire performance of the insulation alone, but also its effect on overall building performance.

There are three (3) main elements necessary for Fire: Fuel - Oxygen and Heat. An uninsulated structure permits ~~the escape~~ of heat out of the building. An insulated structure retains much of this heat which can lead to a more rapid build-up in the intensity of a fire ~~and~~ *within the structure*

In summary, Celotex feels any proposed legislation in the area of fire standards, must consider these main points.

1. No one test is adequate to fully describe the fire characteristics of materials.
2. Large scale testing provides better data for evaluating products than small scale tests.
3. Standards must be flexible enough to accommodate the new and innovative products being developed as well as changes in the state of the art in fire testing.
4. A structures fire performance is affected by the use of insulation regardless of the type being used.

5. Any legislation should include all building materials and not just insulation

Test No. ASTM D 635-76; ANSI K65.21  
Name Flammability of Self-Supporting Plastics  
Historical This test was designed primarily for solid, self-supporting plastics, but was used occasionally for cellular plastics.  
Significance No significant value. Celotex/JWRC has never used this test.

Test No. ASTM D 1692-76; ANSI K65.114  
Name Rate of Burning And/Or Extent and Time of Burning of Cellular Plastics Using a Specimen Supported by a Horizontal Screen.  
Procedure A 6"x2"x1/2" (or thickness of product if less than 1/2") sample is placed on a wire screen support, and subjected to a Bunsen burner flame at one end for 60 seconds. The rate of burning and/or the extent and time of burning are measured.

Historical ASTM D 1692 was one of the first tests used to measure the flammability of cellular plastics. In its original form (D 1692-59T), the test procedure required the description of foams as "burning", "self-extinguishing", or non-burning", depending on the extent of flame travel over the surface of the sample. During the 1960's, increasing numbers of code groups, government and military agencies, and customers for foam products began referencing this test in standards or specifications. Foam manufacturers, including Celotex, provided information on results of D 1692 tests since, in many instances, they were required to do so by the agencies mentioned above. It is true that some manufacturers misused the D 1692 terminology in advertising and promotional literature, by referring to products as "S.E." or "N.E." without any reference to the test method, and without any other flammability data or warnings. These types of misuses contributed to the Federal Trade Commission action against the cellular plastics industry in mid-1973.

It should be noted that Celotex did not provide D 1692 results alone, but did, in 1968, shortly after the acquisition of the Technifoam process from Allied Chemical, publish other supplemental flammability information. For example, although the urethane core foam of TF-530 was designated as "S.E.", the product was described as "Burning" and the recommended uses for TF-530 were limited to agricultural or storage buildings having a low level of human occupancy. It should also be noted that Celotex was not cited in the FTC action. Although all references to ASTM D 1692 were deleted from Technifoam product literature in 1973, at least one government specification for cellular plastics products still requires that this data be supplied.

Significance No significant value. This is a small-scale test used only for comparing one material to another in the laboratory. JWRC uses it on an extremely limited basis.

Test Name JWRC 9 Foot Tunnel

Procedure A 12" wide x 8' long sample is mounted under the roof of the tunnel, and then exposed to a methane burner flame under one end of the sample. The time and/or maximum extent of burning are recorded during the 10 minute test period. A flame spread index and an approximate smoke rating can be calculated, using asbestos-cement board, red oak, and other materials as standards.

Historical This test was designed to be an approximate 1/3 scale version of the E84/U.L. 723 25 foot tunnel. It was installed at JWRC in the late 1960's, and has been used extensively since then in attempting to predict the performance of experimental or developmental materials in the 25 foot tunnel.

Significance JWRC believes that the 9 foot tunnel has value as a research and development tool, both for evaluating comparative flame spread performance of materials, and for predicting results that will be obtained in subsequent 25 foot tunnel tests.

Test No ASTM E 108-75 ; NFPA 256, UL 790, UBC 32-7 (All Roofs) UBC 32-1 (Class A & B Roofs) UBC 32-3 (Class C Roofs).

Name Fire Tests of Roof Coverings

Procedure In this test, a standard roof deck test assembly can be exposed to three different types of fire sources, on the external or top side of roof construction. These include intermittent flame exposure, spread of flame, and burning brand, all of which are directed toward the exterior side of the construction. The classification obtainable as a result of passing these tests are Class A, B, or C, at a specified slope.

Historical This test has been used for many years by regulatory groups as a viable measure of performance of roof construction under external fire exposure.

Significance JWRC believes the test has significant value and obtains ratings on roof construction systems where required.

Test No ASTM E 84- 75% U.L. 723; NFPA 255, UBC 42-1; ANSI A2.5

Name 25 Foot Tunnel Test

Procedure This test utilizes a 20 " wide x 24' long x (product thickness) sample mounted under the roof of the tunnel, and a methane burner flame impinges on the underside of the sample at one end of the tunnel. The rate and extent of burning of the sample are recorded throughout the 10 minute test and a flame spread rating is calculated, based on asbestos-cement board as the zero standard, and red oak as the 100 standard. Smoke developed and fuel contributed ratings are also calculated using the same standards.

\*NOTE: Revision 76a to this standard employs a different method to calculate numerical results. U.L. proposes adoption

#### Historical

Since its development in the 1940's, the 25 foot tunnel has come into widespread use for defining the fire performance characteristics of interior materials of construction, e.g., wall paneling, ceiling tile, etc. During the 1960's, all the major building codes adopted fire performance standards based on Fire Hazard Classifications obtained from this test. At one point, (1960's, early 1970's) a 0-25 flame spread rating was considered to be a measure of "non-combustibility" of materials. As the market for rigid foam plastics expanded to include building construction applications, the E84 tunnel test evolved as the ultimate, or most stringent test for rating the fire performance characteristics of cellular plastic insulations. It was the prime target employed by Celotex/JWRC up until mid-1973. At about the same time, however, evidence began to accumulate indicating that small to medium-scale fire tests did not accurately predict the performance of materials in actual fire situations. Consequently, these tests, including the 25 foot tunnel came under heavy criticism, and the trend toward the large-scale tests which are prevalent today, began. E 84 flame spread and smoke ratings continue to be required by the building codes, insurance companies, and other regulatory authorities, however.

#### Significance

This test has some value. The current state-of-the-art in fire testing recognizes that a number of different types of tests must be conducted in order to define, with some confidence, the fire performance characteristics of a material. In this context, it is believed that E 84, has a definite value in predicting surface burning characteristics of materials. Other important fire properties of materials such as ignitability, tendency to flashover, etc. require other tests for their measurement.

It should be noted that the numerical E 84 ratings are not absolute numbers, but are derived from averages of three or more tests, with the final average rounded off to the nearest 5 units. Thus, there is not believed to be any significant difference in surface burning properties between two materials having flame spread ratings of 20 and 25, or 60 vs. 70, or 250 vs. 275, etc.

Ratings for smoke developed have shown a much greater degree of variability. In analyzing results of hundreds of tests on Celotex foam insulations, it has been found that variations of 25-50% in smoke values between back-to-back tests on the same product and thickness are not uncommon. JWRC believes that little significance can be placed on differences such as 50 vs 75, 100 vs 150, 300 vs 400, etc. Generally, we tend to regard smoke values less than 200 as being low or good, 200-450 as medium or fair and above 450 as high or poor.

Fuel contributed ratings for Thermax products are not believed to have any significance, and U.L. is in the process of deleting these from all published Fire Hazard Classifications for cellular plastics.

Test Name Factory Mutual 25 Foot Channel Test

Procedure The test apparatus is a three-sided inverted channel shape structure 24 feet long, and elevated 8 feet above the floor. The fire end containing the heptane pan ignition source is enclosed, and the product to be tested forms the 35" wide roof and 30" deep walls of the 24 foot long channel. The product passes the test if flames do not travel the full length of the channel enclosure.

Historical The channel test, developed by Factory Mutual Research several years ago, was designed to replace the 25 foot FM corner with a less-expensive, smaller-scale test for predicting fire performance of materials. A significant portion of the FM study of comparisons between the two tests has utilized Celotex Technifoam and Thermax products. The channel test has been used extensively by FM, but it has not gained widespread acceptance among other fire testing agencies, as yet.

Significance Although Celotex/JWRC's experience with the channel test has been limited, it appears to be capable of predicting results that would be obtained in the 25 foot corner test. During the last year, FM has granted approvals for a number of Thermax TF-600/610 product modifications, based on channel test results.

Test No ASTM E 119-76; U.L. 263; NFPA 251; UBC 43-1; ANSI A2.1

Name E-119 Furnace

Procedure This test is designed to determine the "fire endurance" of complete wall, ceiling or floor systems. The system is constructed so as to form the wall or top of the furnace, and gas burners inside are used to generate a predetermined temperature increase; e.g. 1000°F at 5<sup>+</sup> min, 1300°F at 10 min, 1700°F at 1 hr., etc. Systems are rated on the basis of hours on fractions of hours of withstanding the fire exposure under the specified structural design load.

Historical This test procedure was first published by ASTM in 1917. It was adopted by all the major building codes many years ago, and is widely used today as a means of defining "fire resistive" construction for schools, hospitals, and places of public assembly. It should be remembered that E119 ratings are applicable only to a complete construction assembly, and not to individual materials which are used in the system.

Significance Celotex/JWRC believes this test to be a valuable measure of fire endurance, one important performance characteristic of construction systems. The test basically measures the resistance of a wall, floor or ceiling to penetration by fire, that is, to contain a fire within a compartment. It does not measure flame spread, ignitability, tendency to flashover. For example, 5/8" plywood is somewhat resistive to fire penetration by this test (15 min rating) whereas it is readily ignitable and subject to rapid flame spread and flashover.

Test Name Underwriters Laboratories  
White House Test

Procedure The test structure is 20 foot wide x 100 foot long and 10 feet high, with the end opposite from the fire end open (no wall). The exposure fire is produced by atomizing gasoline from two spray nozzles. In testing roof deck assemblies for fire exposure underneath the deck (the only intended use for this test) the system is judged to be "Fire Acceptable" if underdeck flaming does not progress beyond 60 foot from the fire end of the structure.

Historical The White House test was developed in the mid 1950's, shortly after the severe fire in an automobile plant in Livonia, Mich. This fire, in a supposedly low hazard environment, propagated rapidly on molten asphalt draining down through joints in the roof deck. Although the White House test has not been run since 1965, U.L. is currently preparing to conduct a test on Thermax Roof Insulation for Celotex/JWRC. It is expected that the test will take place in late 1977, pending receipt by U.L. of a special permit from the Environmental Protection Agency.

Significance JWRC believes the White House to be a valuable test for evaluating the performance of roof deck systems when exposed to an interior fire.

Test Name JWRC 8 Foot Corner

Procedure The 8 foot corner test measures the propensity of materials to flashover, or to develop self-propagating flame fronts. The material to be tested is installed on the two walls and for ceiling (most commonly, both) of the 8' high x 16' x 12' structure, and a nominal 70 lb. wood crib ignition source is placed in the corner. The material is judged to have passed the test if flames do not exceed the limits of the structure.

Historical The 8 foot corner test was developed by JWRC in late 1973, shortly after the first two full-scale corner tests on TF-200 at Factory Mutual. The test configuration and crib weight were designed so that the time-temperature profile to which the product was exposed, was at least as severe, or slightly more severe than in the FM 25 foot corner. This objective was accomplished, and the 8' corner has been used successfully for predicting results of the FM corner test, e.g., in the development of the Thermax TF-600 product line, and to measure propensity of materials to flashover.

Significance The 8 foot corner test is one of the key tests used by Celotex/JWRC in product development and fire testing programs. It is believed to be among the best of the current state-of-the-art large scale tests for evaluating the fire performance characteristics, such as propensity to flashover of all construction materials, except those which melt at low temperatures. Celotex/JWRC does not believe that results of 8 foot open corner tests adequately represent the fire response properties of polystyrene foams.

Test Name      Factory Mutual 25 Foot Corner

Procedure      The FM 25 foot corner test measures the propensity of materials to flashback or develop self-propagating flame fronts in a structure designed to simulate a large unoccupied factory or warehouse. The test enclosure is 25 feet high with one 50 foot long wall, and another 38 foot long wall. The test material is installed on the walls and/or ceiling, with or without sprinkler protection, and is exposed to a fire generated by a 750 lb. wood crib. This crib produces a time-temperature curve similar to that used in the ASTM E119 furnace, e.g., 1000°F at about 5 min. etc. The material passes the test if flames do not exceed the limits of the structure, and if other criteria, such as degree of damage to the structure, are met.

Historical      The 25 foot corner was first used extensively beginning in 1972, when FM Research and the Society of the Plastics Industry undertook a joint testing program of various cellular plastic products. It has been the subject of considerable discussion in subsequent years, and now appears to be gradually gaining acceptance by building codes and other regulatory agencies as an "acceptable diversified test", by which cellular plastic products can be qualified for use in buildings with 25-30 foot ceiling heights - primarily commercial and industrial buildings.

Significant      Celotex/JWRC believes that the FM corner is among the best of the current state-of-the-art large scale fire tests for evaluating the fire performance characteristics of non-melting (such as isocyanurate foam) construction materials.

Test Name      ICBO 8 Foot Room-Corner

Procedure      This test utilizes a structure 8 feet high, 8 feet wide and 12 feet long with a 2 foot-6 inch x 7 foot door located in the front 8' x 8' wall. The product to be tested is installed over an 8' x 8' x 8' area on the two walls and ceiling, and a 30 lb wood crib ignition source is placed in one back corner of the room. The result is judged to be acceptable if burning does not progress to the outer extremities of the product test area.

Historical      Underwriters Laboratories developed the 8 foot room-corner test in the early 1970's, mainly for the purpose of comparing the results with the performance of materials in the 25 foot tunnel. U.L. employed 20 to 50 lb. crib weights in their original study. Shortly thereafter, the National Bureau of Standards began working with a room test which utilizes a 14 lb. wood crib. The technical staff of the International Conference of Building Officials (ICBO) were also studying the room-corner test during the period 1974-1976, in terms of providing a test by which cellular plastics could be qualified under the "acceptable diversified test" provision of their model code. The test was ultimately adopted as part of the ICBO code in December, 1976, using a 30 lb. wood crib ignition source. Although it has not been universally accepted, the 8 foot room-corner probably has the broadest consensus of support among regulatory authorities of all existing fire tests.

Significance

Celotex/JWRC believe that the ICBO room-corner is one of the most significant large scale tests developed to date for the evaluation of fire performance characteristics of construction materials. Although the test is primarily used by regulatory groups for cellular plastics only, it is believed to be an equally valid measure of performance for all types of interior lining materials.

Test Name

JWRC Full-Scale Building Fire Test

Procedure

This test provides fire performance information on the basic materials of construction used in typical insulated agricultural or industrial buildings. The buildings are 24' wide, 80' long, 12' high at the eave and 15' high at the peak, with large open doors at the end and in one side wall. The framing can be wood or metal, and the insulation may be installed either inside or outside the framing. A nominal 140 lb. wood crib ignition source is placed in the back corner of the building furthest from the open end door. This size crib equals or exceeds the same time - temperature curve used in the FM corner and the ASTM E119 furnace for a period of 10 minutes more.

Historical

A series of seven building fire tests have been conducted by Celotex/JWRC using this procedure, beginning in mid-1975. Much valuable information was gained from the test series, and this has been used in formulating current recommended applications for Thermax products.

Significance

Celotex/JWRC believes that full-scale building tests are one of the best available tools for evaluating the fire performance characteristics of basic unoccupied building structures.

Test No

ASTM D2863-76

Name

Oxygen Index

Historical

The oxygen index test has been used fairly extensively as a laboratory tool for testing flammability of cellular plastics. Since results of this test have not normally been published (or publicized) outside of scientific journals or technical articles, it has not come under the type of heavy criticism that has been aimed at ASTM D1692.

Significance

No significant value. This is a small-scale test for comparing one material to another. JWRC uses it frequently in development work.

Test No ASTM D1929-68  
Name Ignition Properties of Plastics  
Procedure A 3 gram sample is placed in the center of a cylindrical electrically heated furnace. The temperature in the furnace is steadily increased until gases evolved from the sample are ignited by a small pilot flame over the top of the furnace. The temperature at which this occurs is the "flash-ignition" point. The "self-ignition" temperature is that point at which the sample itself ignites, without a pilot flame present.

Historical ASTM D1929 has been widely used as a research tool to determine ignition temperatures of a variety of materials, including cellular plastics. So far as is known, results of this test have not been promoted as representing "actual fire conditions"; thus, it has not been a subject of controversy, as has ASTM D1692.

Significance Results of D1929, combined with an analysis of data from large-scale fire tests indicate that the test is of significant value in predicting ignition temperatures of materials.

Test No ASTM D240  
Name Oxygen Bomb Calorimeter  
Procedure Approximately one gram of material is burned in an oxygen atmosphere, and the heat liberated by complete combustion of the sample is reported in BTU's per pound.

Historical This test has been used to determine the "fuel value" of a wide variety of materials; e.g. gasoline oil, coal, etc., as well as cellular plastics. Since D240 is clearly a highly-specialized laboratory test which measures only one basic property of a material, it has not been a subject of criticism or controversy.

Significance JWRC believes that this test has value for assessing fuel value of materials. It should be noted that Factory Mutual routinely runs the test on all materials submitted for 25 foot corner testing. This data is published in all FM approval reports for TF-600/610.

Test No ASTM E136-73  
Name Noncombustibility of Elementary Materials  
Procedure A 1-1/2" x 1-1/2" x 2" sample is placed in the center of an electric furnace pre-heated to 1382°F. Materials are considered "non-combustible" if, as a result of this exposure, the temperature rise within the furnace is less than 54°F, and certain weight loss and visible flaming requirements are met.

Historical This test is designed for "elementary" materials as opposed to coated or laminated products. Virtually all organic materials; e.g., wood fiberboard, wool, rubber, plastics, are rated "combustible" by E-136.

Significance This test is a good and extremely critical measure of "non-combustibility".

Test No. ASTM E 162-76  
Name Radiant Panel Test  
Historical This test has occasionally been used for cellular plastics, but it has never gained wide-spread acceptance even within the testing community.

Significance No significant value. Celotex does not use this test.

Test Name Bureau of Mines, Investigation 6837, Test 4  
Name Fire Endurance, or Flame Penetration  
Historical This test was developed during the early 1960's, and was used, along with other tests, in evaluating the flammability characteristics of urethane foam systems for mine tunnels and shafts. The penetration test never achieved wide-spread acceptance, and is used only infrequently today.

Significance No significant value.

Test Name Monsanto Two Foot Tunnel  
Historical At the time the Monsanto Tunnel procedure was published in 1967, the ASTM E-84 25 foot tunnel test had become the primary device by which building codes regulated the flammability properties of building materials and furnishings. The Monsanto Tunnel was designed to facilitate screening tests in the laboratory of a large number of materials, with less time, effort and expense than would be required by the 25 foot tunnel. The small tunnel results would be used to select only the most promising materials for full-scale E-84 testing. Although exact prediction of E-84 flame spread ratings has not been possible, the results have been sufficiently close, especially in the lower flame spread range, so that the small tunnel has been, and is used rather widely.

Significance No significant value. JWRC uses the Monsanto Tunnel as a research and development tool for evaluating comparative performance of experimental materials, and to some extent, for predicting results that will be obtained in the 25 foot tunnel.



# Attachment IV

*Crain*

## POSITION MEMORANDUM

OF

THE WESTERN CASUALTY AND SURETY COMPANY

THE WESTERN FIRE INSURANCE COMPANY

THE WESTERN INDEMNITY COMPANY

ALL OF

FORT SCOTT, KANSAS

The insurance industry is nearly suffocating from statutory and departmental regulation that, when multiplied on a 50 state basis, we wonder --- "Who is regulating the regulator?"

Accordingly, when called upon to support or oppose the regulation of another industry, we have mixed emotions running the gamut of "Leave free enterprise alone" (better mousetrap) to "Why not -- We are." (or misery loves company.)

Yet, in the final analysis, we recognize that our industry must have some regulation. (Not the present over-regulation) and by the same token, any other industry that by its very nature has substantial effect upon the safety of life and property, must also have regulatory guidelines or minimum standards.

We have not reviewed any specific proposals, nor do we know the full import of this instant study. Accordingly, our comments that follow are predicated upon general principles which would be modified upon presentation of specific recommendations.

## BUILDING CODES

To our knowledge, Kansas, as a state entity, is without specific building codes. In addition it seems that the enforcement powers of our Fire Marshal's office is limited:

The Fire Protection Standards developed by the National Fire Protection Association (NFPA) lists some 27 standards. (See Exhibit 5). Kansas has some statute governing seven (7) of the 27 standards. (See Exhibit 3).

NFPA No. 101 is the code concerning building structure. KSA 31-132, et. seq. grants specified authority of a limited nature and exempts dwellings as such.

While we would not support powers to invade the privacy of the individual or the reasonable use of his/her dwelling, there can be reasonable and effective requirements prescribed for new construction. I understand Proposal #26 is to study the feasibility of such requirements, particularly as to insulation of buildings and structures.

## INSULATION AS A CAUSE OF FIRE

Generally speaking, insulation is seldom the actual cause of a fire. That is to say when the insulation itself ignited. Plain newspaper requires a temperature of 446 degrees for self-ignition. Treated materials (fire retardant) greatly reduce the self-ignition propensities.

Normally the insulation must be exposed to an outside cause (faulty wiring) to ignite. In addition, insulation is usually contained behind some other material, such as wall paneling or sheetrock. Thus, the combustible propensities of that interior or exterior finish is more critical than the insulation itself as to actually causing the fire.

But once the fire has started, the combustibility of the insulation is another matter. The flame-spread characteristics, its fuel contribution or

*Atch. IV*

its smoke development propensities may be critical to the ultimate damage or loss of life. (See Exhibit 5 for sample ratings of insulation materials.) The ratings are based upon tests using asbestos boards as zero (0) and untreated red oak as 100 when exposed to fire under similar conditions. Red oak will self-ignite at approximately 700 degrees Fahrenheit.

Generally speaking, from a fire insurance standpoint, we would like to see a rating of 75 or less. (Add all three rates.)

You can see from the Exhibit just mentioned that there are many loose fill insulation products, carrying a wide range of ratings. In addition, Underwriters Lab will not test a material with a flame spread of 200 or more. Thus the caution of insulation products that are not classified.

#### FIRE RETARDANTS

There are five terms used in connection with reducing combustibility. They are -

Fire Resistant  
Fire Retardant  
Flame Resistant  
Flame Retardant  
Flameproof

These terms are often used indiscriminately and incorrectly, creating misunderstanding in the minds of the public.

Fire Resistant only signifies the ability to resist the effects of a large scale fire, not the degree of combustibility. Flameproof is misleading. Flame Resistant or Flame Retardant are likewise misleading. Treated material is still subject to total destruction by fire. The treatment of materials to reduce combustibility simply retard the rate of burning.

There are four retardant treating methods.

- (1) Chemical change
- (2) Impregnation
- (3) Pressure impregnation
- (4) Coating

In respect to insulating materials, impregnation is the normal treatment used.

There are practical limits to treatments. They often are not permanent. Sometimes the solution may affect some chemicals and have no effect on other chemicals. The treatment adds expense to the cost of the material. With technology advancing new materials or mixtures of new materials or even new manufacturing techniques, a treatment (retardant) may prove ineffective in some cases.

The point is that with less than reliable manufacturers, one may purchase an advertised flame retardant product and have very little protection.

For example, paper may be treated. Yet the treatment does not prevent deterioration which then defeats the retardant treatment. Treatment during the manufacture of the paper is preferable over treatment of the paper at a later stage. (See Exhibit 8)

The combination of natural fibers, man-made fibers and materials and chemicals create exposures that can only be determined by trained chemical engineers and scientists. Even then new technology or new combinations may create hazards not yet known. (See Exhibit 9)

Plastics, fibrous glass and other insulation materials are all subject to extreme hazards in the hands of untrained manufacturers, sellers or installation mechanics. (See Exhibit 6)  
Page 1 - 11 for information concerning some of these materials.)

That the use of some materials (plastics) in the manufacture of insulation has become of grave concern and there is inquiry on the federal level. (See Exhibit 2)

In our own operation, we have been engaged in loss potentials of massive losses concerning the installation of insulation (ignited by welding sparks). (Exhibit 8-9)

In truth, we are not aware of any cases where the insulation self-ignited. Yet without any question, it can be assumed that the type of insulation contributed to or indeed minimized flame spread and smoke involvement.

For the reasons stated herein, that is the complexity involved in the manufacture and installation procedures, the great volume of materials, chemicals and retardant solutions, we feel some control over the standards required for future buildings and structures in Kansas is advisable.

In the event there are reasonable standards of fire protection in the use of insulation materials, a logical question would be the effect upon fire insurance rates.

As to any initial reduction -- there would be none. There are not any statistics to support the reduction. (See Exhibit 10-11).

Rates are based upon number of losses and severity of losses. In the long run, then proper control of insulation materials which might reduce the severity could have a positive effect upon rates. (See Exhibit 10-11).

Kansas, in theory, is a single rate state in respect to dwellings. The factors that affect the rate are type of construction and the fire protection class.

Essentially there are five (5) types of construction.

Frame  
Masonry  
Masonry Veneer  
Mixed  
Fire Resistive

(See Exhibit 3).

Primarily, in Kansas, we deal with masonry and frame. The rates are demonstrated on rate pages labeled Exhibit 3. Overall Kansas enjoys a low rate (approximately 4¢ per hundred). As a matter of fact, I think only Wisconsin has a lower fire rate. (Pure fire -- not EC or HO extensions). Our loss ratio, usually (depending on jumbo losses) runs 1 - 4 points better in Kansas than our national average. (Again, this is on a pure fire line, not package policies that include various other coverages.)

In respect to a Fire Resistive structure, a substantial fire would leave all walls, etc. standing. Thus the severity (replacement) reduced.

In respect to frame, the structure would burn to the ground irrespective of the insulations.

If there was a totally fire proof insulation in the walls, or ceiling, a fire would still cause the same amount of damage depending upon the type of walls, roof, etc. and would have greater possibility of having a direct bearing upon rates than non-combustible insulation.

Nevertheless, fire retardant insulation might prevent a small fire from spreading from one room to another. It would be a retardant. Thus, over a period of time, the use of such insulation could have an effect upon rates in reducing severity.

SUPPORT OF  
CONTROL OF  
STANDARDS

FIRE INSURANCE  
RATES

Conversely, the use of improper insulation, which is high in flame spread, could add fuel to a fire, causing more damage and indeed, loss of life, particularly due to smoke. The chemicals of the material itself and the fire retardant treatment is critical in respect to smoke.

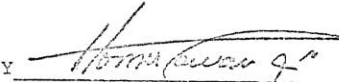
CONCLUSION

In conclusion then, we support any law that would enhance fire protection of life and property. Such laws require reasonable enforcement provisions. Such laws and proper enforcement will ultimately have an effect upon rates if they reduce the number of fires or affect the severity of such fires.

RESPECTFULLY SUBMITTED,

THE WESTERN CASUALTY AND SURETY COMPANY  
THE WESTERN FIRE INSURANCE COMPANY  
THE WESTERN INDEMNITY COMPANY

BY

  
Homer H. Cowan, Jr.  
Assistant Vice President

\* Registered Lobbyist

NOTE: Most technical information contained herein was obtained from  
Fire Protection Handbook  
13th Edition  
National Fire Protection Manual  
Underwriters Laboratories  
Building Materials Directory  
January 1977 Edition

Attachment II



THE WICHITA AREA BUILDERS ASSOCIATION  
730 NORTH MAIN, SUITE 1 / WICHITA, KANSAS 67203 / (316) 265-4226

EXECUTIVE COMMITTEE

Jerry Don Andrews, President  
John McKay, First Vice President  
Elvin Cramer, Second Vice President  
Virgil Moeder, Third Vice President  
Joel Pollack, Secretary, Treasurer  
Arthur E. Mahoney, Executive Vice President

August 5, 1977

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Dave Brasted  
Bill Malone  
Herb Cundiff  
Byron Truesdell

The Honorable John Crofoot  
Chairman, Special Committee on  
Federal and State Affairs  
Statehouse  
Topeka, Kansas 66612

Dear Senator Crofoot:

The Wichita Area Builders Association supports the establishment of fire and safety standards for insulation. Inspections required should be at the place of manufacture not the building site, approval of a manufacturer should be approval of their product.

The following general standards should be observed for insulation:

Should have a Class I fire rating.

Should receive state approval.

Manufacturer should be periodically spot checked.

Should not be corrosive enough to damage electrical circuits.

Should be chemically treated to insure it does not support vermin life.

Should be of a non-toxic, if burnt, material.

We hope this will be of assistance to you in your efforts.

Sincerely,

*Arthur E. Mahoney*  
Arthur E. Mahoney  
Executive Vice President

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REMODELING COUNCIL CHAIRMAN

Harold Warner, Jr.



AFFILIATED WITH THE  
NATIONAL ASSOCIATION  
OF HOME BUILDERS

AEM:cas

Atch. V



OFFICE OF COUNTY CLERK  
RILEY COUNTY  
WANDA CODER, Clerk  
MANHATTAN, KANSAS 66502

August 8, 1977

I am Wanda Coder, President of the Kansas County Clerks Association. Thank you for giving me the opportunity to appear before the Committee on Proposal No. 25 - Annual State Census. The County Clerks Association has not discussed Census recently. KSA 11-101 requires the county assessor of each county or clerk acting as assessor to each year make an enumeration. Most Kansas counties have separate assessors or appraisers and the Clerks alone have not been involved. I have been in the County Clerks office 17 years and until 1970, when the Clerk and Assessors offices were separated, helped with enumeration. Obviously, I am interested or would not be here. I would like to share with you some problems we encounter in Riley County. We have a highly transient population. The 1960 federal census, where persons are counted where they are, listed Riley County with 41,914. The 1970 federal census lists Riley County with 56,788. In 1969, the County Assessor with the directive of the State Board of Agriculture, showed a count of 35,861. The 1977 County census lists 41,991. According to a distribution chart Riley County had 20,927 more population in 1970 than 1969. This resulted in \$151,194 gain in revenue for one year. The major difference was that persons on Fort Riley reservation and students were counted in 1970 and not in 1969. The estimated cost for taking the 1977 enumeration was approximately \$13,604.23. This does not include the typing to send information on to the State Board of Agriculture. In 1976 it cost Riley County 19¢ for every name accumulated. I have visited with Mr. Schoonover, the Riley County Appraiser and he feels having this in the assessors office creates assessing problems. At one time it was on the back of the auto tag renewal card and it was an easy way to obtain information. We feel we furnish services for military and students and they should be counted where they are located. Be happy to answer any questions.

*Wanda Coder*  
*Atch. VI*

Table 2. Population of County Subdivisions: 1970 and 1960-Continued

[Total population of a place in two or more county subdivisions appears in table 3. County subdivision figures for 1960 do not necessarily add to county totals. For information on boundary changes and meaning of symbols, see text]

County Subdivisions	1970	1960	Percent change	County Subdivisions	1970	1960	Percent change
<b>REPUBLIC COUNTY--CON.</b>				<b>ROOKS COUNTY--CON.</b>			
GRANT TWP.	155	252	-36.5	NORTHAMPTON TWP.	512	762	-32.6
JEFFERSON TWP.	175	259	-32.4	PALCO CITY	398	575	-30.8
LIBERTY TWP.	140	186	-24.7	PARADISE TWP.	235	350	-32.9
LINCOLN TWP.	155	189	-15.0	PLAINVILLE TWP.	2 968	3 528	-15.9
NORWAY TWP.	271	324	-16.4	PLAINVILLE CITY	2 627	2 104	-15.4
RICHLAND TWP.	509	562	-9.6	RICHLAND TWP.	317	490	-35.3
CUBA CITY.	290	336	-13.7	DAMAR CITY	245	361	-32.1
ROSE CREEK TWP.	188	292	-35.6	RUSH TWP.	70	104	-32.7
MUNDEN CITY (PART)	53	78	-32.1	STOCKTON TWP.	1 725	1 956	-11.8
SCANDIA TWP.	725	895	-18.9	STOCKTON CITY (PART)	1 604	1 606	-11.2
SCANDIA CITY	567	643	-11.8	SUGAR LOAF TWP.	67	101	-33.7
UNION TWP.	102	171	-40.4	TWIN MOUND TWP.	85	136	-37.5
WASHINGTON TWP.	185	214	-13.6	WALTON TWP.	65	110	-40.9
REPUBLIC CITY (PART)	25	21	19.0	<b>RUSH COUNTY.</b>			
WHITE ROCK TWP.	192	180	6.7	ALEXANDER TWP.	5 117	6 160	-16.9
<b>RICE COUNTY.</b>				ALEXANDER CITY (PART)	72	109	-33.9
ATLANTA TWP.	12 320	13 909	-11.4	MC CRACKEN CITY (PART)	2	2	-100.0
BELL TWP.	258	301	-14.3	BANNER TWP.	321	378	-15.1
GALL TWP.	39	61	-36.1	TIMKEN CITY.	147	187	-16.3
CENTER TWP.	175	287	-39.0	BELLE PRAIRIE TWP.	208	269	-22.7
EAST WASHINGTON TWP.	79	93	-15.1	ALEXANDER CITY	129	153	-15.7
EUREKA TWP.	147	206	-28.6	BIG TIMBER TWP.	205	365	-22.5
FREDERICK CITY	39	48	-18.8	LIEBENTHAL CITY.	169	191	-11.6
FARMER TWP.	586	781	-25.0	BROOKDALE TWP.	53	86	-38.4
BUSHTON CITY	397	499	-20.4	CENTER TWP.	387	442	-12.4
GALT TWP.	113	162	-30.2	RUSH CENTER CITY	237	278	-14.7
HARRISON TWP.	232	249	-6.8	FAIRVIEW TWP.	60	95	-36.8
LINCOLN TWP.	956	1 211	-21.1	GARRFIELD TWP.	200	256	-15.3
CHASE CITY	800	922	-13.2	HAMPDEN TWP.	428	498	-15.7
LYONS CITY	4 355	4 592	-4.2	MC CRACKEN CITY (PART)	333	404	-17.6
HITCHELL TWP.	163	225	-27.6	ILLINOIS TWP.	125	219	-42.9
ODESSA TWP.	89	100	-11.0	LA CROSSE TWP.	1 774	1 939	-8.2
PIONEER TWP.	137	191	-28.3	LA CROSSE CITY	1 583	1 767	-10.4
RAYMOND TWP.	259	304	-14.8	LONE STAR TWP.	414	441	-6.1
RAYMOND CITY	133	143	-7.0	BISON CITY	205	291	-2.1
ROCKVILLE TWP.	154	219	-29.7	PIONEER TWP.	590	723	-23.9
STERLING CITY.	2 312	2 303	0.4	OTIS CITY.	387	362	6.9
STERLING TWP.	284	317	-10.4	PLEASANTDALE TWP.	96	149	-35.6
UNION TWP.	674	772	-12.7	UNION TWP.	154	211	-27.0
LITTLE RIVER CITY.	493	552	-10.7	<b>RUSSELL COUNTY</b>			
VALLEY TWP.	363	388	-6.4	BIG CREEK TWP.	5 428	11 348	-16.9
ALDEN CITY	238	239	-0.4	SONHAM CITY.	572	737	-22.4
VICTORIA TWP.	587	721	-18.6	CENTER TWP.	379	429	-11.7
GENESECO CITY	453	558	-18.8	BUNKER HILL CITY	506	623	-19.8
BEST WASHINGTON TWP.	188	223	-15.7	FAIRFIELD TWP.	181	200	-9.5
WILSON TWP.	170	203	-15.3	FAIRVIEW TWP.	75	156	-51.9
<b>RILEY COUNTY</b>				LUCAS CITY	609	779	-11.1
ASHLAND TWP.	56 788	41 914	35.5	FAIRVIEW TWP.	424	559	-24.3
BALA TWP.	136	140	-2.9	LUCAS CITY	234	334	-30.8
LEONARDVILLE CITY.	793	760	4.3	GRAY TWP.	208	288	-29.8
CENTER TWP.	412	378	9.0	LINCOLN TWP.	428	485	-11.8
FANCY CREEK TWP.	141	169	-16.6	LURAY TWP.	303	328	-7.6
GRANT TWP.	153	195	-21.5	PARADISE TWP.	353	490	-28.0
JACKSON TWP.	339	146	131.5	PARADISE CITY.	145	154	8.2
MADISON TWP.	207	171	21.1	PLYMOUTH TWP.	430	604	-29.8
RANDOLPH CITY.	108	35	202.9	DORRANCE CITY.	234	331	-29.3
RILEY CITY	916	1 072	-14.6	RUSSELL CITY	5 371	6 113	-12.1
MANHATTAN CITY (PART)	26 897	22 993	17.0	RUSSELL TWP.	204	222	-8.1
MANHATTAN TWP.	8 715	5 449	59.9	WALDO TWP.	232	338	-31.2
MAY DAY TWP.	146	202	-27.7	WALDO CITY	123	178	-30.9
OGDEN TWP.	17 168	3 343	413.6	WINTERSET TWP.	129	159	-18.9
CAMP FUNSTON (U)	4 147	...	...	<b>SALINE COUNTY.</b>			
NORTH FORT RILEY (U) (PART)	11 252	...	...	CAMBRIA TWP.	46 592	54 715	-14.8
LOGDEN CITY	1 491	1 780	-15.2	NEW CAMBRIA CITY	380	484	-21.5
SHERMAN TWP.	234	181	29.3	DAYTON TWP.	160	187	-14.4
SNYDER CREEK TWP.	199	223	-30.4	ELM CREEK TWP.	124	176	-29.5
WILD CAT TWP.	397	5 078	-92.2	ELM CREEK TWP.	472	525	-10.1
ZEANDALE TWP.	343	397	-12.3	EUREKA TWP.	645	813	-21.1
<b>ROOKS COUNTY</b>				GYPSON CITY.	391	593	-34.1
ALCONA TWP.	7 623	9 734	-21.6	FALUN TWP.	238	297	-19.9
ASH ROCK TWP.	63	74	-12.2	GLENDALE TWP.	83	151	-45.0
BELMONT TWP.	86	105	-17.1	GREELEY TWP.	516	856	-41.8
BOX CREEK TWP.	40	69	-42.0	GYPSON TWP.	188	229	-17.9
CORNING TWP.	51	71	-28.2	LIBERTY TWP.	129	181	-28.7
FAIRVIEW TWP.	76	121	-37.2	OHIO TWP.	375	349	7.4
FARMINGTON TWP.	63	93	-32.3	PLEASANT VALLEY TWP.	114	144	-20.8
GREENFIELD TWP.	62	93	-33.3	SALINA CITY.	37 714	43 202	-12.7
MOBART TWP.	44	47	-6.4	SMOKY HILL TWP.	2 257	3 076	-43.2
IOWA TWP.	321	388	-17.3	SMOKY VIEW TWP.	668	717	-6.3
STOCKTON CITY (PART)	214	267	-19.9	ASSARIA CITY	303	322	-5.9
LANARK TWP.	60	100	-34.0	SMOLAN TWP.	1 769	1 531	15.5
LOGAN TWP.	267	367	-27.2	SMOLAN CITY.	175	...	...
ZURICH CITY.	189	244	-22.5	SOLOMON TWP.	212	231	-8.2
LORELL TWP.	312	477	-34.6	SPRING CREEK TWP.	324	375	-13.6
ROOSTON CITY.	211	332	-36.4	WALNUT TWP.	238	246	-3.3
MEDICINE TWP.	84	103	-17.9	WASHINGTON TWP.	308	314	-1.9
<b>SCOTT COUNTY</b>				WASHINGTON TWP.	76	107	-29.0
BEAVER TWP.	5 606	5 228	7.2	<b>SCOTT COUNTY</b>			
	281	261	7.7	BEAVER TWP.	5 606	5 228	7.2

Handwritten notes: "C. H. H. C. H. H. Twp."

Handwritten notes: "324 8-10 1974"

Handwritten notes: "355 11-4 1974"

Handwritten notes: "1991"

This is the way the Bureau did the reconstruction

COUNTY	Urban Population In County			Total County Population			Difference in \$ *
	U.S. Federal 1970	K.S.B.A. 1959	Difference	U.S. Federal 1970	K.S.B.A. 1959	Difference	
Linn	3104	3900	-196	7170	8113	-393	-2192
Logan	2703	2561	-142	3814	4005	-251	-1118
Lyon	25533	19973	+5560	32011	26186	+5825	83640
Marion	8127	9070	-643	13935	15150	-1215	-8699
Marshall	7656	9002	-1352	13139	15350	-2211	-19897
McPherson	17898	17269	+629	24778	24633	+145	11383
Meade	3344	3554	-210	4912	5212	-300	-2089
Miami	14109	10670	-511	19254	19111	-157	-401
Mitchell	5909	6363	-454	8010	8748	-738	-5665
Montgomery	31569	37430	-5861	39949	47363	-7414	-75011
Morris	3508	3820	-312	6432	6957	-525	-3975
Morton	2571	2739	-168	3576	3768	-192	-1434
Nemaha	6133	6626	-493	11825	13027	-1202	-8277
Neosho	13361	13941	-580	18812	19599	-787	-4133
Ness	2953	3153	-200	4711	5307	-596	-3439
Norton	4765	5128	-363	7279	7911	-632	-1639
Osage	7869	7971	-102	13352	13190	+162	3232
Osborne	4243	4475	-232	6416	6858	-442	-2774
Ottawa	3672	3817	-145	6183	6586	-353	-1772
Pawnee	5349	5777	-428	8484	8483	+1	-950
Phillips	5222	5418	-196	7888	8482	-554	-3108
Pottawatomie	7047	6752	+295	11755	12019	-264	3041
Pratt	7664	8001	-337	10056	10616	-560	-3144
Rawlins	2195	2449	-254	4393	4910	-517	-4008
Renov	44762	49449	-4687	60765	66671	-5906	-52896
Republic	1926	5211	-285	8498	9019	-521	-3264
Rice	9220	9569	-349	12320	13009	-689	-3163
Riley	29574	28005	+1569	56788	35861	+20927	151194
Rooks	5183	6250	-763	7628	9766	-1138	-10330
Rush	3246	3602	-356	5117	5820	-703	-5559
Russell	7260	8131	-871	9428	10598	-1170	-10438
Saline	38981	40300	-1319	46512	48746	-2234	-9605
Scott	4001	4316	-315	5606	6041	-435	-3431
Sedgwick	304478	310827	-6349	350444	351223	-3529	33050
Seward	13765	14233	-468	15744	16100	-356	-959
Shawnee	127141	133637	-11496	155322	167770	-12448	-113063
Sheridan	1690	1748	-58	3851	4066	-207	-924
Sherman	5783	5969	-181	7792	7863	-71	310
Smith	3924	4225	-301	6757	7240	-483	-3525
Stafford	3677	4159	-482	5943	6639	-696	-6263
Stanton	1257	1330	-73	2287	2470	-183	-1130
Stevens	2967	3166	-199	4148	4353	-155	-1272
Sumner	16118	17051	-933	23553	25102	-1549	-10173
Thomas	5337	5582	-245	7301	7956	-655	-2607
Trego	2516	2710	-194	4436	4832	-396	-2786
Wabaunsee	2927	2944	-17	6397	6642	-245	-362
Wallace	1124	1247	-125	2215	2321	-106	-1046
Washington	1642	5265	-623	9249	10371	-1122	-9243
Wichita	1916	1979	-63	3274	3353	-79	-187
Wilson	7414	9573	-2159	11317	14353	-3041	-30741
Woodson	2582	2748	-166	4754	5134	-385	-2231
Wyandotte	173494	174207	-713	186845	188211	-1366	34234
TOTAL	1726531	1777557		2249071	2287302	-38231	

\* Reflects the dollar differences in using 1969 K.S.B.A. population figures and 1970 U.S. Bureau of Census in distributing from the state an estimated \$26,185,035. A minus amount means that the total of payments to the county and to all of the cities within the county using the 1970 census would be less than

Statement of  
Frederick J. Cavanaugh, Chief  
Local Area Population Estimates Branch  
Population Division  
U. S. Bureau of the Census

before the  
Special Committee on Federal and State Affairs  
Kansas State Senate

August 10, 1977

Mr. Chairman, I am pleased to respond to your invitation to testify on that portion of Proposal No. 25 relating to the review of enumeration procedures, costs, and validity of the Annual State Census, and the feasibility of using population estimates in place of actual enumerations in order to reduce the costs of the present procedure.

As you are probably aware, Article I, Section 2 of the Constitution of the United States mandates that a complete enumeration of the population be conducted at least once in every ten years for the purpose of reapportioning the United States House of Representatives. The first census of the United States was conducted in 1790 and a complete enumeration of the population of the entire country has been conducted every ten years since that time.

In the most recent U. S. census (1970), over 70 percent of the population (mostly in urban areas) was counted using a self-enumeration method, while for the remainder of the population, personal visits by enumerators were

used to obtain the necessary information. This personal interview technique is also used by the Bureau in conducting special censuses for localities in nondecennial census years. Such special censuses are conducted on a contractual basis with the locality involved.

I believe that it is essential at this point to spell out the population definition used by the Census Bureau, since it is this definition that is used in the decennial and special censuses as well as in making population estimates. This population definition counts the population at their usual place of residence. Persons away from home either attending college, in the Armed Forces on active duty, or in prisons and long-term hospitals, are counted where they actually reside rather than the residence of their parents, wives, etc. In certain instances, there may be a difference between the resident population definition and legal or voting residence. However, since we use the resident population definition for the decennial census, we also utilize this same definition in the preparation of our periodic population estimates. This gives us census level estimates which can readily be compared with census results.

The population estimates prepared by the Bureau of the Census are used for a wide variety of Federal, State, and local purposes. Not only are the Bureau's population estimates used in the data elements for Federal general revenue sharing, but they are also used to determine prime sponsorship under the Comprehensive Employment and Training Act (CETA) administered by the

Employment and Training Administration of the U. S. Department of Labor, and the Housing and Community Development Act administered by the U. S. Department of Housing and Urban Development. The Bureau's population estimates are also used in the administration of several health programs by the U. S. Department of Health, Education, and Welfare. On June 6, 1975, James T. Lynn, then Director of the Office of Management and Budget (OMB), issued Exhibit I which amended OMB Circular A-46 to require all Federal agencies which use population in program planning and/or funds distribution to utilize the most recent complete set of population figures published by the Bureau of the Census. This has put the onus on the Bureau to produce the most accurate estimates possible.

This leads me into the population estimates programs of the Bureau of the Census. The Bureau began making population estimates for States back in the 1920's, although a full-scale program of State population estimates using somewhat sophisticated methods did not materialize until the 1940's. Since that time, the Bureau has annually prepared and published estimates of State populations in the Bureau's Current Population Reports, Series P-25.

Estimates of the population of standard metropolitan statistical areas (SMSA's) were prepared and published by the Bureau on a periodic basis during the 1960's, and since 1973, publication of these estimates has been on an annual basis.

The Bureau prepared a set of population estimates for all counties in the country in the late 1960's, and the publication of these estimates was a

major factor in the inception of the Bureau's Federal-State Cooperative Program for Local Population Estimates (FSCP). Under this program, estimates of county populations are jointly prepared and published by the Bureau of the Census and a State agency officially designated to work with us by the Governor of each State. (In Kansas, the Governor has designated the Division of State Planning and Research of the Kansas Department of Administration as the official agency. This agency, in turn, has contracted out most of the technical work to the Population Research Unit of Kansas State University at Manhattan.) The Bureau has set up a separate vehicle for the publication of these jointly-prepared population estimates--that being Current Population Reports, Series P-26.

The preparation of population estimates for geographic areas below the county level is relatively new at the Bureau. Some research work using administrative records was performed in the late 1960's with encouraging results, but until 1972, no attempt to implement the procedure for all 39,000 units of local government was attempted. The State and Local Fiscal Assistance Act of 1972 (commonly referred to as Federal general revenue sharing) gave the Bureau the impetus to begin a program of preparing population estimates for subcounty areas. The first set of estimates was specific to July 1, 1973, and was published in 1975. Earlier this year, we published a series of subcounty estimates specific to July 1, 1975. In the process of developing the 1975 estimates, we also revised the 1973 estimates to take into account more complete data inputs as well as several minor changes in methodology.



Because the methods employed by the Bureau are extremely technical in nature, I would prefer not to go into the details of these methods at this time. However, I would like to point out that all of the methods we employ utilize current data from administrative sources (e.g. resident births and deaths, elementary school enrollment, motor vehicle registrations, individual Federal income tax returns, etc.) which are symptomatic of population change. Most of our methods are based on data which are specific to the area being estimated, and application of national trends to local areas or the use of past trends in population growth are avoided as much as possible, since these adjustments obviously do not give a clear picture of growth activity for any specific locality.

Now let me turn my attention to the accuracy of the estimates we prepare. All population estimating techniques have some error of estimation associated with them. This error varies by method, size of the area being estimated, population growth rate, accuracy of the data inputted into the models, and other factors exogenous to the models themselves. Tests of the various methods can be and are conducted by comparing estimates with the results of enumerations taken using the same population definition. Such tests can be invaluable, not only in determining the accuracy of the methods, but also as a tool for recalibration of the models. Tests of methods and recalibration of methods through modification are common practice at the Bureau and we are also constantly monitoring data series for fluctuations or differences in data collection methods which may distort the estimates.

Some of the more global and universal results of tests of methods conducted by the Bureau are that: more accurate estimates are obtained when estimates based on several different, largely independent methods are averaged; large areas are more accurately estimated than small areas; it is more difficult to estimate areas which are rapidly growing or which are losing population; and that estimates controlled to independent estimates at the next higher level of geography are more accurate than those where no controls are applied.

To give you some idea of the levels of error we are dealing with, let me cite a few examples from recent tests of methods:

Using the methods employed during the 1960's to estimate State populations, there was a 1.85 percent average absolute deviation of the State estimates from the 1970 census results. Recalibration of the methods and reapplication of the test resulted in a reduction of this average absolute percent deviation to 1.18 percent. Corresponding percentages for the State of Kansas were 1.18 percent and 0.76 percent, respectively.

In late 1971 and early 1972, the Bureau, in cooperation with participating State agencies, undertook a detailed and comprehensive test of methods at the county level. (The planning for this test began in the late 1960's.) This was the first major project for the Federal-State Cooperative Program and encompassed over 2,600 counties in 42 States. This test revealed that the average percent deviation for all counties in the test was 4.6 percent.



(The corresponding percentage for Kansas counties was 5.0 percent.) Although no retest based on modified procedures was undertaken, it is expected that a decrease of about the same level as was shown for the State estimates would also be applicable to the county level.

As I mentioned earlier, the method we use to develop subcounty estimates is relatively new and consequently a full-scale test against the 1970 census was not possible. However, since approximately 2,000 areas had special censuses around July 1, 1975, we were able to compare these results with our 1975 estimates. Before describing the results of this comparison, I should note that small, rapidly-growing areas are more likely to have special censuses conducted than other areas. In this respect these areas are both atypical of all areas of the country and are, as you can tell from my remarks on general observations about tests of methods, difficult to estimate. However, these comparisons do give us a barometer with which to measure the relative accuracy of our estimates. For all 2,051 areas, the average absolute percent deviation from the special census was 12.5 percent. However, for areas with 1970 population under 1,000, this deviation was 15.9, while for areas of 1,000 or more the average absolute percent deviation was only about 7 percent with the deviation dropping to 3.2 percent for places of 50,000 or more. We feel that these deviations are in the acceptable range.

I would also like to add that all of our tests have indicated that an area is about equally likely to be above the census count as to be below it. In other words there is no significant directional bias in the estimates.

One of the original goals of the Federal-State Cooperative Program was to produce a set of county estimates which would be suitable for both Federal and State purposes. Many States make use of the FSCP estimates directly or indirectly in the distribution of State funds. Such distributions include State tobacco, liquor, gasoline and road taxes. Several States utilize the estimates in the issuance of additional liquor permits, and several other States use the estimates in the distribution of State revenue sharing funds. The State of California has already modified their subcounty estimates program to incorporate the Bureau's subcounty estimates, and the States of New Jersey and Ohio are currently looking into ways they might utilize the subcounty estimates. As you can see, there are many different uses and users for the Bureau's population estimates, and their acceptance is rather widespread.

Finally, I would like to make several comments on our work on evaluating the previous Kansas State censuses. I would like to preface these remarks by stating that we try to use census results, where possible, in lieu of or in conjunction with population estimates, where we are reasonably assured that the census results are of the same quality as those taken by the Bureau, and where essentially the same enumeration procedures, population definition, and quality control procedures are employed as are used by the Bureau. Consequently, special censuses conducted by the FSCP State agencies in California, Florida, Michigan, Oregon, and Washington are used in our estimating procedures in the same manner as we use Federal special censuses. In addition, the Commonwealth of Massachusetts, in their State census of 1975, made certain

adjustments in their enumeration procedures so that population counts based on the resident population definition could be obtained for Federal purposes, as well as counts using a population definition acceptable for State purposes. After considerable scrutiny of this State census by the Bureau, it was decided to use the results of this census in our July 1, 1975 population estimates. This all points up our willingness to accept the results of non-Federal censuses in our estimating procedures under the conditions specified above.

As a first step in our evaluation of the Kansas State census, we interpolated the results of the January 1, 1969 and January 1, 1971 State censuses to April 1, 1970--the date of the nineteenth decennial census. Comparisons of the interpolated values with the results of the 1970 census were then made for three different geographic levels--the State, counties, and subcounty areas. The results of these comparisons are shown in the attached table.

As you can see, the State census results interpolated to April 1, 1970, were not too different at the State level. However, at the county and city level, the differences are significant and larger than the differences one might expect from population estimates. The alarming statistics to me, however, are the number of positive deviations or an extremely positive bias in the State census results. Unfortunately, these large, positive deviations permeate all sizes of counties and cities, except for those in the largest size categories. Consequently, we cannot pinpoint the problems to a particular group or grouping of areas.

Although the Bureau's July 1, 1975 population estimates admittedly have some error of estimation associated with them, they can and do serve as a benchmark for another reading of differences from State census results. The comparisons suggest a pattern similar to the results of evaluations against the 1970 census figures. The gap between the State census results and the Census Bureau's products seems to have widened considerably since 1970.

If these differences were isolated to places which have large concentrations of special populations such as are evident in Geary County and Manhattan, then the problems associated with failure to include special populations in the State census could be corrected by adding special population figures obtained from administrative reports. However, these are examples of where the State census counts fall short of the Federal census results and the Census Bureau's population estimates and, as you can see, this situation does not happen too often. Therefore, the differences must stem from other reasons. The two major factors we are able to determine that contribute to these large differences are a change in the population definition and a difference in the methods of conducting the State census from area to area.

It is our understanding that the population definition used in the State census was changed in 1971 from the resident population definition by repeal of Section 11-101 of the State census.<sup>1/</sup> This, conceivably, could

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<sup>1/</sup> Flora, Cornelia Butler, Population Research Laboratory, Kansas State University, Manhattan, Kansas, "Locally Generated Population Figures: An Analysis of the Kansas Annual Enumeration," a paper presented at the annual meeting of the Population Association of America, St. Louis, Missouri, April 21-23, 1977.

cause the counting of persons by legal or voting residence, rather than usual place of residence. In this respect, persons living in another part of the State, the country, or the world would be counted in a locality, simply because they maintain legal or voting residence in the locality. This change in population definition definitely could cause a large difference in the two population figures.

Variations in the method of conducting the annual census could also lead to inflated population figures. Since neither the enumeration techniques nor the census questionnaire itself are uniform over all the counties in the State, much of the judgment as to who to count and who not to count is left up to the individual counties. Consequently, double-counting could be extremely commonplace and thereby cause overstatements of the population.

Mr. Chairman, the planning, conducting, and evaluating of a census, if it is to be done properly, requires uniform definitions, procedures, and materials throughout the State, and consistency in implementation, quality and content in all phases, as well as a single State agency responsible for all facets of the census. This is an expensive and time-consuming activity. On the other hand, population estimates can be developed uniformly over all areas in the State for a fraction of the cost of a census, with only small, usually unbiased errors of estimation. Such estimates could be used not only for distribution of State funds, but could also be used to reapportion the State legislature. There is a precedent for the latter. In 1968 the

State of Nebraska, under court order, reapportioned the State legislature on the basis of population estimates developed by the University of Nebraska. The same could be done in the State of Kansas--without the court order, of course.

Mr. Chairman, this concludes my formal remarks. I will be happy to answer any questions you might have.

COMPARISON OF KANSAS STATE CENSUS RESULTS WITH 1970 FEDERAL CENSUS COUNTS  
AND JULY 1, 1975 POPULATION ESTIMATES PREPARED BY U. S. BUREAU OF THE CENSUS

Geographic Area	Number of Areas	Deviations of Kansas State Census from--			
		1970 Federal Census		July 1, 1975 population estimates produced by U. S. Bureau of the Census	
		Average absolute percent deviation	Number of positive deviations	Average absolute percent deviation	Number of positive deviations
The State .....	1	0.6	1	1.8	1
<u>Counties</u>					
Total .....	105	6.9	94	4.9	77
<u>Size of county<sup>1/</sup></u>					
Under 5,000 .....	31	6.8	30	3.4	22
5,000 to 9,999 .....	30	6.8	29	4.6	25
10,000 to 24,999 .....	26	6.1	24	5.7	21
25,000 to 49,999 .....	10	6.9	7	5.2	5
50,000 to 99,999 .....	4	18.5	1	11.8	1
100,000 or more .....	4	2.1	3	6.0	3
<u>Cities</u>					
Total .....	624	8.9	505	14.4	444
<u>Size of city<sup>1/</sup></u>					
Under 500 .....	343	9.9	277	18.4	236
500 to 999 .....	97	7.4	75	10.2	75
1,000 to 4,999 .....	136	8.5	117	9.7	101
5,000 to 9,999 .....	15	4.4	12	8.5	9
10,000 to 24,999 .....	23	6.2	18	8.0	16
25,000 to 49,999 .....	6	10.0	4	7.1	4
50,000 or more .....	4	2.1	2	5.8	3

<sup>1/</sup> Based on 1970 census population.

RONNIE D. MOORE  
SEWARD COUNTY ASSESSOR  
LIBERAL, KANSAS 67501  
August 9, 1977

*Attachment VIII*

The Honorable John Crofoot  
Chairman of the Special Committee on Federal and State Affairs  
The Legislative Research Department  
Topeka, Kansas 66612

Dear Sir:

Each year we set out to take an enumeration of each and every person who is eligible to be counted in our annual census report. Although I believe that my office does a good job, especially considering the fact that this is also the time of the year that we take personal property renditions and make the last adjustments to the real estate rolls, there is always a question as to the degree of accuracy. The city, school, and Chamber of Commerce all look for more people.

In order to check ourselves as to the accuracy of our count each year, we account for everyone listed in the phone book, using the city directory in order to call those at work that we can't get at home. We use the street section of the city directory to account for every house in town. We use the utility hookup lists and we get a copy of the newcomers list. When people render their personal property we list them. We go through the prior year's census checking to see why we might not have a person at present if we had them before. We also get lists from the state institutions and use the voter registration list. We check out all leads we get, calling on houses not accounted for often several times before we get the information, if the neighbors, city directory, landlord, or no one else can furnish us with possible leads on getting in touch with them in another way. I believe that my office is thorough in obtaining the count when considering the money and time available.

This year we spent several man hours at a cost of approximately \$3700, plus the cost of the census cards. We do feel that if we could go door to door, this would be the most accurate way of getting the census. In 1972 we did this and paid 20¢ per

name, but we can't find reliable people to do this again for a figure near that. We talked with a couple of the people who had gone door to door before and they said they would not do it again for less than 35¢ to 40¢ per name. This would make our total cost at least \$6500. Also, if you don't get reliable people to go door to door, you have problems as it takes determination to go back the number of times required for some houses before contacting the occupant. If a person isn't entirely reliable, they will eventually skip a house or two instead of going back a number of times for what would possible be only a \$1 or \$2 to them. We feel that due to the annual expense and time involved that it would probably be much more feasible to either let the federal census count as our census, or take it once every five years, putting in the time and money required.

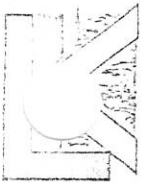
The increase in our census in 1975 over 1974 was only 261. In 1976 over 1975 it was only 39. In 1977 over 1976 it was 411. This is a small increase, yet for the three years it cost the taxpayer about \$15 per additional person in order to count this minimum growth. (In 1976 it would have been about \$90 per person increase.) I contacted the other larger counties in our section of the state, Ford and Finney, for their opinions and have attached letters from each. I have also attached a letter from our Chamber of Commerce on this subject. In essence, we feel that when we take into consideration the cost of taking an annual census in relation to the change in population indicated each year, that an annual census is not practical. Perhaps if the federal government's census could be used, this would be the route to go. If they did it only once every ten years, we could possible do it locally once in between at the five-year interval. We need to keep the cost to the taxpayer down in relation to the results obtained.

Respectfully,

*Ron Moore*  
Ron Moore, CKA  
Seward County Appraiser

RAF

*Atch. VIII*



# LIBERAL CHAMBER OF COMMERCE

505 N. KANSAS TELEPHONE (316)-624-3855 P.O. BOX 676 LIBERAL, KANSAS 67901

August 9, 1977

Senator John Crofoot  
The Legislative Research Department  
Room 545-N, Statehouse  
Topeka, Kansas 66612

Dear Senator Crofoot:

For a number of years, we have felt that we should have a greater growth rate than that indicated by the annual census report obtained by the county assessor.

After visiting with Mr. Moore, the county appraiser, and reviewing his procedures in relation to the annual cost to the taxpayers, we agree that his office is doing all it can under the circumstances, but we feel that there needs to be a system worked out that would get what we would consider to be closer to 100% accurate without burdening the taxpayer beyond what the results would justify. With this in mind we would suggest a census count, possibly every five years, investing the amount of money and number of man hours necessary. We feel that a door to door census enumeration procedure is necessary to obtain the best results, but due to finances involved we agree with Mr. Moore that it is impractical to do this each year. If the federal census is taken, consciously, perhaps this could be accepted instead of duplicating the procedure at the local level at additional cost to the taxpayer.

Very truly yours,

Roy A. Ehly  
Executive Vice President

RAE:kjs



R. L. THOMPSON  
COUNTY ASSESSOR

PHONE  
316 276-7991

FINNEY COUNTY  
GARDEN CITY, KANSAS 67846

Ron Moore, Seward Co. Assessor  
Court House  
Liberal, Ks. 67901

Dear Ron,

I agree that the annual county enumeration should be changed. It is an expensive and time-consuming job with an unsatisfying result.

Here in Finney County we pay \$5000.00 a year for one full-time employee who does nothing but census work. She sends out approximately 1500 letters a year at a cost of approximately \$800.00. These costs plus adding more for postage in 1978 makes it an expensive operation for my office.

My employees get very discouraged working on enumeration, because the city, school, and Chamber of Commerce are never satisfied with our yearly count. We know it is not accurate, but do all we can to locate all the people in our county.

I certainly hope the legislature changes the laws concerning annual enumeration.

Sincerely,

R. L. Thompson  
Finney County Assessor

RLT/bh

County Commissioners  
VERN L. BIRNEY  
1st District

UNDERWOOD

2nd District

ED GIBB

3rd District

LUCILLE KECK

County Clerk

DOROTHY FROMM

County Treasurer

DALE SMITH

County Engineer

ROBERT BAKER

Judge 16th Judicial District



FORD COUNTY

DODGE CITY, KANSAS

August 3, 1977

JUDD DENT

County Attorney

RICHARD A. WOLFE

County Sheriff

BEATRICE SLATTERY

Clerk of District Court

JAY DON REYNOLDS

Associate District Judge

JUANITA GULICK

Register of Deeds

TO WHOM IT MAY CONCERN

Subject: Census

It is my feeling that the yearly enumeration done by the Assessor/County Clerks office, should be eliminated from that office.

For the census taking in January of 1977, Ford County hired 12 people for the City of Dodge City, and one for each of the Cities of Bucklin, Spearville, Wilroads Gardens and Ford. The total cost to the county was \$2,730.00. This does not reflect the additional hours spent checking the lists, the telephone calls made by the clerks in the office, etc., after the workers had filed their reports with the county clerk.

For the rural areas, we rely on the rural people turning in the enumeration at the time they are assessed, in January and February. However, I do not feel that we are getting reliable results, either in the cities or rural area. In Dodge City, the trailer parks are a big problem.

Each year we obtain a list from the Dodge City Water Department, we check the voter registration, the telephone directory, the city directory and all means we can think of, and we still feel that the figures we obtain are not accurate.

Lucille Keck  
Ford County Clerk/Assessor



STATEMENT TO THE SPECIAL COMMITTEE ON FEDERAL AND STATE AFFAIRS

by

Kenneth F. Glover, Executive Director,  
Mid-State Regional Planning Commission

McPherson, Kansas

August 10, 1977

My name is Ken Glover, I am Executive Director of the Mid-State Regional Planning Commission, McPherson. I am Not presenting a position approved by the Regional Planning Commission as it has not taken a position on the annual enumeration, but I am presenting my view of the enumeration as a professional. I hope you will find my information and opinion useful in your deliberations.

The state has three options in dealing with the annual enumeration:

- 1) Take no action and allow it to continue as is.
- 2) Make changes that will improve accuracy and usefulness.
- 3) Remove the requirement for the enumeration from Kansas statutes.

The first option would be the easiest in that it would mean no change. However, it would not address the concerns that have brought us to this hearing.

The second alternative would involve very substantial changes in the process and procedures used in the current enumeration. If the enumeration is to become more meaningful, the state will have to take a larger role. The procedures used by those actually taking the enumeration should be standardized. Processing of the data should be centralized. The potential use of the enumeration should be maximized by educating all potential users on the available data. Only a full restructuring of the enumeration will make it the major data source it could be.

The third option will require a major revamping of statutes concerning the distribution of various types of state funds to local governments. This will be a major legislative issue with the problems of developing a new distribution method acceptable to a majority and assuring that all the necessary statutes are changed without disrupting other areas unnecessarily. You are certainly more knowledgeable in this area than I.

This discussion is even further complicated by the fact that starting in 1985, the U.S. Census Bureau will begin taking a mid-decade census. This could be an acceptable replacement for the annual enumeration if the data available from it is more than a total population count.

Accompanying the copies of this statement are several items that relate to the three counties ( Rice, Reno, and McPherson) in the Mid-State Region and the quality of the annual enumeration in those counties.

Thank you for the opportunity to speak to you today.

Page 2  
July 15, 1977

July 15, 1977

Mr. Willard L. Stockwell  
Wichita-Sedgwick County Metropolitan  
Area Planning Department  
City Hall-Tenth Floor  
455 N. Main St.  
Wichita Kansas 67202

RE: Annual Enumeration

Dear Bill:

I would like to see any information you could provide on the Wichita-Sedgwick County enumeration.

While I feel the annual enumeration has great potential and that even the currently developed information has been grossly underutilized, I'm not sure that the possibilities are sufficiently clear to the local officials to gain the support (both political and \$) to upgrade the enumeration in to a good statewide data base for demographic socioeconomic analysis.

The current annual enumeration is, in many areas, inaccurate and this can be reasonably documented with little effort. The methodology varies from county to county, and the knowledge of the personnel involved is usually very poor. Double counting, particularly of college students is probably very high. Related to double counting is the question of the definition of residence. It is not generally consistent with the U.S. Census. This can create large differences between the U.S. Census figures and annual enumeration.

The local officials perceive the annual enumeration as necessary to receive their local share of state revenues in many areas. Errors that would result in undercounting would be more closely watched than possible overcounting errors. This is not to say that errors are intentionally introduced, but a low figure is a loss of revenue.

With respect to costs, I would agree that in most counties personnel cost would not be much affected. The other costs are probably highly variable across the state. Considering the poor quality and underutilization of the data, I feel

the current annual enumeration is probably not cost-effective.

The MCRPC staff has probably examined the enumerations for nonmetro counties much more closely than anyone else in the state and we feel the potential for a good data source exists but is presently severely limited by a lack of consistent methodology and a lack of knowledge by those involved at all levels.

If the annual enumeration is to be continued, then it must be extensively revised. If not revised, it borders on useless in nonmetro areas.

I'll be glad to discuss the annual enumeration question with you at any time.

Sincerely,

Kenneth F. Glover,  
Executive Director

KFG:jp

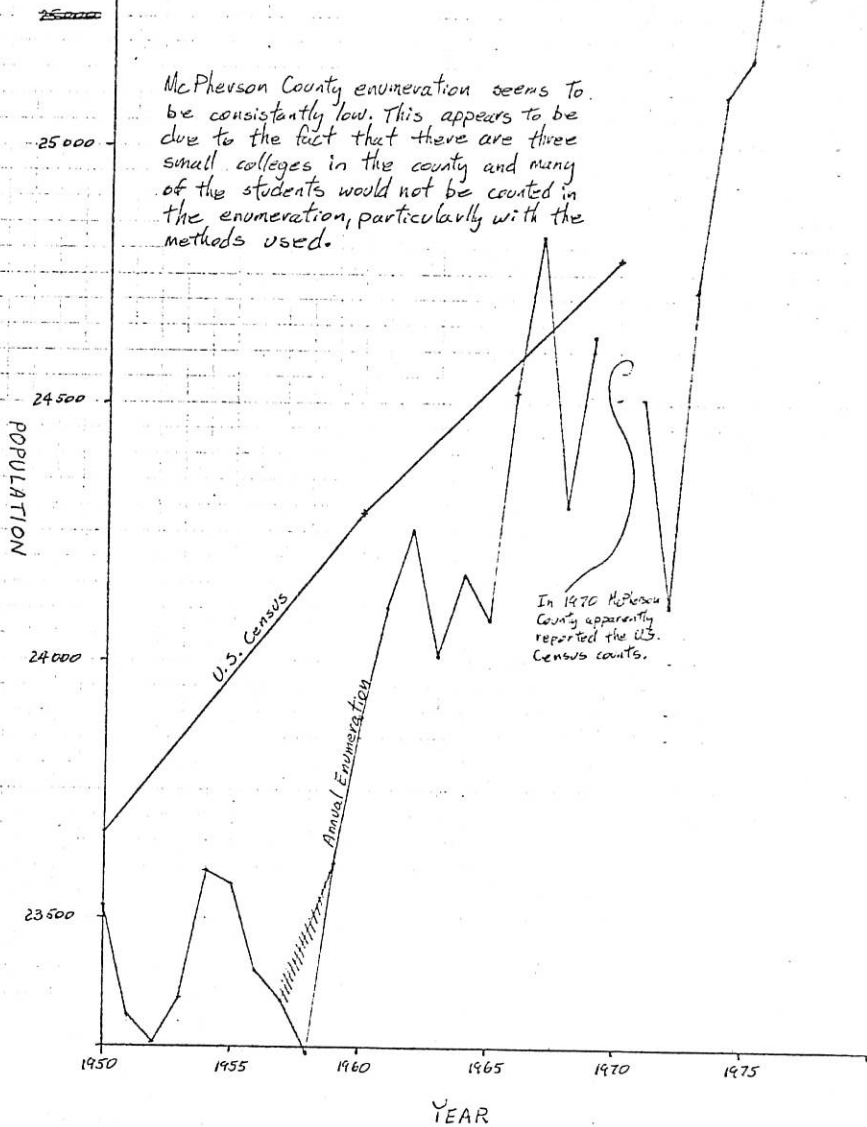
TABLE # 3  
1977 RICE COUNTY 5-YEAR POPULATION COHORTS BY SEX

AGE GROUPS	CITIES								
	Alden	Bushlon	Clase	Frederick	Geneseo	Little River	Lyons	Raymond	Sterling
	M-F	M - F	M - F	M-F	M-F	M - F	M - F	M-F	M - F
0-4	8-3	7-11	31-35	0-0	28-17	12-14	134-125	1-3	75-79
5-9	4-4	11-14	31-29	0-0	19-18	16-17	147-130	2-5	61-55
10-14	12-12	20-19	37-24	0-1	22-24	17-17	165-175	6-5	56-68
15-19	10-6	17-17	41-38	3-1	30-27	23-20	239-229	10-8	103-92
20-24	6-3	21-18	28-25	1-1	22-20	16-17	202-162	4-6	91-92
25-29	5-4	13-10	29-29	2-0	14-17	12-12	132-112	1-3	65-44
30-34	8-5	9-11	20-20	0-0	13-13	13-16	106-112	2-3	52-58
35-39	5-6	11-11	19-12	0-0	9-13	11-12	112-118	4-7	44-52
40-44	2-6	8-9	14-18	0-0	20-13	11-9	122-123	7-3	43-49
45-49	6-8	5-15	13-19	0-0	11-12	11-10	133-127	3-1	50-57
50-54	5-5	12-7	19-15	1-3	14-13	11-9	108-99	5-5	48-47
55-59	10-13	12-11	18-32	3-3	13-14	9-7	99-134	2-5	35-66
60-64	14-14	10-13	24-15	2-1	9-12	8-20	98-137	0-0	52-60
65-69	7-4	10-13	11-23	0-0	12-15	22-25	99-141	5-4	49-59
70-74	5-5	13-12	15-14	1-0	16-15	16-33	99-140	3-3	42-68
75-79	6-2	4-8	5-10	1-1	8-11	14-28	73-98	2-5	29-51
80-84	2-3	2-8	4-16	0-1	3-10	8-21	40-75	2-4	24-53
85-89	1-3	3-4	6-2	0-0	3-6	8-21	29-64	1-1	17-41
90 -	0-0	0-0	0-0	0-0	0-0	0-0	0-0	0-0	0-0
TOTALS	116- 106 222	188- 211 399	365- 376 741	14-12 26	266- 270 536	238- 308 546	2137- 2301 4438	60- 71 131	936- 1091 2027

TABLE 4  
1977 Rice County Population by Age Groups and Townships

Townships	Age Groups				Total
	0-18	19-44	45-64	65 +	
Atlanta	52	59	55	36	202
Bell	16	12	13	8	49
Center	43	50	42	19	154
Eureka	20	30	19	8	77
Farmer	47	68	55	17	187
Galt	22	31	22	17	92
Harrison	78	76	68	20	242
Lincoln	42	43	43	15	143
Mitchell	55	63	39	24	161
Odessa	32	32	13	10	87
Pioneer	31	34	32	20	117
Raymond	21	33	32	13	99
Rockville	31	42	37	21	131
Sterling	86	84	81	41	292
Union	81	72	39	26	218
Valley	36	45	33	12	126
Victoria	43	40	35	12	130
E. Washington	34	45	24	9	112
W. Washington	46	63	46	13	168
Wilson	<u>49</u>	<u>61</u>	<u>33</u>	<u>14</u>	<u>157</u>
TOTALS	865	983	761	355	2964

# McPHERSON COUNTY

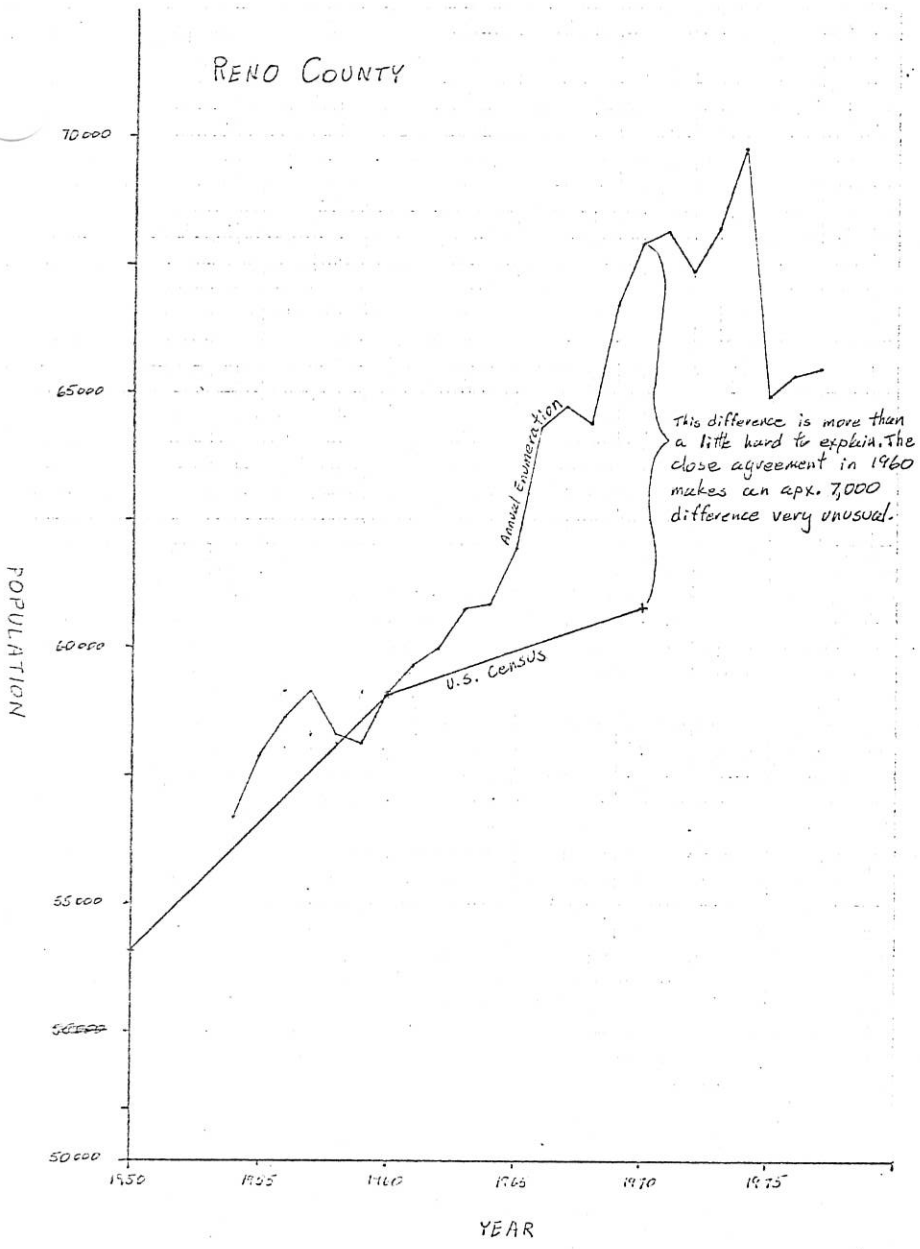


RICE County School Age Population 1977

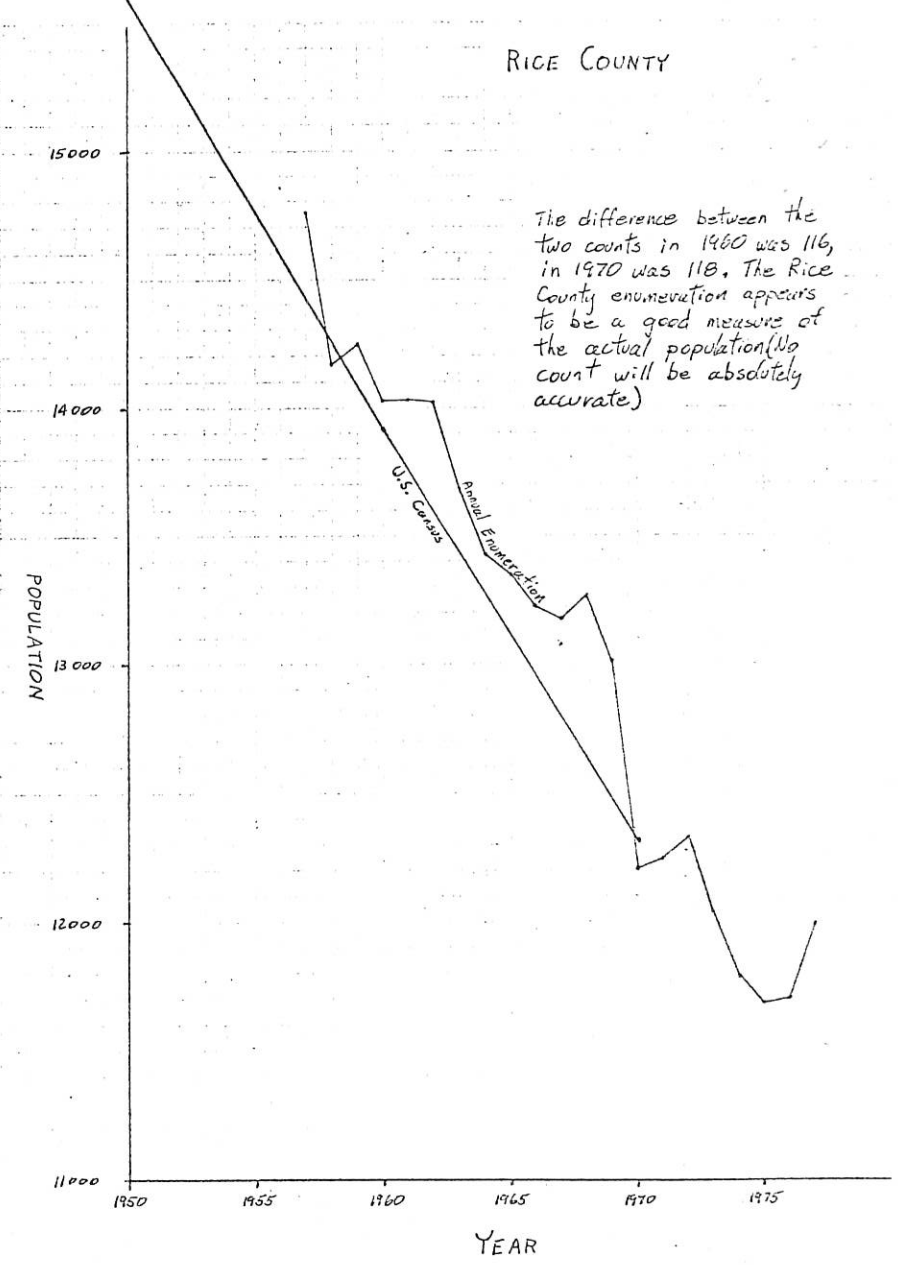
AREA	0-1	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	TOTAL
Friendship	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	52
Atlanta	4	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
Bell	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Center	-	2	1	3	1	2	1	2	2	3	1	1	1	1	1	1	1	2	2	16
Eureka	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Ferrer	3	1	-	1	-	1	1	1	1	-	3	3	1	5	3	3	3	3	4	43
Galt	1	1	2	5	4	3	1	1	1	1	2	2	3	3	4	4	2	3	6	20
Harrison	6	2	3	6	5	3	1	6	1	3	2	2	4	4	7	7	5	7	4	42
Lincoln	1	-	1	1	2	2	2	2	2	3	3	2	3	3	5	3	4	4	1	44
Mitchell	-	2	3	2	-	3	3	6	4	3	3	2	4	3	4	2	2	2	2	32
Pioneer	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0
Odessa	-	1	-	1	-	3	2	2	2	2	5	1	3	1	4	4	4	3	2	31
Raymond	-	-	2	2	5	2	1	1	1	1	1	1	1	1	1	1	2	2	2	21
Reckville	-	3	2	1	-	3	1	2	3	-	-	3	5	7	4	5	3	2	2	31
Sterling	5	-	3	4	4	2	4	4	7	9	8	8	5	7	4	6	6	6	6	86
Union	-	3	5	3	6	4	4	7	6	3	4	7	1	7	2	5	3	3	2	81
Valley	4	4	1	1	3	3	2	2	3	1	4	1	3	1	2	2	1	4	4	36
Victoria	2	1	1	1	3	3	2	4	4	2	2	3	3	1	7	3	3	3	1	43
W. Washington	-	1	1	-	-	1	1	1	1	2	2	2	3	1	5	1	4	4	2	34
Wilson	4	4	1	1	1	4	4	2	2	2	1	5	2	3	4	2	7	7	4	46
TOTAL Rural	32	26	34	32	39	45	35	50	31	48	40	50	50	57	62	60	63	56	55	865
Cities																				
Alsen	3	2	2	-	4	1	-	5	2	-	2	4	6	6	7	6	1	5	3	59
Beshon	1	5	5	3	4	2	6	6	8	3	9	10	7	6	7	5	7	7	7	108
Chase	17	11	12	12	14	15	7	13	13	12	13	11	15	15	7	12	14	15	16	266
Federick	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	2	2	-	3
Genesee	6	6	14	11	8	6	13	6	5	7	9	11	9	10	7	11	7	12	15	173
Hettle River	6	6	7	7	1	7	6	9	3	8	7	6	6	8	6	10	11	7	8	129
Lynn	60	47	49	45	58	62	46	54	63	52	52	71	6	81	78	85	83	96	102	1247
Raymond	-	1	-	1	2	2	2	2	4	1	3	4	4	2	2	3	4	4	6	39
Spring	37	20	29	26	20	19	25	19	28	25	22	28	22	23	25	37	37	36	36	521
TOTAL	140	98	118	107	111	116	103	112	136	108	118	129	140	151	163	172	171	182	193	2523
AT COUNTY	142	124	157	156	180	199	188	162	197	155	168	179	190	205	212	217	216	225	228	487

Source: Rice County Annual Enumeration, Population as of January 1, 1977. Population Group example Age 10 includes those at least age 10 but less than 11

# RENO COUNTY



# RICE COUNTY



WICHITA PUBLIC SCHOOLS  
EDUCATIONAL SERVICES BUILDING  
640 North Emporia  
WICHITA, KANSAS 67214  
April 13, 1977

*Carroll Dunbar*  
**Attachment I**

*Division of Research, Planning, and Development Services*

Mr. Willard L. Stockwell  
Chief Planner, Advance Plans  
Wichita-Sedgwick County Metropolitan Area  
Planning Department  
455 North Main Street  
Wichita, Kansas 67202

Dear Mr. Stockwell:

Because the Wichita-Sedgwick County Intergovernmental Enumeration depends on continued intergovernmental cooperation, I urge the City of Wichita and Sedgwick County to reconsider the value of this annual Enumeration. Research and survey efforts, as well as funding, must continue to be shared in order to maintain the precise, current data bank developed through the years.

Each year since 1973, the public school system has supported the annual Enumeration as an instrument vital to planning and developing school programs. Recently completed was a housing survey report with a compilation of current housing developments and a projection of additional residential areas within school attendance areas. This report will facilitate the determination of school facility needs. Demographic data obtained through the 1976 Wichita-Sedgwick County Intergovernmental Enumeration enabled these school attendance area population projections as well as compilations of current school attendance area characteristics.

Other school system needs served through the Enumeration have included:

1. Distribution of school age persons within the school district and within school attendance areas.
2. Demographic descriptions of community, school attendance areas, and school district.
3. Survey sampling.
4. Enrollment projections by grade, school, and school district.
5. Assessments of changes within neighborhoods re population age structure, racial characteristics, income levels, migration, and educational levels.
6. Base data for federal program applications, development, and evaluation.
7. Requested studies: e.g., to plan new program on administrative level.

*Atch. I*

April 13, 1977

April, 1975, marked the initiation of an official Enumeration tabulation usage checklist by the Department of Administrative Research. Each time a tabulation is used, the user is to indicate his/her name and/or agency represented, the date of tabulation usage, and information designating the tabulation(s) used: i.e., the name and year of the tabulation as well as the level of tabulation (county, township, city, ward, precinct, tract, or school). This record of tabulation use documents an increased need for and use of the Wichita-Sedgwick County Intergovernmental Enumeration data. The tabulations housed in the Administrative Research office were used some 400 times since February, 1976, or an average of about two times each work day. Usage was documented for the following tabulations:

- Age Distribution by Sex and Race
- Bedroom/Family Size Tabulation
- Education Distribution
- Employment Distribution by Race, Sex, and Age
- Fixed Income Distribution
- Head-of-Household Migration
- Households by Characteristics of Heads-of-Households
- Housing Tabulation
- Income Distribution by Race, Sex, and Age
- Relationships to Heads-of-Households by Household Characteristics

The Enumeration, which has been funded jointly by the City of Wichita, Sedgwick County, and the Board of Education, has been supported by the Board of Education in the annual amounts of \$2,000 in 1969 and 1971; \$8,000 in 1972; \$10,000 in 1973 and 1974; and \$12,000 in 1975, 1976, and 1977. (The need for Enumeration type data was met in 1970 through the U. S. Census.) Information not otherwise available has been the result of past Enumerations and undoubtedly would be the result of the Enumeration in 1978 for local school and government organizations. Therefore, I highly recommend continual joint funding by the City of Wichita, Sedgwick County, and the Board of Education at the 1977 level.

Sincerely yours,



A. W. Dirks, Director  
Research, Planning, and Development

AWD:hlk

cc: Carroll Liechti, Director, Administrative Research



Attachment I

STATEMENT TO THE  
SPECIAL COMMITTEE ON FEDERAL AND STATE AFFAIRS  
REGARDING PROPOSAL 25 -  
THE REVIEW OF  
AGRICULTURAL ANNUAL ENUMERATION

The City of Kansas City, Kansas supports the concept of the State's Annual Enumeration; however, it is the City's opinion that improvements can be made in data collection to insure an Enumeration of higher quality.

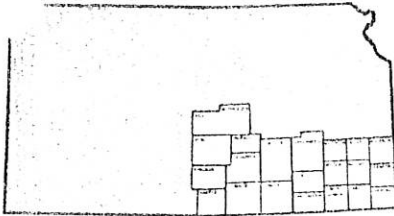
Large cities are in constant need of current and accurate detailed demographic data. The Federal Government requires small area population estimates for water, sewers, and transportation projects. In addition to using the Enumeration for analysis of population trends, the City uses the data as a source for community development, land use, housing, transportation, and retail projects and studies. Also, the City supplies the Enumeration data to other public or private agencies or individuals who request it.

The City believes that the accuracy of the Enumeration can be improved. Presently, counties are indirectly encouraged to overstate population counts, since funding for a number of State programs is tied to population counts. Kansas City, Kansas would like to see the State take a more active role in coordination of the Enumeration throughout the State. The coordination should enable one to relate methods used in the State Enumeration to the approach employed by the United States Bureau of the Census in its conducting of population counts. In addition, the City feels that the State should establish procedures for standardizing data collection in large urban areas. The Standard Metropolitan Statistical Areas of Topeka, Wichita, and the Kansas portion of the Kansas City, Missouri Standard Metropolitan Statistical Area account for approximately 43% of the population in Kansas (Federal Census Estimate, 7-1-75). Since these urban areas comprise such a major portion of the State's population, it is the City's belief that the State should have significant interest in demographic information for these urban areas. The City of Kansas City, Kansas will devote staff time to work with the State in developing quality control measures for the Enumeration.

The County appraiser spends approximately \$60,000 (33¢ per person) for the Enumeration in Wyandotte County. The introduction of quality controls and standardization of procedures should not increase costs and will benefit both the City and State by providing a more sound information base for planning and decision-making.

Atch. VI

Attachment III



# HEALTH SYSTEMS AGENCY OF SOUTHEAST KANSAS

August 3, 1977

Joseph F. Harkins  
Dept. of Health and Environment  
Forbes Field  
Topeka, Kansas 66620

Dear Joe:

It appears that some planners and researchers in this state are ready to shift away from their current population data base (the Kansas Agricultural Census of Population) into an unknown, interested estimating procedure. I am concerned about this, since:

1. All historical rates and estimates in our data libraries are couched in terms of the Agricultural Census.
2. All of the quantitative goals and objectives in our plans are set forth in terms of this population base.
3. No one has even attempted to test the relative accuracy of the population counts versus the proposed estimating procedures.
4. We would lose geographic detail by abandoning the Agricultural Census.

Any change will disrupt our operations somewhat.

Obviously, if it can be proven that the Agricultural Census is not cost-effective it should be eliminated, but no one has studied this issue objectively. Until a comparison of results is made, I hope we will not arbitrarily abandon the tools we already have.

Since the Department of Health and Environment works closely with Health Systems Agencies and would share the same problems cited above, I thought this activity should be called to your attention.

The Special Committee on State and Federal Affairs will conduct a hearing on this topic August 10. I am sure you and others will want to be represented.

I look forward to seeing you soon.

Sincerely,  
*Jim Heinicke*  
Jim Heinicke  
Data Manager

cc: Russ Mills

JH:kp

Atch. III

# THE CITY OF WICHITA

Attachment I I



DEPARTMENT OF PUBLIC WORKS  
CENTRAL INSPECTION DIVISION  
CITY HALL -- SEVENTH FLOOR  
455 NORTH MAIN STREET  
WICHITA, KANSAS 67202

August 3, 1977

Special Committee on Federal and State Affairs  
c/o Russell Mills, Legislative Research Department  
Capitol Building  
Topeka, Kansas 66612

Gentlemen:

It has come to the attention of the Department of Public Works, City of Wichita that the Special Committee is conducting hearings on the annual Statewide Enumeration of Inhabitants. The Department of Public Works supports the continuance of the enumeration as a beneficiary of its many positive aspects.

Historically the City of Wichita, County of Sedgwick and U.S.D. 259 Board of Education have attempted to coordinate and consolidate (where possible), research and evaluative efforts. In this endeavor the annual enumeration is the vehicle whereby this supplemental, uniform and accurate information is collected. The data that is made available through the Enumeration has been highly useful in the planning and evaluative efforts of this department. A brief summary of this use and impact follows.

The products of the Enumeration are repeatedly referenced and correlated with technical structural housing data collected by Central Inspection Division. This information provides a complete data bank on housing conditions, trends and patterns throughout the City. The Enumeration Tabulations were utilized extensively in developing the Department of Public Works' submissions of the Workable Program and Housing Assistance and Community Development Plans as required by the Housing and Community Development Act of 1974. Project and program planning for application to federal agencies is a continuing

SUPERINTENDENT OF CENTRAL INSPECTION \_\_\_\_\_ 268-4460  
BUILDING CODE ENGINEER \_\_\_\_\_ 268-4468  
PLAN EXAMINATION \_\_\_\_\_ 268-4477

HOUSING \_\_\_\_\_ 268-4481  
ZONING \_\_\_\_\_ 268-4479  
SIGNS \_\_\_\_\_ 268-4475

BUILDING & CONSTRUCTION \_\_\_\_\_ 268-4461  
PLUMBING & MECHANICAL \_\_\_\_\_ 268-4476  
ELECTRICAL & ELEVATOR \_\_\_\_\_ 268-4471

# THE CITY OF WICHITA

August 3, 1977

Page 2

function. The Central Inspection Division's strategy for City-wide code enforcement programs was developed utilizing enumeration data and the division continues to use it as a device for measuring impact and setting priorities. This data base will be utilized to formulate a new plan for neighborhood compliance projects.

The enumeration data is used by other divisions of this department as well. The Maintenance, Engineering, Traffic Engineering and Administrative Divisions of the Department of Public Works have all utilized the data collected by the Enumeration. The Sanitation Division's Refuse Assistance Program relied on this data throughout the planning process and repeatedly reference it to assess changing requirements. The Enumeration collected data in 1975 and again in 1977; which will, upon completion, evince the means and frequency of refuse collection city-wide. When tabulated with demographic data, a tool to further enhance the efficiency of the Sanitation Division and the Health Department's enforcement of the bulky waste ordinance will result.

Data from the 1977 Enumeration is presently being tabulated for other divisions of the Department of Public Works in cooperation with other City Departments as well. Public Works Maintenance and Administrative Divisions, in conjunction with the Health and Water Departments, will utilize information on type of water supply and sewage disposal (city/private), which will identify areas in which residents have both municipal and/or private water supplies. This information is essential for implementing a program for control of cross-connections. Knowledge of location of private and municipal sewer services will assist in planning and maintenance of the sewer system and identify areas where sewage is not properly disposed. This information can help predict areas of possible new water and sewer extensions.

The Public Works Maintenance Division will also utilize the basement data collected this year to make direct comparison with information obtained in prior years. Central Inspection Division will also utilize this data to update the study conducted last year.

If the Enumeration should cease, for any reason this department would be unable to collect much of the needed data and would anticipate a far higher level of expenditure for any data collected.

If properly funded and formatted Statewide, the Enumeration could provide economical, detailed, standardized data having wide-ranging uses for all city and county agencies, and the Board's of Education, with the ultimate benefit going to the citizens of Kansas.

Sincerely,



R. W. Bruggeman  
Director of Public Works

RWB/imc

STATEMENT TO THE SPECIAL COMMITTEE ON FEDERAL AND STATE AFFAIRS

Submitted by an Inter-Agency Committee  
on the  
Annual Enumeration of Inhabitants

This inter-agency committee has concluded that the present annual enumeration or census of inhabitants conducted under the auspices of the State Board of Agriculture has outlived its original usefulness.

In spite of the conscientious efforts of some county appraisers to do their best, we find that from a statewide perspective the present annual census is:

1. inadequately regulated by present statute to assure quality control and the use of standardized methodology in all counties which materially affect:
  - a. the accuracy and reliability of the data;
  - b. the consistency of the data between counties and within counties over time;
2. impossible to use to compare population data within or between counties;
3. susceptible to bias because it is one of the criteria used to increase the powers and/or salaries of local officials;
4. a time-consuming function which disrupts the performance of the other duties of county appraisers;
5. a costly endeavor required of counties when the rate of population change in the state during the period 1971 to 1975 was only .8%;
6. an obstacle to the development of accurate official population projections for the use of all state agencies and local units of government; and,
7. a burden to the State Board of Agriculture in the performance of its other duties.

Furthermore, this inter-agency committee believes that an effort to upgrade the annual census of inhabitants would not be cost effective at an approximate annual cost of 1.5 to 2 million dollars, and is not warranted.

Accurate population information which is prepared using standardized methodologies and proven professional techniques is available now from other sources. For example, the FSCP (Federal-State Cooperative Program) is a cooperative program between Kansas and the federal government's Bureau of the Census who together develop annual population estimates for the state. This could be developed into a state estimates program if desired. In addition, the federal census will now be conducted every five years providing population data more frequently, and, thereby provide better base data for population estimates and projections.

Therefore, this inter-agency committee would like to present the attached proposed statute for the consideration of the Special Committee.

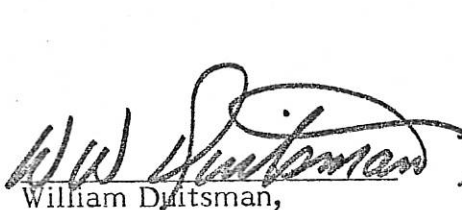
In order to explain the intent of the proposed statute, we present the following recommendations:

1. Abolish the annual enumeration of inhabitants under K.S.A. 11-101, et. seq., thereby making 1978 the last year in which the annual census is to be conducted and September, 1978, the last time the results are reported.
2. Beginning in 1979, use "the most recent population figures for Kansas available from the U.S. Bureau of the Census" for state tax sharing and all other purposes involving population figures.
3. "The most recent population figures available from the U.S. Bureau of the Census" could be FSCP estimates, the results of the quinquennial censuses, the results of a special local census conducted under contract with the U.S. Bureau of the Census, or the results of an estimates program of the State of Kansas.


The annual enumeration figures of 1977 or 1978, would be available for the preparation of an apportionment bill during the 1979 regular session of the legislature.

We believe that the wording of other statutes which use the phrase "official population figures", or the "annual enumeration of the State Board of Agriculture" could be amended adequately by simply substituting the phrase, "the most recent population figures available as specified in K.S.A. 11-101, et. seq. as amended". This way, any future changes as to the source of the official population figures for Kansas would not require changes to be made to all other statutes effected.

We appreciate this opportunity to present our views and recommendations to you and trust that they will receive your careful consideration.



William Dautsman,  
Secretary,  
Department of Agriculture



Dwight F. Metzler,  
Secretary,  
Department of  
Health and Environment



H. Edward Flentje,  
Director,  
Division of State  
Planning and Research



## CHAPTER 11 - CENSUS

**11-101.** Enumeration of agricultural statistical data, annual. The county appraiser of each county or the county clerk acting as appraiser under the direction of the board of county commissioners shall annually as of January 1 of each year make an enumeration of and ascertain in a full and complete manner properly set down in schedules prepared for that purpose such data relating to agriculture in the county as may be required by the state board of agriculture.

**11-101d.** Population data. As of July 1, 1979, the most recent population figures for Kansas available from the U.S. Bureau of the Census shall be used for all purposes in the application of statutes in this state.

**11-101e.** Special census; contract. Any county, municipality, or township is hereby authorized to contract with the U.S. Bureau of the Census to conduct a census of its inhabitants.

**11-102.** Same; blank forms; abstract of data; disposition of copies. The state board of agriculture shall furnish to the county assessor such blank forms and schedules as are necessary to administer this act. Each county assessor shall make an abstract, in duplicate, of the ~~enumeration and~~ (agricultural) statistical data, as required by the state board of agriculture which ~~enumeration and~~ (agricultural) statistical data shall be compiled by townships, cities, wards and precincts, and shall forward, on or before May 15 of each year, the original abstract, properly certified as to its accuracy, together with the original forms and schedules, to the state board of agriculture. The second copy of the abstract shall be retained in the archives of the county assessor's office.

### **11-102a.** Recommend Repeal

**11-107.** Duties of state board of agriculture. The state board of agriculture is hereby required to carry into effect the provisions of this act, and to provide schedules and distribute them to the county assessors, or county clerks acting as assessors, so that the ~~enumeration of inhabitants and~~ gathering of agricultural data may be taken in compliance with this act in each and every county, and to prepare and distribute at the same time printed instructions defining and explaining

the duties of assessors under the requirements of this act. When returns have been made to the state board of agriculture, as heretofore provided, the said board of agriculture shall cause the same to be classified and arranged in the best and most convenient manner for use, and publish the same in the biennial reports of the board and otherwise if deemed advisable by the board.

**11-110.** Penalty for neglect of duties. Any assessor who shall willfully neglect or refuse in whole or in part to perform the duties required in this act shall be guilty of a misdemeanor, and upon conviction thereof shall be fined in a sum of not less than twenty dollars nor more than one hundred dollars.

**11-114.** Errors and omissions; correction; penalty for failure. In addition to the other duties elsewhere set forth in this act the county assessor shall carefully examine the returns for errors and omissions, and when in the assessor's judgment errors or omissions or both have occurred, he or she shall correct them in a manner consistent with the facts and in accordance with law.

Refusal or failure to do so shall subject such assessor to all the penalties for neglect and incompetence as provided in the general taxation and assessment laws of the state.

**11-115.** Employees to administer act (\*); compensation. The board of county commissioners shall furnish the county assessor or the county clerk acting as assessor such employees as are necessary to administer this act (\*). In furnishing such employees, the board of county commissioners, at its option, may specify that the township trustees may be assigned to compile the ~~enumeration and~~ (agricultural) statistics in the townships and shall be assigned to do so when appointed deputy assessors. The compensation of such employees shall be at the rate prescribed by resolution duly adopted by the board of county commissioners of the respective counties.

\*"This act," see, also, 11-101, 11-102, 11-106 (now repealed), 11-107, 11-114.

### **11-116.** Recommend Repeal



*Department of Administration*



DIVISION OF THE BUDGET

STATEHOUSE - TOPEKA 66612

August 16, 1976

TO STATE AGENCIES OWNING OR LEASING LAND:

Upon the recommendation of the Legislative Division of Post Audit, the Division of the Budget is instituting through the annual budget process, a procedure for land-holding agencies to report annually on owned or leased land and to justify continued retention of that land.

The report and justification on land-holdings outlined in these instructions are to be made on DA-400 forms and included at the end of the agency's FY 1978 budget request. The format closely follows that used by the Legislative Division of Post Audit for the audit of potentially surplus land conducted during fiscal year 1976. The information provided by the various agencies in the course of that audit may be used, with such changes as have occurred, in the report to be included in the budget requests.

Information in three parts is to be provided by each land-holding agency:

1. A land use inventory.
2. Actual or potential subsurface resources (water and mineral).
3. Land leasing.

Information is to be provided for all land owned or leased by state agencies except land held by the Department of Transportation for right-of-way use and not surplus to its needs.

PART I -- Land Use Inventory

A Land Use Inventory in columnar form is to be provided by each land holding agency on DA-400 forms. Attached is an example of the columnar arrangement to be used.

Parcels of land either owned or leased are to be listed individually within the following categories:

1. Campus -- building sites and other land used exclusively for agency activities and programs. Although the main campus may be listed as one parcel (if all contiguous), you are requested to identify separately in the appropriate category listed below any part of the land historically considered as campus which is not essential to the institution's or agency's activities.

2. Land Suitable As Building Sites -- has potential for use as commercial, industrial or residential sites.
3. Agricultural Land -- suitable for agricultural purposes whether or not it has been so used.
4. Park or Fish and Game Lands -- land category applying only to Park and Resources Authority and Forestry, Fish and Game Commission.
5. All Other Land -- all lands not suitable for any productive purpose because of location, condition or character.

List the parcels of land under the name of the category and group by county within each such category. Name the county in column 1.

In Col. 2 enter a distinctive number for convenience in making reference to each parcel. Preferably, the number would be that used to identify the parcel in the inventory furnished to the Division of Accounts and Reports.

In Col. 3 answer by a "yes" or "no" whether the parcel adjoins the campus.

Columns 4, 5 and 6 are provided to identify each parcel of owned land by number of acres in each of the three named use classifications.

Column 7 is to be used to identify number of acres leased from others.

For columns 4 through 7 enter a subtotal by land category and a grand total.

In Column 8 identify by "yes" or "no" whether past, present or potential use exists for sub-surface rights -- water or mineral. If "yes", additional information is requested in Part 2, below.

Column 9, Agency Justification, is to be used to report the following information, as applicable to the particular parcel of land:

1. Identify the specific use of the land.
2. If used to support present or future agency activities, be specific in identifying goals or objectives for the use of the land. If held for future use, identify the projected date of use.
3. Justify retention of the land if leased out or not used.
4. Identify parcels which the agency believes to be surplus to present and future program needs.
5. Describe any potential restrictions on the sale or other disposition of such land.

*ALB. XV*

PART II -- Subsurface Use

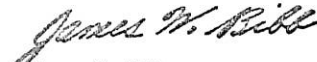
For each parcel so identified in the inventory, provide on a Form DA-400 the following information about subsurface use or potential:

1. Type of mineral deposit identified or for which some potential may exist.
2. Any restrictions on use of subsurface rights, including names of right holders other than the state.
3. Describe any present or past use of subsurface rights, inquiries concerning future use, or attempts to dispose of such rights.

PART III -- Land Leasing

More detailed information on land leasing is requested to be presented in columnar form on DA-400's. Attached is an example of the columnar form to be used for listing the leased land. Columns 1 through 7 are self-explanatory. Use Column 8 to describe the nature of the lease, e.g. subsurface rights, cropland or pasture, and identify in general terms the lessors or lessees.

Each agency is invited to provide any additional narrative or explanation of land management practices on DA-400 forms. Any changes which have occurred with respect to land holdings since the agency reported to the Division of Post Audit should be described. If available, maps or sketches identifying the parcels of land described in Parts I, II and III would be useful. Such documents should be attached to DA-400 forms.

  
James W. Bibb  
Director of the Budget

Enclosures (2)

EXPLANATION AND JUSTIFICATION

AGENCY NO.	AGENCY NAME	FUNCTION NO.	FUNCTION NAME	ACTIVITY NO.	ACTIVITY NAME
					Report on Land Holdings

PART I - Land Use Inventory

Col. 1 County Name	Col. 2 Parcel No.	Col. 3 Adjoins Campus	No. Acres Owned By State			Col. 7 Acres Leased	Col. 8 Sub-Surface Use	Col. 9 Agency Justification
			Col. 4 Agency Use	Col. 5 Leased Out	Col. 6 Not Used			

**EXPLANATION AND JUSTIFICATION**

AGENCY NO.	AGENCY NAME	FUNCTION NO.	FUNCTION NAME	ACTIVITY NO.	ACTIVITY NAME
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Report on Land Holdings

Part III - Land Leasing

Col. 1 Parcel No.	Col. 2 Acres		Annual Rent		Col. 5 1975 Taxes Paid	Col. 6 Lease Expiration Date	Col. 7 Length of Lease	Col. 8 Lease Description
	Leased Out	Leased From Others	Col. 3 Received	Col. 4 Paid				

Attachment XVI

PROPOSED BILL NO. \_\_\_\_\_

By Special Committee on Federal and State Affairs

AN ACT concerning real estate transactions of state agencies; amending K.S.A. 75-3729 and repealing the existing section; also repealing K.S.A. 75-415 and 75-416.

Be it enacted by the Legislatura of the State of Kansas:

New Section 1. As used in this act, unless the context otherwise requires:

(a) "Real estate transaction" means to acquire real estate, or any right, title or interest therein, by purchase, grant, gift, devise, lease, or otherwise, and to sell, convey, lease, exchange, transfer or otherwise dispose of real estate or any right, title or interest therein; but does not include within its meaning the lease or rental of real estate, or any right, title or interest therein, by any state agency for a term of five (5) years or less.

(b) "State agency" means any state office or officer, department, board, commission, institution, bureau or any other state authority which is authorized by law to engage in any real estate transaction for and in the name of the state of Kansas.

New Sec. 2. (a) Each state agency shall have the legal custody of all deeds to real estate now held or hereafter acquired by such state agency for and in the name of the state of Kansas, together with the abstracts of title thereto and the title insurance policies therefor, and of all other original instruments relating to real estate transactions of such state agency. It shall be the duty of each state agency to keep, preserve and file all such deeds, abstracts of title, title insurance policies and other instruments, and all such instruments in the custody of the secretary of state on the

Atch. XVI

effective date of this act shall be and are hereby transferred to the custody of the respective state agencies.

(b) It shall be the duty of each state agency to record or cause to be recorded all deeds to real estate acquired by it with the register of deeds of the county where the real estate is located and any other instruments relating to its real estate transactions provided by law to be recorded.

(c) Within sixty (60) days after the effective date of this act, each state agency shall make an inventory of all real estate currently held by it for and in the name of the state of Kansas and shall report such inventory to the director of accounts and reports. Such report shall show, in such form as the director of accounts and reports may prescribe, the acreage and location by city or county of such real estate, a brief description of the right, title or interest held therein and to which such real estate is subject, if any, and the purposes for which such real estate is held.

Sec. 3. K.S.A. 75-3729 is hereby amended to read as follows: 75-3729. (a) The controller director of accounts and reports shall design, devise and direct the use of inventory records by all state agencies, as defined by K.S.A. 75-3728a. to show all fixed and movable property of the state. The records shall be based on a physical inventory and shall be charged with all subsequent purchases, manufacture of property or other methods of acquisition and shall be reduced by all property traded in, condemned or otherwise disposed of. The accuracy of such property record shall be verified periodically by actual inspection of such property by the division of accounts and reports division. The state agencies may be required to take physical inventory of such properties annually and at such other times as the controller director of accounts and reports may direct.

(b) The director of accounts and reports shall maintain inventory records of the real property owned by the state, which records shall reflect every real estate transaction engaged in by



each state agency. Such inventory records shall include, but not be limited to, the acreage, location by city or county and a brief legal description of each lot, tract or parcel of land held by state agencies.

Sec. 4. K.S.A. 75-415, 75-416 and 75-3729 are hereby repealed.

Sec. 5. This act shall take effect and be in force from and after its publication in the statute book.

Attachment XVII

A Survey of Management of State  
Lands in Other States

As part of the program audit, Management of Surplus State-Held Land, Legislative Post Audit surveyed the land management practices of most of the states in the country. A summary of the findings, as of September 1975, is included below for the states on Kansas's borders.

Colorado

Colorado has a comprehensive land inventory system. The inventory contains the following information:

Agency Name  
Parcel Number  
Acres  
Name of Property  
Use/Function  
Location (city/town, section, township, range)  
Deed Type and Date  
Appraisal Value (land and buildings)  
Legal Description

The initial inventory was done by instructing all State agencies to send copies of all instruments regarding their land to the State Planning and Budgeting Division which now maintains current copies of the deeds and plats of all State lands. All changes in the status of these lands, including the granting of easements, must first be approved by the Division. Periodically, reports are published on the land holdings of all agencies.

Also, there is a State Board of Land Commissioners which periodically reviews all State-owned land and sells what is surplus.

Iowa

The land inventory procedures of the State of Iowa are unknown except for its Highway Commission. This agency maintains a comprehensive inventory of all land it owns including improvements on it. It has policies and procedures for the management of idle land and the disposition of surplus land including the lease of lands for commercial and farm purposes. It is the agency's policy to lease all unused lands.

Atch. XVII

## Missouri

Missouri also has a comprehensive inventory system. The Division of Design and Construction is required to maintain files containing a full legal description of all real estate owned by the State and blueprints of all State facilities. In addition, it is required to maintain complete files of information on the repair, utilization, and cost of all State facilities. And, the Division approves all leases of property by State agencies and maintains a computerized inventory of those leases including:

- Agency Name
- Address
- Lessor Name
- Monthly and Annual Rent
- Cost Per Square Foot
- Use/Function

The State Highway Commission also maintains an inventory of its lands and has policies and procedures for the short term lease of idle lands and the disposal of surplus lands.

## Nebraska

Nebraska has a new land inventory system designed to allow and encourage evaluation of potential new uses of surplus land and to prevent unnecessary acquisitions. The law was revised in 1974 to require all agencies to submit an annual inventory of their land holdings. The system has been computerized and contains the following items:

- Agency Name
- Address
- Use/Function
- Condition
- Cost Data
- Acreage/Square Feet
- Location
- Legal Description

The statute requires a periodic review to identify surplus land.

### Oklahoma

In Oklahoma, deeds to all State lands are filed with the Secretary of State. Otherwise, statutes grant direct control over all State lands to the agency holding it. Each agency maintains an inventory of its land, policies and procedures for leasing it, and for disposing of it.

### Other States

Legislative Post Audit's September 1975 survey of the land inventory practices of other states also includes information from the following states:

- Georgia
- Kentucky
- Minnesota
- Ohio
- Arkansas
- South Carolina
- Montana
- New York
- North Carolina
- Virginia
- Utah

COMMITTEE REPORT

TO: Legislative Coordinating Council  
FROM: Special Committee on Federal and State Affairs  
RE: Proposal No. 28 - State Real Estate Transactions

Proposal No. 28 directed the Special Committee on Federal and State Affairs to conduct "a review of the Legislative Post Audit Report, 'Management of Surplus State-Held Land,' and the recommendations therein concerning a real estate inventory system for state-owned land, and the necessity of establishing such state inventory system."

Background

The audit, "Management of Surplus State-Held Land," was conducted by the Legislative Division of Post Audit during the period July through December, 1975. The audit examined the adequacy of the state's land inventory system, the effective use of surplus state land, and the impact of surplus state land on the taxes of local governments. During the course of the audit, data were collected and analyzed from the 40 state agencies that own or lease land totaling 331,521 acres. With regard to the state's land inventory system, the audit reached two major conclusions:

- (1) neither of the two agencies having statutory responsibilities for establishing and maintaining an inventory of state land (the Division of Accounts and Reports of the Department of Administration and the Secretary of State) had an accurate and complete inventory; and,
- (2) that the lack of an adequate inventory could hamper efforts to identify surplus land when land is needed for new state programs or purposes.

These two conclusions led to the following audit recommendations concerning the state's land inventory system:

- (1) K.S.A. 75-416 should be amended to require all state agencies to file the original records of all real estate transactions (except land acquired through condemnation by the Kansas Department of Transportation) with the Secretary of State. The Secretary of State should request that each agency provide an updated record of all land owned by the agency, including any easements and right-of-ways grants over this land.
- (2) K.S.A. 48-319, which requires the Adjutant General to keep the original records of all real estate transactions affecting that agency, should be amended to require the filing of a copy of those records with the Secretary of State.
- (3) The Division of Accounts and Reports should improve its inventory records of state-owned land by modifying its current inventory reporting requirements to include, for each parcel, at a minimum the number of acres owned, a brief legal description, and the location by city or county.

Recommendations No. 1 and No. 2 were incorporated into 1977 S.B. 42 which was referred to the Senate Committee on Federal and State Affairs. The interim Special Committee on Federal and State Affairs was directed to review these recommendations. Recommendation No. 3 was adopted by the Division of Accounts and Reports which modified its inventory policies and procedures as recommended in the audit.

Committee Activity

During the course of this study, the Committee heard testimony from representatives of the Legislative Division of Post Audit, the Secretary of State, the Kansas Department of Transportation, and the Division of Accounts and Reports.

Representatives of the Legislative Division of Post Audit reaffirmed the conclusions and recommendations contained in the audit report. These representatives stated that an updated inventory of state-owned land and a centralized repository for all legal documents concerning state-owned lands were necessities if the state was to efficiently handle its real property. Under existing law, K.S.A. 75-415, the Secretary of State is required to "... safely keep and preserve and file all deeds and abstracts or

Atch. XVIII

title so deposited with him as the property of the State of Kansas and keep a correct record of the property held by the state . . . ." K.S.A. 75-416 requires state agencies to report purchases of real property to the Secretary of State. However the statute does not require these agencies to report sales of real property and the Secretary of State has not initiated a system to acquire this information. Therefore, the Secretary of State receives only a portion of the information regarding transactions of state-owned land.

The audit report also noted that two agencies file only a portion of their land transactions with the Secretary of State. The Adjutant General is not required to file documents with the Secretary of State because K.S.A. 48-319 requires that ". . . instruments of transfer shall be kept in the custody of the Adjutant General's department." This agency maintains its own deeds and abstracts for some 60 parcels of land. Similarly, the Department of Transportation, which does file all deeds with the Secretary of State, acquires many acres of land which do not require deeds. For example, no deed is required for land acquired through condemnation and nothing is filed with the Secretary of State. It was also noted that many of the deeds and abstracts which are on file with the Secretary of State no longer contain current descriptions of the land owned.

The Division of Accounts and Reports is also required to maintain an inventory record by all state agencies to show all fixed and movable property of the state (K.S.A. 75-3729). State agencies are required annually to submit an inventory of state-owned land to the Division of Accounts and Reports by property number, source code, date of acquisition, inventory costs, and a brief legal description. The audit report noted that the main problem in this area is the substantial diversity in the way the inventory forms are filled out by the various state agencies.

The audit report concluded that the present state inventory system does not provide enough information for an adequate inventory of state-owned land because the Secretary of State only files land documents and does not list or compile them. In addition, not all documents are on file and some are inaccurate. Information collected by the Division of Accounts and Reports was found to be incomplete or inaccurately reported, and the inventory records maintained by the Division of Accounts and Reports were not periodically reconciled with those of the Secretary of State to determine their accuracy. These factors resulted in the recommendations which the Legislative Division of Post Audit believes would strengthen and improve the state's inventory system.

An Assistant Secretary of State, while noting that the office attempts to fulfill all of its statutory responsibilities, stated that of K.S.A. 75-415 requires only that the Secretary of State preserve and file all deeds and abstracts deposited with the Secretary of State by state agencies. This office does not interpret the statute to require that the Secretary of State actively seek to maintain a current inventory of all state-owned properties. The Assistant Secretary of State also stated that any benefits which would be derived from filing all deeds and abstracts of title would be far outweighed by the cost of developing such a file. He further stated that, once a deed has been recorded at the county level, there is virtually no need to maintain that deed in a central repository at the state level. Finally, it was argued that the maintenance of a complete file of all deeds and abstracts of title of state-owned land would simply be a needless exercise in bureaucracy.

Representatives of the Kansas Department of Transportation stated that KDOT does file all deeds with the Secretary of State. In addition, the Department of Transportation's land holdings (upwards of 50,000 parcels) are also maintained on a

computer listing by cost, accounting number, project and tract number, grantor's name, and township and range. (Representatives of the Legislative Division of Post Audit agreed that this system requires no modification.)

The Director of the Division of Accounts and Reports of the Department of Administration stated that his division has implemented all of the recommendations concerning the inventory of state-owned land contained in the program audit. The Director stated that his division was attempting to maintain as accurate and complete an inventory of state-owned land as possible. However, the Director noted that a legislative directive was necessary if the inventory so compiled was to be of maximum use: only by knowing the intended uses of the inventory could the material be properly arranged in the computer for prompt retrieval. The Director urged that the Legislature determine what the intended uses of the inventory would be so that the information could be properly compiled in the computer file. It was also noted that the Division of the Budget, during the budget process, is attempting to identify surplus state-owned land.

Conclusions and Recommendations

The Committee does not concur in the recommendations contained in the audit report. The Committee believes that, once a deed or abstract of title is recorded on the county level, there is no need to maintain a complete file of these documents at the state level. The Committee therefore recommends that S.B. 42 be amended to make each state agency which holds real property responsible for maintaining the legal documents concerning those properties. This would relieve the office of Secretary of State from the task of filing deeds and abstracts of title and would require that custody of the legal documents of each agency's land be maintained by the state agency holding the land.

The Committee also believes that the Division of Accounts and Reports, under existing statutes, is attempting to maintain an inventory of state-owned land and urges that Division to continue its efforts to develop a complete and accurate inventory of state-owned real property. The Committee also concurs with the concerns expressed by the Director of the Division of Accounts and Reports that a management decision must be made as to the intended uses of this inventory if the Division is to adequately compile the information in a meaningful and useful fashion. Therefore, the Committee recommends that representatives of the Legislative Division of Post Audit, the Division of Accounts and Reports, the Division of the Budget, and the Legislative Budget Committee confer and ascertain exactly what type of information is needed, how the information should be cataloged and maintained, and how the land holdings should be indexed (according to use category) in order that the inventory may achieve a maximum utility. The Committee also recommends that the listings maintained by the Division of Accounts and Reports and the Division of the Budget be made compatible and, thus, more useful to both agencies.

Finally, the Committee recommends that S.B. 42, as amended to reflect the recommendations of this Committee, be acted on favorably by the 1978 Legislature.

\_\_\_\_\_, 1977

Respectfully submitted,

Senator John Crofoot, Chairman  
Special Committee on Federal and State  
Affairs





## Center For Urban Studies

Attachment XII

August 9, 1977

The Honorable John Crofoot, Chairperson  
Special Committee on Federal and  
State Affairs  
c/o Legislative Research Department  
State House  
Topeka, Kansas 66612

Dear Senator Crofoot:

The proposed discontinuation of the annual census which is collected by the State Board of Agriculture has implications which portend serious ramifications for not only Wichita-Sedgwick County but all of Kansas.

Information collected on an annual basis with the level of detail which is practiced in the enumeration funded by Sedgwick County, the City of Wichita, and USD #259 is virtually unlimited in potential application for the ultimate benefit of the citizen and taxpayer.

The Center for Urban Studies has been involved with the Interagency Research Committee and the annual enumeration for over seven years. Accordingly, I can foresee a number of possibilities for the use of the enumeration data for research by faculty and students for the planning of efficient allocation of physical, financial, and human resources. For example, in one area of major concern alone: energy -- with the enumeration data which is available, studies could be made of consumption of energy on a house-to-house basis which could be the groundwork for an effective conservation program; or a study by age groups, or socio-economic groups of energy-saving devices. Results of such studies could be made transferable to other communities in the area and in the State.

Rather than the consideration of abolishing the collection of such valuable information, I submit that your Special Committee would be performing a real service to Kansas by proposing that representatives of appropriate institutions and agencies be charged with the responsibility of improving the methodology of collection in order that such information may be used for the benefit of all citizens. We at the Center for Urban Studies and those with whom the Center has been working would be more than willing to be a part of such an effort. It is entirely possible that plans could be made to establish a process by which other counties and small communities could duplicate the methodology used here, thus resulting in more uniform and accurate data.

Thank you very much for your consideration of our concern.

Sincerely,

A handwritten signature in cursive script that reads "Marjorie L. Taylor".

Marjorie L. Taylor  
Associate Director

Atch. XIX