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Principal Federal Statistical Programs

*(Reprint of Special Analysis G from Special Analyses,
Budget of the United States Government, Fiscal Year 1978)*

Introduction

This special analysis presents an overview of the major statistical programs of the Federal Government, as reflected in the 1978 budget. It includes the entire budgets of four bureaus (the Statistical Reporting Service, the Bureau of Economic Analysis, the Bureau of the Census, and the Bureau of Labor Statistics) and obligations for statistical programs in an additional 54 bureaus or agencies. In addition to employment and budget obligations, the tables show budget totals for all current and periodic programs and for broad subject matter areas. These tables indicate the level of resources presently available and those proposed in 1978 for statistical programs throughout the Federal Government.

Over the years this analysis has been made more comprehensive and more useful by inclusion of information on additional statistical activities and refinement of the guidelines for determining which Federal programs should be included in the analysis. Because it has become more comprehensive, it is appropriate to provide clarification concerning the character and limitations of the analysis.

Statistical activities include: Planning for statistical programs, project design, questionnaire or form design, instructional materials, training of interviewers, data collection, training of processing personnel, processing, primary analysis, dissemination, and publication; classification; preparation of estimates and projections; statistical manipulation of data collected by others; statistical methodology and research; and management and coordination of statistical operations.

The summary tables concerning Federal statistical programs do not represent a unified budget total that has been allocated among the various

programs. Rather this budget is a compilation of the budgets for statistical programs and represents the amounts that were individually derived in relation to the specific needs for each program. Hence, funds removed from the budget of one statistical program during either the executive or the congressional budget review process do not necessarily become available for allocation to another statistical program, even within the same agency. They may be used to help reduce the budget total or to help finance other statistical or nonstatistical activities.

Furthermore, this analysis of statistical resources by broad subject area is not intended to represent a statement of priorities among these areas. The tables do, however, reflect a process that attempts to analyze statistical needs within the subject matter areas, to provide funding for the most clearly established needs, and to eliminate or reduce resources for programs where the need is no longer evident. Also, the budget recommendations are coordinated in the sense that, in selecting projects for inclusion in the budget of one agency, account is taken of related projects in other agencies. In addition, consideration may be given to more than one agency as the appropriate location of project funds and required personnel.

Moreover, as the title "Principal Federal Statistical Programs" suggests, the analysis does not include all Federal statistics. For example, agencies or bureaus with less than \$300 thousand of obligations for statistical programs are not included. In addition, data collection and analysis that relate to internal departmental management are not included unless they have multipurpose or national policy significance. Scientific and research data are also generally excluded except in

Note.—All years referred to are fiscal years, unless otherwise noted. Details in tables and text may not add to totals because of rounding.

cases where such data are basic components of the multipurpose data base for a given subject area. For example, the analysis for both energy and environmental statistics includes scientific data in these fields. However, most management, scientific, and research data are not included.

In this context, total obligations for current statistical programs will increase by \$97.9 million or 16.5% over 1977. Periodic programs will increase by \$8.1 million or 12.5% over 1977, primarily because of accelerated planning for and preparation of the 1980 decennial census. Total obligations for all principal Federal statistical programs will increase by \$106.0 million or 16.1% over 1977.

PERSONNEL REQUIREMENTS

The quality, timeliness, and integrity of Federal statistics are the product of the staff engaged in production and analysis of these series. Information on the full-time permanent positions proposed for major statistical agencies is presented in table G-1. In addition to these positions in major statistical agencies, there are many statisticians working in smaller statistical units in other agencies and departments. The figures in table G-1 do not include part-time or temporary positions because the only consistently defined figures that are currently available are those on full-time permanent positions.

Table G-1. FULL-TIME PERMANENT POSITIONS BY AGENCY

	1976 actual	1977 estimate	1978 estimate
Department of Agriculture: Statistical Reporting Service	1,238	1,289	1,303
Department of Commerce: Bureau of Economic Analysis	509	540	560
Bureau of the Census	4,059	4,084	4,091
Department of Health, Education, and Welfare: National Center for Education Statistics	191	179	191
National Center for Health Statistics	522	542	542
Department of Labor: Bureau of Labor Statistics	1,774 ²	2,500 ²	2,372
Total for six agencies reporting	8,293	9,134	9,059

¹ These estimated figures are subject to further departmental review.

² Over the last several years the Bureau of Labor Statistics has been reporting employees working on programs financed by other agencies as temporary, in the expectation that the programs would remain temporary. However, the programs have proved to be ongoing and the positions occupied fit the definition of permanent since in actuality they are occupied for more than 1 year. The reporting of these employees, therefore, is changed in 1977.

The variations in staff levels relative to the program sizes are partially explained by the different natures of the various agency programs. For example, the Bureau of the Census does a great deal of work for other agencies on a reimbursable basis for which no funds are included in the Census Bureau's budget although the work is performed by Census personnel. The National Center for Education Statistics, on the other hand, has proportionately more work done under contract using the contractor's personnel. The decrease in the personnel level for the Bureau of Labor Statistics is because of the completion of the Consumer Price Index revision program in 1977.

STATISTICAL COORDINATION

Since the budgets for statistical programs are determined by relating the needs for information to the specific program requirements of the statistics-producing agencies, it is essential to have an ongoing mechanism for coordinating the needs of the various users. For example, many Federal programs allocate funding based upon total population or some specific subgroup of the population. An analysis of Federal programs for 1975 revealed that \$33 billion of Federal grants to States and units of local government were affected by formulas that used population as one of the variables. Under the Budget and Accounting Procedures Act of 1950, the Office of Management and Budget (OMB) has broad authority for the coordination of statistical programs and, pursuant to this authority, sets forth statistical standards in OMB Circular A-46. To emphasize the need for coordination in the use of population statistics, OMB recently amended Circular A-46 to require that all agencies use the same population series in the administration of Federal programs.

The wide use of population statistics for Federal policymaking has long been recognized. In fact, the needs of Federal users of these statistics have been coordinated formally since the late 1940's, in conjunction with the 1950 decennial census. This process is continuing. An inter-agency group—the Federal Agency Council on the 1980 Census, comprised of representatives from more than 90 Federal agencies—was organized in 1974 to advise on the content of the 1980 decennial census. Nine subject matter committees of the Council consider policy data needs and content for the 1980 census. The Council will continue to review tabulation plans,

geographic area data requirements, and reliability requirements for the various agencies.

Economic statistics, which are of central importance in Federal policymaking, are the subject of considerable attention now. An intensive review of the basic data requirements for the national income accounts was initiated in 1973, and the findings of the Advisory Committee on Gross National Product (GNP) Data Improvement influenced budget recommendations for 1977 as well as 1978. Following public review of the Committee's work in 1977, additional improvements are likely to be reflected in future budgets.

An extensive review of the entire range of Federal statistics will become the subject of public review in 1977 with the distribution of draft materials for "A Framework for Planning U.S. Federal Statistics, 1978-1989," an overall inter-agency planning effort, coordinated by OMB. The framework contains a discussion of the organization of U.S. Federal statistics, including the roles and missions of the major statistical agencies, a discussion of 16 different broad subject areas, and a discussion of a variety of specific crosscutting issues affecting the Federal statistical system, such as confidentiality, professional staff training, reporting burden, interagency (reimbursable) funding, and Federal-State cooperative programs.

Table G-2. OBLIGATIONS FOR PRINCIPAL CURRENT STATISTICAL PROGRAMS, BY BROAD SUBJECT AREA¹
(In millions of dollars)

	1976 actual	1977 estimate	1978 estimate
Prices and price indexes	14.0	20.4	29.7
Labor statistics	76.8	81.7	88.5
Production and distribution statistics ..	36.6	39.4	40.1
Agriculture statistics	39.4	47.4	49.8
Transportation statistics	19.3	25.9	27.4
Housing and construction statistics	20.8	22.0	24.4
Economic and business financial accounts	38.3	41.7	43.6
Energy statistics	65.6	100.6	146.2
Environmental statistics	40.7	35.8	43.4
Health statistics	94.5	103.4	114.4
Education statistics	25.1	15.0	17.5
Income maintenance and welfare statistics	24.7	25.8	28.9
Population statistics	6.2	6.8	8.2
Criminal justice statistics	36.0	27.2	28.9
Total, principal current programs	537.9	593.1	691.0

¹ Classifications are based on primary use of statistics.

Current Programs

PRICES AND PRICE INDEXES

Continuing consumer expenditure survey (\$6.6 million).—The 1978 budget for the Bureau of Labor Statistics (BLS) provides for a continuing survey of consumer expenditures. The survey will: (1) Produce selected data on an annual basis on consumer income and expenditures classified by family size and other demographic and socioeconomic characteristics, (2) permit publication of a subset of the data on a quarterly basis, (3) provide a data base that can be used for the revision of the BLS family budget program, and (4) provide current data for future revisions of the Consumer Price Index.

Industrial price program (\$0.9 million).—An increase is provided for the industrial price program (previously the wholesale price program) for the beginning of a major overhaul of the program that produces the wholesale, industry sector, and stage of processing indexes. The revised program, which will be implemented in incremental steps to cover additional groups of industries over a number of years, will, when completed, provide a complete system of price measures consisting of: (1) Input and output price indexes at the four-digit industry (Standard Industrial Classification (SIC)) level, (2) detailed commodity and service indexes, and (3) improved stage of processing indexes. The revision program being started in 1978 will result in indexes based on improved statistical techniques and samples. The data collected will be based on specification pricing techniques.

International price program (\$0.3 million).—The expansion of the BLS international price program is being continued in 1978 by adding coverage for an additional 10% of the value of both U.S. exports and imports. This increment will, by 1979, raise the value of the categories covered by the indexes to 65% of U.S. exports and 50% of the value of products imported into the United States.

LABOR STATISTICS

Public sector bargaining agreements (\$0.3 million).—BLS will conduct a program of industrial relations research and data collection to provide for the development of data on public sector bargaining settlements. The data on the amount and nature of changes in wages and related benefits and estimates of overall costs of

the settlement package are expected to permit comparison of settlements between the public and private sectors. The public sector program covered by this increment will initially provide information on approximately 300 collective bargaining units with 1,000 or more employees in State and local jurisdictions.

PRODUCTION AND DISTRIBUTION STATISTICS

Inventory statistics (\$0.5 million).—In recent years the Subcommittee on Economic Statistics of the Economic Policy Board has expressed its concern about the adequacy of Federal statistics on business inventories. Two new Census Bureau programs will make significant improvements in the measurement of change in inventories. Design of these surveys has benefited from recommendations of the National Bureau of Economic Research under contract to the Census Bureau. A survey of the largest, most complex companies in manufacturing, retail trade, and wholesale trade will produce inventory data for company divisions. These reports will be combined with data collected from the smaller companies in order to produce an overall report. For manufacturers, another Census Bureau program will: (1) Provide disaggregated inventory totals classified by type of accounting methodology, (2) study the implications of timing and accounting problems, (3) reconcile the monthly and annual figures, and (4) continue research into inventory data collection methods.

Automated minerals availability system (\$0.5 million).—The Bureau of Mines, Department of the Interior, will automate the minerals availability system. This activity will assimilate already collected data from various surveys and other sources into a computer system that will facilitate access to these data for purposes of research and analysis.

Ocean minerals (\$0.3 million).—The Bureau of Mines will conduct studies related to ocean mining of minerals. Studies will include the minerals potential from ocean mining, the capital and operating costs of ocean mining, the influence that possible Law of the Sea provisions will have on ocean mineral development, and the possible impact ocean mining could have on land-based mining industries.

Critical minerals (\$0.3 million).—Additional funds allow expansion of the Bureau of Mines program that provides assessments of domestic

and foreign resources of "critical" minerals that now are primarily imported.

AGRICULTURE STATISTICS

Agricultural statistics are shown as a separate category this year for the first time. In previous years the bulk of such activities were included in the production and distribution category (\$40.7 million in 1977). Programs dealing with agricultural prices were included under price statistics (\$4.7 million in 1977), and other programs were classified in the labor statistics, economic and business financial accounts, and population statistics categories. Almost all these statistical programs are conducted by the Department of Agriculture (USDA). The censuses of agriculture are not included in this category because they are shown separately as periodic programs. These statistical programs are now reported in one place to coincide with the subject matter contained in the agricultural statistics chapter of "A Framework for Planning U.S. Federal Statistics, 1978-1989" referred to above.

Statistics on rural credit (\$0.3 million).—One of USDA's responsibilities involves the design and implementation of Federal credit programs affecting rural areas. Capital investment is needed in increasing amounts for sophisticated equipment, increased irrigation, better environmental protection measures, development of nonfarm activities in rural areas, and housing. The Economic Research Service in USDA will undertake a study of the adequacy of capital in rural areas, access to national and regional capital markets, and practices of lending institutions to help evaluate the adequacy and effectiveness of ongoing USDA credit activities.

Prices received by farmers (\$0.5 million).—The Statistical Reporting Service (SRS), USDA, will improve the statistics on prices received by farmers by instituting a nationwide point-of-sale survey. This survey will provide SRS with information needed to select an efficient sample of outlets from which to collect data on the prices farmers received for their agricultural products and will also permit accurate weighting of sample survey responses to estimate aggregate totals.

TRANSPORTATION STATISTICS

Transportation statistics are also shown as a separate category this year. In previous years the activities were included in the production and distribution category (\$25.9 million in 1977).

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These programs are largely conducted by the Department of Transportation but also include statistical activities of the Army Corps of Engineers, the Civil Aeronautics Board, and the Interstate Commerce Commission. Excluded, however, are the transportation surveys conducted by the Bureau of the Census as a part of the economic censuses, which are included under periodic programs. Transportation statistics are being reported separately to coincide with the subject matter contained in the transportation statistics chapter of "A Framework for Planning U.S. Federal Statistics, 1978-1989."

HOUSING AND CONSTRUCTION STATISTICS

Housing market statistics (\$2.2 million).—The largest part of this increase will be used for the Annual Housing Survey to provide for increased costs of personal interviewing, to improve control over new additions to the inventory, and to test improvements to the questionnaire (\$1.3 million). The remaining increase will be allocated to the surveys of mortgage lenders, absorption of new rental units, sales and completions of new homes, and mobile home placement.

Community planning and development statistics (\$0.7 million).—The increase in this program will provide for improved monitoring and evaluation of the Department of Housing and Urban Development block grant program and testing of alternative approaches to the allocation of block grant funds.

Surveys of residential alterations and repairs (—\$0.4 million).—The Census Bureau's survey of residential alterations and repairs will be converted from a quarterly to an annual basis. This survey, which provides estimates of expenditures for alterations and additions to existing houses, is used primarily for GNP estimates, and the magnitude of change in this component is such that quarterly measurement is of marginal value.

ECONOMIC AND BUSINESS FINANCIAL ACCOUNTS

Quarterly survey of State and local government finances (\$0.2 million).—Until now the financial information collected from State and local governments, except for data on tax revenues, has been collected on an annual basis. The 1978 budget provides an increase for the Bureau of the Census to survey a sample of State and local governments concerning finance and employment on a quarterly basis. This action will im-

prove the national economic accounts and provide more timely information on the financial conditions of individual governments. These data will be used to develop national estimates of intergovernmental transfer payments and purchases of goods and services for each of several functions of government such as education, highway construction, and welfare, and to secure data on government revenues from user charges, interest earnings, tuition fees, and similar nontax sources.

Commodity classification (\$0.3 million).—The Census Bureau will implement a commodity classification structured to improve the comparability in statistics of imports, exports, and domestic production as required by the Trade Act of 1974. This program will improve the Government's ability to evaluate both the country's international trade position and the effect of international trade on domestic product markets and on employment.

Foreign trade data (—\$0.2 million).—The Census Bureau will discontinue the bilateral reconciliation of statistics on U.S. foreign trade with Canada. This program, which has been conducted in recent years, has accomplished most of its goals.

Balance of payments statistics (\$0.1 million).—In 1978, the Bureau of Economic Analysis (BEA) will begin work required to publish an up-to-date methodology manual describing how the balance of payments accounts are constructed. This manual will be published in 1979 and an historical data supplement will be published in 1981. It has been nearly 25 years since the last manual was published describing how the balance of payments accounts are constructed and more than 13 years since a comprehensive statistical supplement containing comparable historical balance of payments statistics has been published.

ENERGY STATISTICS

The statistical programs of the Energy Research and Development Administration (ERDA) and the Geological Survey are shown for the first time this year in the special analysis. As a consequence the funding levels for energy statistics are substantially higher than those which have been shown in previous special analyses.

Energy resource assessments (\$26.2 million).—Major increases are requested for uranium, geothermal, solar and environmental resources

assessments by ERDA. The increases reflect project phasing of the individual assessments.

Improvements in energy consumption data (\$0.9 million).—There is a need for improved energy consumption data. This budget includes supplementary funding (\$0.6 million) in 1977 and a further increase of \$0.3 million in 1978 that will enable the Federal Energy Administration (FEA) to improve further its efforts to measure residential, commercial, and industrial consumption of energy and to assess the impacts of various policy or legislative proposals on energy consuming sectors of the economy.

Energy modeling and forecasting (\$1.7 million).—Because of the close relationship of energy forecasting to formulation of energy policy, high priority has been attached to improving the quality of energy forecasts over various time periods extending to the year 2000. An increase of \$1.8 million over current 1977 appropriation levels is requested to enable FEA to work toward development of a single model producing domestic energy supply and demand forecasts. Funds are eliminated for Bureau of Mines energy model development (—\$0.1 million) since this duplicates work already being done by FEA.

Energy data validation (\$0.9 million).—Data validation, including review of computational procedures and checks on respondent accuracy, is an essential component of a well balanced statistical program. Supplemental funding in 1977 and an additional \$0.9 million in 1978 are provided to enable FEA to mount a program with the objective of validating major energy data systems.

Oil and gas reserves study (\$2.1 million).—FEA will conduct an overall survey of U.S. reserves of oil and natural gas. This program is being developed by an *ad hoc* interagency planning group chaired by OMB, which has received additional comments from industry and other experts. The data, which will be collected and audited on a sample basis for accuracy, will be designed to serve the analytical needs of several agencies, Congress, and the public. In the past, the Government has relied primarily on estimates published by the American Petroleum Institute and the American Gas Association.

Comprehensive review of energy data.—In October 1976 FEA initiated a joint interagency project to conduct a detailed review of all energy

information-gathering activities of Federal agencies. The review will be completed by June 1978 and will have each agency report detailed information on each of its energy data systems covering purpose, operating costs, number of respondents, measurement and validation techniques, and other technical items.

ENVIRONMENTAL STATISTICS

Pollution abatement and control expenditures (\$0.3 million).—The 1978 budget for BEA's environmental studies program provides for an expansion of estimates of pollution abatement and control expenditures by: (1) Providing regional and industry detail for those expenditures, (2) developing constant-dollar estimates at the national level, and (3) estimating the physical units of pollutants emitted per dollar of output for each of the major polluting industries at the national level and relating those data to the pollution abatement expenditures by those industries. These data will improve the basis for understanding the regional and industry environmental implications of different economic growth goals.

Environmental planning (\$1.0 million).—As a complement to energy models of ERDA, an increase is requested for development of environmental data and planning methods. The increase reflects a buildup of this activity to a proposed operational level.

Health effects of air pollution (\$4.6 million).—An increase in the statistical program of the Environmental Protection Agency (EPA) is to be directed toward the conduct of studies of air carcinogens that will permit an assessment of the contribution of environmental agents to the cancer incidence and mortality of the general population. The utilization of a multisite epidemiologic program on sulfate and sulfuric acid exposure will also be initiated. Analyses of data collected through the community health air monitoring program will assist in the quantification of short-term exposure levels to various air pollutants.

Central statistical unit in EPA.—In 1978 EPA will establish a central statistical unit with responsibility for the development and coordination of the agency's statistical policies. The unit will review and insure the quality of project design and data development throughout EPA and will facilitate interagency communication about statistical activities.

HEALTH STATISTICS

The 1978 funding level of \$33.6 million for the National Center for Health Statistics (NCHS) represents a \$6.0 million increase from the 1977 level. This increase is provided for expansion of the Center's Federal-State-local cooperative health statistics system (CHSS). During 1978, CHSS will expand its activities into all 50 States, with particular emphasis on vital statistics, health manpower, and health facilities statistics. NCHS will maintain its existing program, and will continue its expanded role as the focal point for Federal health statistics, reflected by the increased number of statistical activities it performs on a reimbursable basis for other Federal agencies in 1977 and 1978.

Other changes in health statistics activities outside of NCHS are limited to areas in which Federal programs or responsibilities have been expanding:

Medical care expenditures (\$1.4 million).—The Health Resources Administration's National Center for Health Services Research will use these funds to complete the nationwide panel study of medical care expenditures begun in 1976.

Health manpower statistics (—\$0.7 million).—The funding for the Bureau of Health Manpower's statistical activities will decrease by \$1.2 million in 1977 and by \$0.7 million in 1978. In effect, all health manpower statistical activities in 1978 will be conducted by NCHS within its ongoing program.

Biomedical research statistics (\$0.8 million).—A \$0.5 million increase will be used for collection of data on the etiology of cancer in man. A \$0.3 million increase will be provided for the initiation of an epidemiology program within the National Institute of Environmental Health Sciences.

Drug abuse statistics (\$0.5 million).—The Drug Enforcement Administration (DEA) in the Department of Justice will receive an increase of \$0.3 million in 1978 for the drug abuse warning network (DAWN) project, which is cofunded by the National Institute on Drug Abuse (NIDA) in the Department of Health, Education, and Welfare. The additional funds are DEA's share of a program to make the DAWN system a better source of national indicators of drug abuse. As a followup to NIDA's ongoing drug abuse treatment data systems, NIDA will receive an increase

of \$0.2 million in 1978 to continue the assessment of drug abuse treatment effectiveness started in 1977.

Occupational health surveillance (\$0.5 million).—The 1978 budget provides funds for the Department of Health, Education, and Welfare's National Institute for Occupational Safety and Health to conduct periodic medical examinations of coal miners, collect epidemiological data by location of underground mine, and carry out statistical analyses including correlation of medical findings with data from the Bureau of Mines, Department of the Interior.

Health insurance related statistics (\$2.2 million).—The Social Security Administration will continue to develop and maintain a standardized statistical reporting system for the medicare program, expand its health insurance research program, continue evaluation of the medicare program, and improve the current medicare survey.

Disability data (\$1.2 million).—This increase will allow the Social Security Administration to reinterview a large sample of the disabled population to determine the effects of the new supplemental security income program on this population.

Veterans Administration patient data (\$0.3 million).—Additional funds are provided to maintain the Veterans Administration's patient-oriented discharge data system, which includes all episodes in Veterans Administration-sponsored hospitals, nursing homes or domiciliary care facilities.

EDUCATION STATISTICS

The 1978 budget for the National Center for Education Statistics (NCES) is \$15.9 million. This represents an increase of \$3.0 million over the 1977 level for the base program and a decrease of \$0.2 million for studies mandated by law. The decrease is due to a shift from the developmental to the operational phases for three major mandated studies. NCES will concentrate on improving statistical services by stimulating increased data comparability, completing further analyses of existing data bases, and coordinating and disseminating more widely information for users.

Assistance to States (\$0.8 million).—NCES will assist States in their efforts to build compatible statistical systems and to use standard definitions for reporting by developing reporting manuals

and conducting training sessions. A personnel exchange, jointly supported by NCES and the States, will allow the States to capitalize on expertise in counterpart agencies.

Analysis (\$1.0 million).—NCES will analyze existing data bases from the survey of income and education, the national longitudinal study, the current population survey, and the national assessment of educational progress to examine the interrelationships among low-income, bilingual and handicapped students; the impact of vocational training on job experiences; utilization of Federal aid in 4- and 5-year degree programs; and the relationships between background variables and individuals' achievements.

Dissemination (\$0.8 million).—The NCES dissemination system will be restructured to permit NCES to respond more directly to the need for timeliness of data. The new strategy will accelerate the availability of the data in forms requested by users by providing preliminary and updated data tapes, microfiche, and special tabulations. Concentration of staff effort will be shifted toward analytic monographs and other forms of presentation highlighting data useful to policymakers.

Collection (\$0.4 million).—The program of data collection for 1978 includes some reductions in scope of effort as well as new initiatives. There will be a shift in emphasis from data describing educational institutions to data describing student characteristics, backgrounds, and outcomes. This emphasis relates to concerns about the match between student needs and educational services, acceptable standards of student performance, and the transition of persons from programs of formal education to work.

INCOME MAINTENANCE AND WELFARE STATISTICS

Increases for income maintenance statistics reflect continuation of efforts to improve the data available for analysis of the costs of income maintenance programs and impact on beneficiaries.

Survey of income and program participation (\$2.2 million).—1978 will be the second year of a planned 4-year developmental effort coordinated by the Office of the Assistant Secretary for Planning and Evaluation in the Department of Health, Education, and Welfare. This increase will provide for: Testing of alternative ap-

proaches to obtaining through household interviews information on in-kind benefits and assets; exploring ways to approximate the eligibility requirements for Federal programs; developing jointly with BLS a short battery of consumer expenditure questions; and field testing of alternative design features for multiple frame sampling.

Welfare statistics (\$0.6 million).—General statistical support will be increased as efforts continue to improve the timeliness of reports while reducing the reporting burden on the States (\$0.4 million). A refocusing of the statistical activities of the Social and Rehabilitation Service (SRS) is anticipated in 1978, with the aid of a study to be completed in 1977 of the functions of the National Center for Social Statistics. Further strengthening of the quality control program to reduce payment errors in the program of aid to families with dependent children is planned during 1978 (\$0.3 million). Implementation on a State-by-State basis of a prototype system for the collection of data on all recipients of benefits under SRS programs will reduce the reporting burden on welfare recipients and agencies while providing rapid access to data on recipient characteristics.

Social security statistics (\$0.3 million).—Analysis of beneficiary roles will be continued and expanded through the preparation of special reports on the relationships between race, economic status and social security benefits, and analysis of private and public retirement payments in relation to social security benefits (\$0.6 million). A modest expansion in actuarial statistics will support the preparation of alternative proposals for coping with the projected depletion of the trust fund by 1979 (\$0.2 million). Increases in outlays will be partially offset by a reduction for the retirement history study during 1978, upon completion of field work for the fifth phase data collection (—\$0.5 million).

POPULATION STATISTICS

Methods test panel (\$0.5 million).—The 1978 budget provides an increase for the Census Bureau to establish a methods test panel to investigate and develop new approaches and concepts in household surveys to obtain demographic and labor force statistics. The panel will be used to test procedural changes recommended by the National Commission on Employment and Unemployment Statistics.

CRIMINAL JUSTICE STATISTICS

The criminal justice statistics program of the National Criminal Justice Information and Statistics Service in the Law Enforcement Assistance Administration, although showing a decrease in funding in 1977 and an increase in 1978, will be essentially unaffected because of multiyear funding.

Periodic Programs

1977 Census of Governments.—There are four major parts of the census of governments: Governmental organization, governmental finance, public employment, and taxable property values. Most data are collected by mail from more than 78,000 units of State and local government, but field enumeration is used to gather part of the data on taxable property values. Funds requested for this program in 1978 show a decrease because the data collection and processing for the survey of taxable property values will be largely completed in 1977.

1977 economic censuses.—Funds provided in 1978 for the censuses of business, manufactures, mineral industries, and transportation will permit the Census Bureau to complete the preparation and mailing of the report forms, to begin the review of collected data, to gather and process administrative records for small firms in lieu of direct data collection, and to expand the coverage of service industries. Published results from the national travel and the truck inventory and use segments of the transportation census will also be permitted with these funds.

1978 Census of Agriculture.—In 1978 the Census Bureau will continue its planning for this census, including consulting with data users on the content of the questionnaire, exploring the possible use of sampling techniques, and planning for specialized follow-on surveys (for instance, on horticulture and farm finances) that have been conducted in connection with past censuses. The largest share of 1978 funding is for the collection and processing of the basic census information. This and the next census will be taken after a shorter interval (4 years after the preceding one), so that by 1982 the census of agriculture will refer to the same year as the economic censuses. This change in reference data will facilitate closer coordination of benchmark economic data.

1980 Census of Population and Housing.—In 1978 the Bureau of the Census will continue planning for the 1980 decennial census. The year will be a critical one in that the content of the census will be conclusively decided as will be the various procedures involved for an enumeration of the entire Nation. In April 1978 a "dress rehearsal" will provide a final test of the procedures. During the year extensive geographic work will involve the identification and coding of boundary changes. Other activity will include completion of master address registers, preparation for timely release of data for Congressional reapportionment, and continued close communication with hard-to-enumerate minority groups. Work will also proceed on the census evaluation program and the completion of quality control techniques.

In addition to preparation for the massive data collection associated with the April 1980 census enumeration, the Bureau of the Census will begin planning for follow-on and adjunct surveys, which will provide detailed information for samples of the population and the housing inventory. One or more follow-on studies will use information obtained from the 1980 census questionnaires for defining particular universes for which additional, more detailed information will be collected shortly thereafter. One or more adjunct studies, on the other hand, will be conducted after 1980 to gather more detailed information on samples of the entire population. The topics to be covered in the follow-on and adjunct surveys will be determined in consultation with other Federal agencies and may include topics such as residential finance, disability, and characteristics of the occupants of mobile homes.

The planning effort for follow-on surveys will also provide an opportunity for the Bureau of the Census to begin to examine the technology and logistics of "nested" surveys in preparation for the recently authorized mid-decade census program. "Nested" surveys cover different subject matter areas of concern, in addition to a core set of questions, in different but equivalent subsamples of the same universe. The data from these various surveys can be consolidated at the processing stage to obtain a more complete set of statistical measures. Support for these activities is included in the general funding for the 1980 census.

Registration and voting surveys.—Work on the November 1976 survey will be completed in 1977. Legislation is being proposed to provide for conducting this survey on a quadrennial rather than a biennial basis. The next survey would be in 1980.

Revision of the Consumer Price Index.—The decrease in this Bureau of Labor Statistics program reflects the completion of the revision of the Consumer Price Index during 1977.

Table G-3. OBLIGATIONS FOR PRINCIPAL STATISTICAL PROGRAMS, BY AGENCY
(in millions of dollars)

	1976 actual	TQ actual	1977 estimate	1978 estimate
CURRENT PROGRAMS				
Department of Agriculture:				
Agricultural Research Service	0.3	2.1	4.1	4.1
Economic Research Service	7.2	1.8	7.2	7.3
Office of the General Sales Manager	0.5	0.1	0.5	0.5
Statistical Reporting Service ¹	31.2	8.2	35.3	37.5
Department of Commerce:				
Bureau of Economic Analysis ¹	11.7	3.1	12.8	13.9
Bureau of the Census ¹	41.0	11.3	44.9	46.1
Domestic and International Business Administration	3.3	0.6	2.8	2.0
Economic Development Administration	1.0	0.1	0.3	0.4
National Bureau of Fire Prevention	0.8	0.2	1.2	1.7
National Oceanic and Atmospheric Administration	2.6	0.7	4.0	4.0
Department of Defense:				
Corps of Engineers	1.8	0.4	2.0	2.2
Department of Health, Education, and Welfare:				
Alcohol, Drug Abuse, and Mental Health Administration	6.8	1.3	7.8	8.1
Center for Disease Control	2.5	0.5	3.2	3.7
Food and Drug Administration	1.6	0.3	1.7	1.8
Health Resources Administration:				
National Center for Health Statistics	25.0	7.4	27.6	233.6
Other Health Resources Administration	7.0	0.3	1.0	1.7
Health Services Administration	2.4	1.7	3.3	3.3
National Center for Education Statistics	10.5	4.7	13.1	15.9
National Institutes of Health	23.4	5.3	29.4	30.3
Office of the Assistant Secretary for Human Development	4.9	1.0	4.6	3.2
Office of Assistant Secretary for Planning and Evaluation	5.9	1.1	3.7	5.6
Office of Education	14.6	7.8	1.8	1.5
Social and Rehabilitation Service	6.3	1.6	7.6	8.2
Social Security Administration	22.2	13.5	28.8	32.7
Department of Housing and Urban Development:				
Community Planning and Development	1.0	0.2	1.6	2.3
Housing	2.6	0.6	2.2	1.9
Policy Development and Research	9.7	2.6	9.3	11.5
Department of the Interior:				
Bureau of Mines	13.0	3.4	13.7	14.8
Fish and Wildlife Service	6.7	1.4	7.0	6.9
Geological Survey	3.5	1.0	4.3	4.3
Mining Enforcement and Safety Administration	1.7	0.4	1.6	1.6
Department of Justice:				
Drug Enforcement Administration	1.1	0.1	1.1	1.4
Federal Bureau of Investigation	1.7	0.4	2.1	2.2
Law Enforcement Assistance Administration	34.0	11.3	24.8	26.4
Department of Labor:				
Bureau of Labor Statistics ¹	54.2	16.2	68.0	82.9
Employment and Training Administration	26.3	5.5	23.0	24.2
Employment Standards Administration	0.5	0.1	0.5	0.5
Occupational Safety and Health Administration	5.4	1.5	6.2	6.2
Department of Transportation:				
Office of the Secretary	3.1	0.7	1.3	1.4
Federal Highway Administration	3.3	1.9	4.9	5.1
Federal Railroad Administration	1.0	0.2	1.3	0.8
National Highway Traffic Safety Administration	6.8	2.4	11.9	13.3
Urban Mass Transportation Administration	0.1	0.3	0.9	0.8

Table G-3. OBLIGATIONS FOR PRINCIPAL STATISTICAL PROGRAMS, BY AGENCY
(in millions of dollars)—Continued

	1976 actual	TQ actual	1977 estimate	1978 estimate
Department of the Treasury:				
Office of the Secretary	0.1	—	0.2	0.1
Customs Service	3.3	0.9	3.5	3.5
Internal Revenue Service	12.7	3.1	13.0	13.6
Civil Aeronautics Board	2.2	0.6	2.4	2.5
Consumer Product Safety Commission	2.3	0.8	2.8	2.8
Energy Research and Development Administration	26.3	8.5	52.4	89.8
Environmental Protection Agency	33.1	12.7	26.9	32.8
Federal Energy Administration	22.5	6.5	28.4	38.9
Federal Home Loan Bank Board	2.6	0.7	3.1	3.2
Federal Power Commission	9.4	2.9	12.2	11.5
Federal Trade Commission	1.1	0.4	1.6	1.8
Interstate Commerce Commission	1.1	0.3	1.2	1.2
National Science Foundation	2.1	0.6	2.3	2.3
Securities and Exchange Commission	0.7	0.2	0.8	0.8
Veterans Administration	8.2	1.9	7.9	8.4
Total, current programs	537.9	165.4	593.1	691.0
PERIODIC PROGRAMS				
Department of Commerce: Bureau of the Census:				
1972 economic censuses	0.8	0.1	0.1	—
1977 economic censuses	2.1	0.9	7.8	16.0
1977 Census of Governments	0.4	0.2	3.8	1.0
1974 Census of Agriculture	7.9	1.8	3.3	—
1978 Census of Agriculture	—	0.1	3.9	8.7
1970 Census of Population and Housing	0.2	—	—	—
1980 Census of Population and Housing	4.6	2.1	17.6	30.6
Intercensal demographic estimates	7.0	0.4	2.0	1.9
Registration and voting surveys	0.1	0.4	4.3	—
Periodic programs geographic support	2.3	0.5	3.2	3.0
Data processing equipment ³	2.7	0.6	7.2	7.9
General administration and other ⁴	2.9	1.2	4.2	2.2
Department of Labor: Bureau of Labor Statistics:				
Revision of Consumer Price Index	6.9	1.8	5.8	—
Standard industrial classification revision program	0.4	1.2	1.5	1.5
Total, periodic programs	38.3	11.3	64.7	72.8
Total, principal statistical programs	576.2	176.7	657.8	763.8

¹ Includes entire budget for this agency.

² Includes both direct program funds and "Salaries and expenses," Assistant Secretary for Health.

³ Includes capital outlays for large-scale data processing equipment acquisitions.

⁴ Includes depreciation, other capital outlays, and changes in selected resources.

*Improving the Federal Economic Statistical System **

Background

The U.S. Federal Statistical System that provides economic data is an excellent one, perhaps the best in the world. It is staffed by highly professional, competent and objective statisticians and economists. The present organizational structure of the system, however, is excessively fragmented and is far from optimal. This has led to problems of inadequacy in some of our statistics as well as to instances of duplication and lack of comparability in some of the statistical information gathered. In addition, although the Federal Statistical System has been remarkably successful in maintaining its objectivity and independence, there is always a danger of pressures to politicize the system. If this occurred, the quality and reliability of economic data could be threatened.

Problem

The present Federal Statistical System includes 108 separate agencies collecting economic data. In a number of instances, more than one agency collects data for particular activities or transactions, such as employment, shipments, prices, interest rates, and energy use. Aside from the fact that duplication is involved, which is often unnecessary, the different pieces of information are sometimes not fully compatible.

Incompatibility of data may occur for several reasons. Since numerous agencies are collecting data, the timing of the collection of the data may differ. Furthermore, when more than one collection agency is involved, the same respondents do not supply information to each agency. Finally, and more fundamentally, there may be a lack of comparability of concepts between agencies concerning data series that are used jointly to provide a measure of one activity or another.

The fragmentation of our statistical system also contributes to disparities in the quality of the data produced by different agencies. Many collection agencies or their statistical programs

are too small to attract quality personnel trained in survey techniques and statistical analysis. Moreover, the agencies differ in their access to computers, relevant computer programs, and expert programmers. Finally, poor quality data of one agency may have an important impact on the quality of estimates made by another agency using such data as an input.

Issues

One recommendation for strengthening our statistical system and improving the data series is to greatly consolidate the present statistical collection process. Varying degrees of consolidation are possible, including a centralized Federal statistical agency independent of the executive branch, partial centralization involving a substantial reduction in the number of data collection agencies, or consolidation of agencies along functional lines.

Consolidation of the statistical collection processes to whatever degree deemed desirable, would remove only the statistical gathering function from some of the agencies and reassign it to other agencies that have greater expertise, personnel and equipment. Data analysis activities and programmatic considerations, such as which statistics are to be collected and how the statistics are to be used, must remain in the agency responsible for program decisions in individual subject matter areas. This will insure that the data to be collected reflect the needs of the policymakers for whom the data are collected.

* *Editor's Note.*—This article is a reprint of pages 270-273 of *Issues '78*. This document was prepared by the staff of the Office of Management and Budget so as to provide background information on major budget and program decisions reflected in the President's Budget and on certain major issues confronting the Nation. Published for the first time with the 1977 budget (as *Seventy Issues*), this document is intended for a general audience rather than for those with particular interests. Copies of *Issues '78* (Stock No. 041-001-00140-9) are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. for \$8.90 each.

Advantages of Consolidation

- Should improve the quality of economic data by guaranteeing that they are collected by a competent agency with specialized skills in sample design and statistical analysis.
- Would permit greater economies of scale within the collection process.
- Could improve coordination, eliminate or reduce duplication of data gathering, and ease reporting burdens.
- Could provide greater compatibility of data by assuring that the timing of collection and survey respondents are uniform.
- Could more easily facilitate the distribution of statistics to ultimate users.

Disadvantages of Consolidation

- Competition in statistical gathering may produce better statistics. Monopolies tend to become lethargic.
- A wholly centralized independent agency may not be as responsive to the public and to policymakers and is more likely to be secretive.
- The need for data compatibility may be partly illusory since many "general purpose" statistics may in fact be designed to fill special purpose needs.
- A sweeping rearrangement of the entire Federal statistical bureaucracy could involve enormous costs.

Extremes in the organization of the statistical collection process are generally unwise. Too much concentration could produce a statistical monopoly; too much decentralization may produce incompatibility of data, duplication, and poor data quality. A compromise position would be to consolidate the present collection process from the 108 separate agencies now gathering economic data to less than 20 with the possibility that ultimately the number could be reduced further. This position was recommended by an interagency group, the Economic Policy Board Subcommittee on Economic Statistics.

Strengthening the Statistical Policy Division of OMB

An expansion of the resources available to the Statistical Policy Division of OMB has recently been suggested by the Federal Statistics Users'

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Conference and the non-governmental Ad Hoc Committee on Government Statistics. This would be an important step towards better Federal statistics. Only limited resources are now devoted to the functions of planning, program development and coordination of the Federal Statistical System. By strengthening the Statistical Policy Division of OMB, an expanded planning and coordinating agency could then begin the process of consolidating the reallocating tasks among agencies, and of reducing duplication of effort and noncomparability of data.

Committee of Outside Advisers

Committees of outside advisers can be helpful in providing advice and in helping protect the integrity of the Statistical System. Of significant benefit would be a dual system consisting of (1) committees of highly qualified and specialized professionals who are knowledgeable in the problems of particular statistics at the individual agency level, and also (2) a broader board of advisers to oversee the entire system. Experience has indicated that committees of outside advisers have been quite useful when they are provided with adequate staff.

The second component of the advisory system, an overall committee, is meant to play a different role. This oversight committee is intended to provide input on broad issues and to help preserve the integrity of the System. To accomplish these goals, the committee's prestige must be unquestioned. Its members should include individuals from professional organizations such as the American Economic Association and American Statistical Association, as well as representatives from the existing advisory committees for particular agencies such as the Business Research Advisory Council in BLS, the American Economic Association committee in the Census Bureau, and the American Agricultural Economic Association committee of USDA.

Release of Economic Data

The Federal Statistical System has been remarkably successful in resisting outside pressures in maintaining its objectivity and independence. Nevertheless, pressures to politicize the statistical system could intensify as the number of activities and the amount of funds influenced by statistical data continue to grow.

To insure that confidence in Federal statistics continues and to guard against any possible at-

tempts to alter Federal statistics for political purposes, several guidelines would be helpful.

- All Federal statistics must continue to be released promptly and on a predesignated schedule.
- As at present, no advance notice of any statistics is to be given to anyone prior to the official release. An exception can be made in the case of the President's chief economic adviser who may need advance information occasionally in order to advise the President on important policy decisions.

- Political commentary should continue to be prohibited until one hour after the official release.
- Better confidentiality rules are needed for those agencies in which procedures are weak, and for those agencies which do not presently have specific procedures. In addition, legislation is needed to make statistical collection agencies "protected enclaves," so that identifiable data used for statistical purposes are protected from disclosures.

Criminal Justice Statistics

Responsible Agencies

A well-rounded statistical program for criminal justice would provide comprehensive information on crime and its victims, on offenders, and about the administration of justice at the Federal, State, and local level. At present, there are some 15 Federal agencies and thousands of State and local agencies involved in the collection, analysis, and use of criminal justice statistics. The primary collecting agencies at the Federal level are the National Criminal Justice Information and Statistics Service (NCJISS) of the Law Enforcement Assistance Administration (LEAA), the Uniform Crime Reports Section of the Federal Bureau of Investigation, the Census Bureau, and the Administrative Office of the United States Courts. At present almost all of the major current criminal justice data collection activities involve LEAA in one way or another. For example, LEAA presently expends over \$10 million annually on interagency agreements with the Census Bureau.

Although a great deal of criminal justice data are collected, little analysis is accomplished, despite LEAA's clear mandate to do so. Moreover, there is no activity within the Department of Justice itself, with the possible exception of the Office of Policy and Planning, which presently has a role of coordinating and analyzing criminal justice statistics.

Beyond the analytical function there are a number of other organizations which could provide support for criminal justice statistical activities, but do not. The most important of these are the Offices of the U.S. Attorneys, which are the focal point for the Federal criminal justice process from arrest through adjudication.

Users

A major problem concerning criminal justice in the United States today are basic misunderstandings with respect to both crime and its impact, as well as the efficacy and cost of the criminal justice process. Therefore, a major target group for criminal justice data is the general public, through the agency of the press. Because of the constitutional reservation of so many justice activities to the State, criminal justice decisionmaking is extraordinarily fragmented; the information reported by the press impacts directly on decisionmakers in city councils, State legislatures, and leadership personnel in criminal justice agencies at all levels of government. Thus, it is essential that basic misunderstandings concerning crime and the administration of justice be corrected, and our general knowledge in this area expanded.

The academic community also is another important user of criminal justice statistics. The last decade has seen the establishment of several spe-

EDITOR'S NOTE

In previous issues of *Statistical Reporter* there have been several discussions of the planning process associated with preparing *A Framework for Planning U.S. Federal Statistics, 1978-1989*. The text of the Framework is in the process of being prepared and reviewed by the Federal statistical agencies. A revised draft will be the subject of public review and comment during 1977.

Selected drafts of various sections of the Framework will appear in *Statistical Reporter* during the coming months. While preliminary in nature, these drafts will be published in order to facilitate wide review of these materials. The chapter on Criminal Justice Statistics, which is one of the functional area chapters of Section III of the Framework, is published in this issue. The following chapters have appeared in previous issues: Confidentiality of Statistical and Research Data (January 1977); User Access—Data Banks (December 1976); Federal-State Cooperative Systems of Data Collection (November 1976); Long-Term Economic Growth Models (October 1976); Section I—The Nature of the Plan (September 1976). For a full outline of the overall Framework, see pages 207-209 of *Statistical Reporter* for May 1976.

For background statements on the planning process, see Joseph W. Duncan, "Developing Better Long-Range Plans for Federal Statistics," *Statistical Reporter*, No. 75-4, October 1974; Robert W. Raynsford, "The Interagency Statistical Planning Effort, 1975," *Statistical Reporter*, No. 76-3, September, 1975; Paul O'Neill, "OMB's Role in Planning and Coordination of Federal Statistics," *Statistical Reporter*, No. 76-11, May 1976.

Comments on these materials should be sent to the Statistical Policy Division, Office of Management and Budget, 726 Jackson Place, N.W., Washington, D.C. 20503.

cialized schools of criminal justice as well as criminal justice programs in general institutions of higher learning. The data currently being produced are a valuable resource for these institutions. More importantly, behavioral scientists in general, and criminologists in particular, are using criminal justice statistics to develop and evaluate their theories about crime and justice. Legislative, executive and judicial decisionmakers rely heavily on these academics.

Another key user of criminal justice statistics is the U.S. Congress. The Senate and House Judiciary Committees in particular use data to design legislation and programs. The Subcommittee on Criminal Law and Procedures of the Senate Judiciary Committee, for example, used a great deal of statistical information on judicial

outcomes and sentencing policies among the various Federal courts in the development of legislation to codify Federal criminal statutes. The Juvenile Delinquency Subcommittee continues to use information on juvenile institutions and juvenile courts in its development and monitoring of juvenile justice programs. The Subcommittee on Crime of the House Judiciary Committee uses information on urban crime rates in making decisions concerning the shape of Federal legislation, particularly in the LEAA authorization.

Many LEAA program decisions are based on information concerning crime and justice. The distribution of funds through the LEAA's juvenile justice program is directly affected by data on juvenile detention facilities, juvenile arrests and juvenile court actions. The LEAA high impact crime reduction program, a \$160 million effort, was designed to attempt to reduce stranger-to-stranger crime and burglary in eight large cities. The selection of cities was based in part on crimes known to the police as reported in the Uniform Crime Reports (UCR). The overall evaluation of the program on the other hand is to be based on information collected through victimization surveys. Each city, as part of its participation, was required to establish crime analysis teams which became very active users of statistics on crime and the effectiveness and cost of various judicial process alternatives.

The LEAA program has also established another entire set of users. One of the requirements for participation in the LEAA Federal/State cooperative program, known as Comprehensive Data System (CDS), is that each State must establish a Criminal Justice Statistical Analysis Center (SAC). These centers provide input into the Criminal Justice State Planning Agencies (required by the Crime Control Act), State and local criminal justice agencies, and the governor's office. As of mid-1976, 36 States have established Criminal Justice Statistical Analysis Centers.

Advisory Groups

There is no single advisory group which continually reviews and makes recommendations concerning criminal justice statistics. There are some advisory groups which are limited to specific programs or which represent a specific constituency. One example is the International Association of Chiefs of Police (IACP) whose

Committee on Uniform Crime Records advises the FBI's Uniform Crime Reports program. Similarly, LEAA has funded a consortium of States known as SEARCH Group, Inc. (formerly Project SEARCH) which regularly makes recommendations to LEAA on activities of particular interest to State agencies.

People concerned with criminal justice statistics have been fortunate in having had a series of commissions¹ which have provided excellent program guidance. Nevertheless, a continuing advisory group is strongly recommended. A model for such a group already exists. In 1974, LEAA convened an ad hoc policy development group representing Federal, State and local agencies, the academic community, the press, and public interest groups. Such a committee, with additional representation from key segments of the general public, particularly minority and women's groups, should be organized and convened on a regular basis. The membership of such a group should be rotated frequently in order to reduce the tendency for the advisory committee itself to become another special interest lobby.

In addition, a Federal interagency committee should be established to provide better coordination among the various Federal agencies involved in criminal justice statistics. Since most of the agencies involved are within the Department of Justice, the establishment of an OMB committee should be delayed until one can assess the effectiveness of the newly established Departmental Systems Policy Board, under whose aegis statistical planning now falls.

Core Programs

In order to reasonably discuss the core program for criminal justice statistics, it is necessary to examine the overall data requirements. The best description of these requirements can be found in the report of the Task Force on Assessments of the President's Commission on Law Enforcement and the Administration of Justice (The Katzenbach Commission),² and in the report of the Advisory Task Force on Information Systems and Statistics of the National Advisory Commission on Criminal Justice Standards and Goals.³ Both of these task forces stressed the need for reliable data on crime, the criminal justice system, the justice process, and information on victims and offenders.

There are now a variety of programs in place which satisfy many of the requirements described by the Commissions.

Uniform Crime Reports (FBI).—The UCR program in operation since 1930, is one of the oldest of the existing criminal justice statistical programs. Primarily, UCR solicits information on crimes known to the police, arrests, offenses cleared by arrest, law enforcement employee data, data on law enforcement officers killed, and other law enforcement data. Until 1969, these data were all reported directly from local police agencies to the FBI. In 1969, the Bureau began a program in which State agencies would assume responsibility for collecting information from the departments compiling it and forwarding it to the FBI.

In 1972, LEAA included UCR as a part of its Comprehensive Data System (CDS) program. State agencies participating in this program must assume responsibility for UCR collection and quality control. To accomplish the quality control, standardized audit systems have been developed. The UCR program has long been criticized for being subject to manipulation by local law enforcement agencies for political reasons. While this possibility remains, the new quality control efforts should markedly reduce the problem.

The National Crime Survey (NCS)(LEAA).—This survey also gathers information about crime. It differs from the UCR in that it reports information obtained from the victim rather than reporting crimes known only to the police. It has been found that the differences between crime reported by the National Crime Survey and the UCR are significant and vary widely from place to place. The first survey of the largest cities indicated that the differences ranged from 2:1 to in excess of 7:1. In all cities some crimes never come to the attention of the police, but in some areas, for whatever reason, the public or police fail to report an exceptionally large number of offenses.

¹ *The Wickersham Commission Reports*, 1929, 1930; the President's Commission on Law Enforcement and Administration of Justice; the Katzenbach Commission, 1967; and the National Advisory Commission on Criminal Justice Standards and Goals in 1973.

² Task Force Report, *Crime and Its Impact—An Assessment*, U.S. Government Printing Office, Washington, D.C., 1967.

³ *Criminal Justice System*, U.S. Government Printing Office, 1974-528-395, Region No. 4.

The Crime Survey also has the ability to more carefully examine complex crimes. Because of its summary collection method, the UCR counts only the most serious crime which takes place in a criminal event. The Crime Survey identifies all of the crimes which take place in an episode and includes an indication of the number of victims, offenders, etc. The survey also provides detailed data on the characteristics of victims and the circumstances surrounding the criminal event.

Regular data collection for the National Crime Survey began in 1972. In addition to gathering information about victimization, the panel is used to gather additional information from the public about such things as official criminal justice policies, the seriousness of various offenses, etc. These data are collected for LEAA by the Bureau of the Census. Initially, it produced data for the United States and for 13 large cities annually. Serious questions were raised concerning the continued collection of data for individual cities. The argument was made that collecting data from residents of cities does not adequately reflect crime which takes place in these cities since crimes against non-residents were not included; therefore, the collection of victimization data for the cities was suspended.

The decision to cease collecting data from large cities should be reviewed. While the data collected do not fully reflect crime in a city they do reflect the crime problems of the residents. Moreover, for certain offenses, notably burglary, the crime survey data should reflect the entire problem. The most important reason for examining individual cities is to be able to correlate the incidence of various offenses with other characteristics of the city. This provides a powerful analyzing tool for the crime problem. At minimum, LEAA should conduct another round of victimization surveys in the cities which participated in its high impact crime reduction program. The preliminary evaluation of this program, which examined crimes reported to the police, did not indicate the kind of reduction anticipated; however, in the impact program heavy emphasis was placed on the improvement of statistics. Thus, without an independent measure it is impossible to know what part of the increase in the reported crime level can be attributed to improved data collection.

Victimization data are useful for planners and law enforcement agencies in any city. The

characteristics of criminal events which are provided by victimization surveys can be a valuable resource for developing crime reduction strategies. Even differences between crimes reported to the police and those reported in victimization surveys can provide insights into the attitudes of the public toward the police and other law enforcement agencies.

It is not possible to fund victimization data collection activities in every city. Therefore, work should begin immediately on the development of synthetic methods of estimating crime in local areas utilizing existing crime survey data along with demographic and other data. The development of such multivariate techniques should be given high priority so that they can be subjected to definitive tests using 1980 Census data. If such estimation procedures can be developed, the cities sample could then be eliminated without serious damage.

National Correctional Statistics Program (LEAA).—This program consists of several administrative data collection activities and inmate surveys. The core of this program is National Prisoner Statistics (NPS), which was established in 1926. It collects data on the number and movement of prisoners in State institutions and provides the only definitive data on capital punishment. The Federal Prisons System supplies data on prisoners in Federal institutions which is reported in this series. NPS bulletins are published annually.

Another correctional statistics effort is the periodic Census of Jails and Characteristics of Inmates of Local Jails. A report on the Characteristics of Inmates of State Prisons is also prepared periodically. Another element of this program is the Juvenile Detention and Correctional Facilities Census.

Inmate Information System (FPS).—The Federal Prison System has maintained this automated data collection system since January 1970. The system records inmate location, the volume of movement through Federal institutions, and the demographic characteristics of offenders. It provides a comprehensive historical collection of movement and locator information. Data on offender characteristics is adequate for the sentenced offenders but is uneven in its coverage of unsentenced and short-termed offenders. Limited in scope to Federal prison populations, the system is at best a necessary subset of the data

needed to adequately describe the volume and characteristics of Federal offenders. Adequate description will require the coordinated participation of the various components of the Federal criminal justice system. Tabulations of Federal offender characteristics have been published on an annual or biannual basis in the Federal Prison System's Statistical Report since 1928. Data on the size and distribution of the population are published weekly.

Uniform Parole Reports (LEAA/National Council on Crime and Delinquency).—The Uniform Parole Reports (UPS) are a product of the National Parole Institutes which is managed by the National Council on Crime and Delinquency (NCCD). It provides some information on the outcomes of parole. LEAA has been supporting this effort through grants to NCCD.

Employment and Expenditures for the Criminal Justice System (Census/LEAA).—This survey collects detailed information on expenditures and employment for the Federal Government, States, all countries, all cities with a population of 10,000 or more and a sample of smaller municipalities. The expenditure data, which are required by law, provide the basis for LEAA distribution of funds to State and local governments.

Data are provided by sectors of the criminal justice system (for example, police, courts, etc.) annually.

The Directory of Criminal Justice Agencies (LEAA).—The Directory is a compilation of the addresses of all criminal justice agencies in the United States. The list is prepared by the Census Bureau in order to conduct its Employment and Expenditure Surveys. It is published by LEAA as an aid to other agencies, Federal, State and local, who need such a list to select statistical samples and for other purposes.

Comprehensive Data Systems (LEAA).—The Comprehensive Data Systems program is the LEAA Federal/State cooperative statistics program. In order to participate in this program each State is required to implement three modules. The State: (1) must establish a Statistical Analysis Center to coordinate all of the activities in the program and to provide the analytical capability for policymakers in the State; (2) develop an Offender Based Transaction Statistics Program; and (3) assume responsibility for Uniform Crime Reports. Two earlier separate

components—Management and Administrative Statistics and Technical Assistance—have combined with the Statistical Analysis Center component.

The Statistical Analysis Centers and the Uniform Crime Reports have been described above.

Offender Based Transaction Statistics.—The Offender Based Transaction Statistics Program (OBTS) is designed to identify persons arrested for serious offenses and to follow such persons as they pass through the criminal justice system, recording the data and the disposition of each transaction. Each individual thus identified is assigned a unique identifier (FBI number) based on fingerprint identification. If such an individual is arrested subsequently for a "fingerprintable" offense, his new OBTS record can be associated with the original record. In this way information on recidivism can be developed. The CDS concept requires that OBTS data be developed in conjunction with the computerized criminal history (CCH) program being developed by States in cooperation with the FBI. However the slow and expensive (estimated to exceed \$100 million) development of CCH, has brought the continuation of the entire program into serious question. While there may be reservations about the continuation of the CCH program, very few debate the need for transaction type data to analyze the effectiveness of various criminal justice processes.⁴ The need for the CCH capability, on the other hand, should be systematically re-examined. If there is found to be adequate justification, the program should be continued intact. If continuation in its present form cannot be justified, the program should be reoriented or abolished.

Management and Administrative Statistics.—The Management and Administrative Statistics (MAS) program, which is now the direct responsibility of the Statistical Analysis Centers, is designed to provide a mechanism for the States to examine their needs for general data describing their own system and to develop programs to provide those data. The Organization of Directors of State Statistical Analysis Centers are attempting to develop a common set of MAS data requirements. At some future date, many of the LEAA programs could be modified to use State provided data rather than those collected by the Bureau of the Census.

⁴ *Crime and Its Impact, op. cit.*, p. 132 ff.

The technical assistance part of the program is designed to provide local agencies with the know-how to fully participate in the state program.

Federal Court Data (Administrative Office of the U.S. Courts).—The Administrative Office of the Courts prepares an annual report which provides detailed information about the workloads and outcomes to actions in the Federal courts. This administrative system is the only systematic program which gives any insight into the workings of the Federal criminal justice system.

Other Programs

In addition to the programs described above, a number of agencies maintain data collection efforts which are designed to provide some information about crime or criminal justice. There

are, for example, programs which collect data on drug users in order to develop estimates of the user population. Some of the programs of the National Center for Health Statistics, particularly vital statistics, provide some insight into injuries and causes of death, which have useful implications for analyzing crime.

The requirements for criminal justice data and programs to provide such data are generally shown in the table below.

Conclusions

The matrix below indicates clearly some of the problem areas in terms of the data required in criminal justice.

Crime data.—In the crime area we find that no data are routinely collected on “white collar”

CRIMINAL JUSTICE DATA AND PROGRAMS

Data requirements	Direct Federal Programs							Net	
	National Crime survey	Employment and expenditure	Administrative Office of U.S. Courts reports	National correctional statistics	DAWN	Offender based transaction statistics	Management and administrative statistics		Uniform crime reports
Crime and its impact:									
Crime-level and rate									
Reported								A	A ¹
Unreported	A								A ¹
White collar									N
Victimless									N
Costs of crime	A								A ¹
Victims	A								A ¹
The Justice establishment:		A							A ¹
Facilities and Equipment* ..		P	P	P			P		A ¹
Manpower*		A	A				P	A	A ¹
The Justice process:									
Volumes*			P	P		P			P
Rates*			P			P			P
Times*			P			P			P
Characteristics of offenders ..				P					P
Drug abuse					p ⁴				p ⁴
Illegal Immigration									N
Public attitudes toward crime and justice	A								A ¹

Legend: A. Acceptable coverage ¹; P. Partial coverage; N. No coverage.

¹ All of the programs marked “A” can and should be improved. The “A” refers only to coverage not to quality, timeliness or any other desirable attribute of a statistical program.

² Not available for all segments of the system at State level.

³ Not available at Federal Level.

⁴ Of excessively poor quality.

* Data in these areas should be available separately for: police, courts, prosecution, and corrections.

crime and "victimless crime." Yet, white collar crimes such as consumer fraud are thought to cost the society hundreds of millions of dollars annually. White collar criminals prey on both the rich (that is, embezzlement) and the poor (that is, consumer fraud). A systematic study needs to be made to attempt to develop a methodology for assessing these nearly invisible crimes. The Comprehensive Crime Control Act gives the Federal Government the responsibility for identifying and quantifying crime problems so that adequate control procedures can be developed at the State and local level.

Given the level of national resources allocated to the suppression of victimless crime, it would be reasonable to assume that hard data exist concerning the incidence and prevalence of such activities. To be sure, we have some information, but not enough. Arrest statistics provide the most common surrogate for comprehensive data; but these sources shed no light on the characteristics of offenders, on the details of the offense nor on the volume of offenses.

Drug Abuse data.—Because of public concern with the problem of drug abuse and the official reaction to public opinion on this matter, those responsible for drug abuse statistics should be dedicated to collecting the most valid and reliable data available. While this is a difficult goal to accomplish, we should not settle for data which at best are inadequate and are probably grossly misleading.

The program which generates gross measures of abuse—the "DEA 34" program—is extremely weak methodologically and should be drastically modified or discontinued.

The DAWN program (Drug Abuse Warning Network) which collects information on drug-related/emergency room visits, and medical examines episodes is essentially not a statistical program but is an information system which may give early warning about drug abuse in specific areas. Although DAWN data are considered indicators of drug abuse, DAWN has been, in the past, used as if it were a national statistical system. Much of the data which have been published has been misleading.

Positive steps have recently been taken to eliminate these problems. A report containing only a limited number of indicators has been designed as a joint effort by the Drug Enforcement Administration (DEA), the National Institute for

Drug Abuse (NIDA), the Domestic Council, and OMB's Office of Federal Drug Management. This new publication seeks to eliminate invalid data and to place other information in a perspective which will make it useful for and not mislead those responsible for dealing with the drug problem in the United States. Further steps need to be taken to improve the data collected through this system.

More comprehensive data are still needed to assess the drug abuse problem. A study should be undertaken to determine whether drug usage data could be more effectively collected. This possibility should be explored by the agencies mentioned above as well as the National Center for Health Statistics of DHEW and the new Bureau of Justice Statistics (see below).

Court statistics.—A comprehensive court statistics program needs to be established. Information on caseload by type of case, criminal, civil, traffic, etc. is essential at every level of government. In such a program caseload data should be coupled with resource information to provide a full picture. The courts themselves need data on the adjudication process in more detail than provided by OBTS. The development of standardized court information systems at the State level could provide the information needed for court management as well as the statistical information required for policy decisions. An excellent start has been made in this area with the LEAA sponsored development of the State Judicial Information System (SJIS). In this program, selected states developed a comprehensive system, which should now be implemented broadly.

Federal Criminal Justice Data.—Another urgently needed new resource is a program to examine the Federal criminal justice process: a Federal OBTS. This would require that many Federal agencies, particularly the U.S. Attorney's Offices be involved in a systematic effort. It is only the Federal prosecutor who has access to complete information from the point of arrest through adjudication. The Federal Prison System (FPS) and the United States Parole Commission would have to be included to extend the coverage from adjudication through correctional outcomes. Negotiation should be undertaken with the Administrative Office of the U.S. Courts to secure their cooperation in this effort.

While existing data collection methods may adequately serve the administrative information needs of individual bureaus, these efforts, from

a system-wide viewpoint, are fragmented. A centralized Bureau of Justice Statistics can act both to define and enforce standardized statistical practices (see below). Such an effort will improve not only the quality and scope of the resulting information, but also its utility and availability for cross-organizational planning purposes.

As an interim step, a partial program could be developed using FBI data on Federal offenders. These data contain information about the arrest, the offense, and the final disposition. Analyzed along with data from the Administrative Office of the Courts and data currently being developed by the FPS SENTRY system, the FBI criminal history information could provide about half of the data required on the Federal criminal justice process.

A Bureau of Justice Statistics

The Katzenbach Commission, reflecting the earlier concerns of the Wickersham Commission, called for the establishment of a National Criminal Justice Statistics Center. The Standards and Goals Commission assumed that such a center now existed within LEAA. An examination of the history of the statistical effort within LEAA, however, leads to the conclusion that such a comprehensive center has not been established.

The appropriation for fiscal 1970 provided funds for the establishment of a statistical effort within LEAA. Since that time the budget for statistical and information systems has grown from an initial \$1 million in FY 1970, to a high of \$43 million in fiscal 1975. At the same time, the staff level for the National Criminal Justice Information and Statistics Service (NCJISS) has remained static at approximately 30 full-time permanent employees. This level of support is inconsistent with even minimal responsibility for an important program.

As noted previously, there is little analytical capability for general-purpose statistics in LEAA or elsewhere in the Department of Justice. Although the National Institute for Law Enforcement and Criminal Justice of LEAA has human resources, little has been done by the Institute to exploit the data collected by NCJISS. NCJISS itself has been provided no resources by the agency which would permit it to assume an in-house analytical function, although there has been an increased level of funding of out-of-house analytical activities.

The most pressing need in criminal justice statistics is the establishment of a Bureau of Justice Statistics or a National Criminal Justice Statistics Center within the Department of Justice under the immediate direction of the Attorney General. In order for such a Bureau to be successful, however, adequate resources will have to be provided. No simple transfer of personnel from existing activities to the new Bureau would be sufficient to perform the activities required. Even after adequate human resources are provided, the Department of Justice will also have to provide support by requiring the various agencies within the Department to provide needed administrative data to the new Bureau.

When fully implemented the national center should incorporate the statistical activities of various agencies within the Department of Justice, for example, the crime statistics of the FBI and LEAA. The perception of the crime problem and the resulting official response is warped by the separate publication of data on crimes known to the police (UCR) and crime reports by victims (Crime Panel). Separate publication should be discontinued and a joint publication developed by the central bureau. Such a joint publication should place the disparate estimates from these two sources in the proper perspective.

Steps to be taken

There should be a phased development of a Bureau of Justice Statistics; however, certain steps should be taken immediately. The Justice Department should establish the nucleus of the Bureau of Justice Statistics now. The operation should be organizationally located so that its Director would report directly to the Attorney General. During the development stage, however, the activity could be temporarily located within the Office of Policy and Planning. Immediate steps should then be taken by the new Bureau to develop a Federal Offender Based Transaction Statistics (OBTS) program, with all parts of the Department directed to cooperate.

There is also no reason to delay the development of standards for the publication of statistics within the Department. This activity should be coordinated by the new Bureau with the cooperation of the LEAA, the FBI and any other agency which is affected.

While these initial activities are taking place, a detailed plan for the development and implementation of a full Bureau of Justice Statistics

should be prepared. This plan should be coordinated closely with all of the organizations directly affected as well as the Statistical Policy Division of the Office of Management and Budget.

Summary of recommendations:

1. A broad based national advisory committee for criminal justice statistics should be established.
2. A Federal interagency committee on criminal justice statistics should be established.
3. Collection of crime survey data from cities should be resumed.
4. Statistical methods for estimating the local incidence and prevalence of crime should be developed.
5. LEAA should continue to expand ways to use State produced data rather than data collected nationally for administrative statistics.
6. Methods should be developed to assess white collar and victimless crime.
7. A Federal Bureau of Criminal Statistics should be established within the Justice Department.
8. A Federal Offender Based Transaction Statistics program should be established.
9. Methods should be developed to generate comprehensive information on courts.
10. Drug information programs should be significantly improved or scrapped, and that the possibility of having drug statistics collected by the National Center for Health Statistics or the new Bureau of Criminal Justice Statistics should be examined.

CURRENT DEVELOPMENTS

RECRUITMENT AND RETENTION OF FEDERALLY EMPLOYED PHYSICIANS AND DENTISTS

The Office of Management and Budget recently issued a Congressionally mandated study entitled *Recruitment and Retention of Federally Employed Physicians and Dentists*. The study reports that the Federal Government employs approximately 6% of the physicians and 6% of the dentists in the United States. All but a very small fraction of these professionals are employed in three agencies—the Veterans Administration (VA), the Department of Defense (DOD), and the Department of Health, Education, and Welfare (DHEW). Also, all but a very small fraction of these professionals are employed under compensation systems that provide them bonuses or special pays not received by other professionals.

The study found dental staffing not to be a problem. Vacancy rates for both Federal civilian and military dentists are very low, and dentists are available to both civilian and military agencies in excess of their needs. Because a fundamental concept underlying all bonuses is that they are to be provided only to the extent they

are needed to recruit and retain necessary personnel, the study findings suggest dental bonuses should be reduced or eliminated.

The study also found that DOD now has approximately the number of physicians it seeks. A projection model based upon detailed analysis of loss rates and on forecasts of new physicians from each accession source indicates a small decline in the DOD physician workforce may occur over the next few years. In the 1980s, however, the model indicates that the number of physicians available should substantially exceed the numbers currently employed, in large part due to a new program that provides medical scholarship support in exchange for service in the military. Given the expected tight staffing situation in the next few years, the study proposes for consideration a three-year extension of legislation providing bonuses for military physicians, after which time the need for a bonus should be reassessed.

Finally, the study found that problems in civilian physician staffing are confined to limited, specific situations, most often involving service in remote locations or the need for special skills.

It also found that over time the basic VA physician compensation system has proved fundamentally sound. The study, therefore, suggests development of a unified compensation system for civilian physicians, modeled on the VA system and including a system of selective bonuses to help solve the limited problems agencies face in filling certain jobs. Use of this unified compensation structure would end the current situation under which Federal civilian physicians may do similar work—or even work side by side—but be paid quite different amounts because they are employed under different civilian systems. It would result in the phasing out of DHEW's Commissioned Corps.

The study includes data on numbers of physicians and dentists employed by the Federal Government (by agency and by compensation system); on vacancy rates, loss rates, and hiring rates; on foreign medical graduates; and on incomes of physicians and dentists both in the private sector and in Federal employ.

Copies of the report may be obtained from Publications Office, U.S. Office of Management and Budget, Washington, D.C. 20503. (JONATHAN SUNSHINE, OFFICE OF MANAGEMENT AND BUDGET, EXECUTIVE OFFICE OF THE PRESIDENT, telephone (202) 395-5611.)

1970 CENSUS DATA FOR 1974-75 SCHOOL DISTRICTS

The National Center for Education Statistics (NCES) has recently announced the availability of the *School District Fifth-Count Tape*. This computer tape provides data from the 1970 Census of Population and Housing for each school district with an enrollment of 300 or more in the 1974-75 school year. During the past few years NCES has distributed the School District First-Count Tape, the School District Fourth-Count Tape, and the Census/ELSEGIS Tape, which provide 1970 Census data for school districts as identified by their April 1970 boundaries. The new tape reflects the large number of school district boundary changes that occurred between April 1970 and July 1974.

The *School District Fifth-Count Tape* provides information similar to that on the NCES *School District Fourth-Count Tape* plus additional data on housing such as persons per room, home ownership, and value of housing. Social and economic data include income, educational attainment,

school enrollment, dropout status, mother tongue, ethnic status, migration, occupation, employment, and other variables. In contrast to its predecessor, the new tape provides no breakdown of the data for racial-ethnic subpopulations.

The *School District Fifth-Count Tape* can be purchased for \$94.00 per reel (9-track, 1600 BPI). Each reel holds data for one or more States. The total data for the 50 States and D.C. are available on three reels. To obtain additional information about ordering the Fifth-Count Tape and to determine method of payment call Robert A. Heintze telephone (202) 245-8460.

Inquiries concerning the data and their applications may be addressed to William Dorfman or Fred Beamer of the National Center for Education Statistics, 400 Maryland Avenue, S.W., Washington, D.C. 20202, telephone (202) 447-8315 (O. JEAN BRANDES, NATIONAL CENTER FOR EDUCATION STATISTICS, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, telephone (202) 472-5026.)

USDA TO USE CPI FOR COMPUTING PARITY INDEX

Similarities in prices paid by farmers and urban dwellers for family living items have prompted the U.S. Department of Agriculture (USDA) to discontinue a current survey program in favor of using comparable information available in the Consumer Price Index (CPI) for calculating its monthly parity index.

USDA's Statistical Reporting Service (SRS) states that the change, to take place with the January 1977 Agricultural Prices report, will not alter the level of the parity index because the data from the CPI and the long-used family living survey are nearly the same.

The SRS parity index for the January Agricultural Prices release will be computed using both the family living index and the CPI. Collection and publication of the family living information will be discontinued after that publication.

SRS computes the parity index from survey data reflecting interest charges on farm mortgages, farm real estate taxes, wages to farm labor, and prices farmers pay for goods and services. This latter category includes prices paid for farm production and family living items. During the 1930's, family living outlays accounted for almost half of farmers' total purchases, but the production component has been increasing

steadily and now accounts for about 70% of the total. (JAMES OLSON, STATISTICAL REPORTING SERVICE, DEPARTMENT OF AGRICULTURE, telephone (202) 447-3570.)

CHANGE IN COLLECTION OF PRICES RECEIVED DATA

A new procedure for collection of prices received data for six grains will be initiated by USDA's Statistical Reporting Service in February, 1977. The grains (corn, soybeans, oats, barley, wheat, and grain sorghum) account for over one-half the value of all crops marketed in the United States. Thirty-five states will be using the new survey procedures which involve the collection of data from a probability sample of mills and elevators. Total quantity purchased from farmers, total dollars paid for that quantity during the previous month, and an estimate of average price for the current month will be obtained. The price for the previous month will reflect actual purchases, including discounts and premiums for the month and provide a monthly weighted average.

In the past, the Statistical Reporting Service collected and published a mid-month estimate of prices received. It was generally assumed this price adequately represented the month's average price for each commodity. This assumption was logical when prices of agricultural commodities remained at a fairly constant level for short periods of time or showed minimal change from month to month; however, the reduction in government support programs in recent years and the increased activity in foreign sales have caused wide fluctuations in day-to-day prices of these agricultural commodities.

This change in methodology will provide a more precise estimate of prices farmers are receiving for these major crops each month. (ROBERT D. FENLEY, STATISTICAL REPORTING SERVICE, DEPARTMENT OF AGRICULTURE, telephone (202) 447-4278.)

HIRED FARM WORKING FORCE 1975

The Hired Farm Working Force of 1975 is the latest report in the annual Economic Research Service (ERS) series relating to the economic and social characteristics of persons who do work on farms for cash wages.

The report indicates that in 1975, there were 2.6 million persons 14 years of age and over who

did hired farmwork during the year. This total changed little during the past 5 years, after the long-term downward trend of prior years.

Generally, hired farmworkers were young, male, and resided in nonfarm places. Their annual earnings in 1975 averaged \$2,552. Of this \$1,488 was earned for 85 days of hired farmwork. The remainder came from nonfarm employment. About 72% were white, 11% were of Spanish origin, and 17% were blacks and others.

About 188,000 (7%) of the total were migrant farmworkers in 1975. Annual earnings from farm employment for these workers averaged \$2,003, or \$21.05 for 95 days of farmwork.

Single copies of *The Hired Farm Working Force of 1975* (Aer Report No. 355) are available free of charge from Economic Research Service, Department of Agriculture, Washington, D.C. 20250. (ROBERT COLTRANE, ECONOMIC RESEARCH SERVICE, DEPARTMENT OF AGRICULTURE, telephone (202) 447-8621.)

RECENT NSF REPORTS

The recently issued report, *An Analysis of Federal R&D Funding by Function, Fiscal Years 1969-1977* (NSF 76-325), is the sixth in an annual series which classifies and analyzes Federal R&D program data under broad functional headings. The function analyses were developed from R&D data obtained from the National Science Foundation annual surveys on Federal R&D funding that cover agencies, character of work, performers, and fields of science.

The current analysis provides a 9-year view of program growth and change. The system requires that each program be assigned to only one function, or subfunction, on the basis of the program's primary purpose, with no overlapping from one function to another so that comparability can be achieved over a timespan. The function list, however, may change from one year to the next, and program focuses may also change, necessitating the transfer of a program from one function to another. Therefore, each report is a revised edition and not a continuation of previous reports.

Copies of the report are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 for \$2.45 per copy, stock number 038-000-00298-8.

"Employment of Academic Scientists and Engineers Increases 3 Percent in 1976," *Science Resources Studies Highlights* (NSF 76-328) presents summarized data from NSF's 1976 Survey of Scientific and Engineering Personnel Employed at Universities and Colleges. These data on scientists and engineers are shown by type of activity, field of science, sex, and employment status.

A volume of *Detailed Statistical Tables, Manpower Resources for Scientific Activities at Universities and Colleges, January 1976* (NSF 76-321) is available from the Division of Science Resource Studies, National Science Foundation.

Copies of the *Highlights* are available from the Division of Science Resource Studies, National Science Foundation, 1800 G Street, N.W., Washington, D.C. 20550. (CHARLES E. FALK, DIVISION OF SCIENCE RESOURCES STUDIES, NATIONAL SCIENCE FOUNDATION, telephone (202) 634-4634.)

INDIVIDUAL INCOME TAX RETURNS FOR 1973

The Internal Revenue Service has recently released *Statistics of Income—1973, Individual Income Tax Returns*. This report is based on data from a sample drawn from the 80.7 million individual income tax returns filed during calendar year 1974.

Statistics are presented on sources of income, deductions, exemptions, taxable income, and tax liability. Data are classified by size of adjusted gross income, marital status of taxpayers, for taxable and nontaxable returns, and by States and regions.

Also included in the report is separate information on the computation of income tax, including income averaging methods, additional tax for tax preferences (minimum tax), maximum tax, alternative tax, tax payments, overpayments, and balance due.

The report also contains data on taxpayer exemptions and exemptions for dependents, for age 65 and over, and for blindness; the standard deduction and various types of itemized deductions such as medical expenses, charitable contributions, interest, and taxes; and tax credits such as investment and retirement income credits and the Work Incentive Program credit.

The 247-page report, *Statistics of Income—1973, Individual Income Tax Returns*, is February 1977

available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, GPO Stock No. 048-004-01384-3 for \$3.60 each. (JACK BLACKSIN, STATISTICS DIVISION, INTERNAL REVENUE SERVICE, telephone (202) 376-0155.

FRESH MARKET VEGETABLE STATISTICS

The Economic Research Service of the Department of Agriculture has compiled and published a comprehensive reference work on the fresh vegetable industry in the United States. It is the first publication of its kind. The 106-page bulletin provides statistics on production, price, foreign trade, and other items compiled from data provided by the Statistical Reporting Service, Economic Research Service, Bureau of Labor Statistics, and Bureau of the Census.

Copies of *U.S. Fresh Market Vegetable Statistics, 1949-75* (Statistical Bulletin No. 558) are available from Publications Services, ERS, USDA, Room 0054-S, Washington, D.C. 20250. (JOAN PEARROW, ECONOMIC RESEARCH SERVICE, DEPARTMENT OF AGRICULTURE, telephone (202) 447-8669.)

1976 EDITION OF MINERAL FACTS AND PROBLEMS

The Bureau of Mines has completed the issuance of all chapters of *Mineral Facts and Problems*, Bulletin 667. The chapters have discussions on the uses, reserves, technology, economical factors, and outlook for the individual commodities covered in the chapters.

The "Introduction" chapter has just been published and will be useful to any statistician generally interested in minerals. Significant events for minerals from 1621 to 1976 are catalogued in one section.

In addition, for individual mineral forming elements, common fossil fuels, and certain gases and mineral forms that have or might have some commercial significance, summary tables are presented containing data on changes in mineral supply-demand relationships.

Copies of the "Introduction" chapter are available without charge and can be obtained by writing to the Publication Office, Bureau of Mines, 4800 Forbes Avenue, Pittsburgh, Pennsylvania 15213. (ARTHUR BERGER, BUREAU OF MINES, DEPARTMENT OF THE INTERIOR, telephone (202) 343-8511.)

ENVIRONMENTAL/SOCIOECONOMIC DATA GUIDE

An easy-to-read guide to Census Bureau programs has been released by the Center for Census Use Studies. Developed under contract to the Department of the Air Force, this guide to *Environmental/Socioeconomic Data Sources* is designed to assist data gatherers in assembling a community profile which will serve as a basis for evaluating changes to the social and environmental structure.

This guide is divided into four parts. Part one provides an introduction to Census Bureau and other Federal data sources, as well as to potential

local data resources. Part two suggests various approaches and includes exercises for selecting the most appropriate census report and table. Part three indicates where specific information may be found. The final section is a detailed guide to census data and programs, categorized by general topics such as demographic, economic, housing, and government and public finance.

Environmental/Socioeconomic Data Sources (170 pp., \$1.50) is available from the Subscriber Services Section, Bureau of the Census, Washington, D.C. 20233. (JOHN KAVALIUNAS, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-1783.)

1976 INDEX, JULY-DECEMBER

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NEW REPORTING PLANS AND FORMS

The following listing gives brief descriptions of a selected group of new reporting plans and forms approved between December 11, 1976 and January 13, 1977 by the Office of Management and Budget under the provisions of the Federal Reports Act. The description refers to surveys and data collection programs which are just being started or are soon to be started so results are not yet available.

Department of Agriculture

Economic Research Service

Tractor Power Technology Survey (single-time).—The farm tractor is presently undergoing rapid technological change. Many specialized tractors are appearing and large four-wheel drive tractors have become common on the Northern Plains. New tractor technologies can be expected to facilitate increased farm sizes, a smaller number of farms, new implements and tillage practices, and increased capital requirements for farms. The purposes of this survey are to (1) develop estimates of future changes in tractor technology, (2) develop an understanding of the reasons for these changes taking place, and (3) estimate the impacts on the food and fiber system. (For further information: TED THORNTON, ECONOMIC RESEARCH SERVICE, ECONOMIC RESEARCH SERVICE, DEPARTMENT OF AGRICULTURE, telephone (202) 447-4190.)

Statistical Reporting Service

Kentucky Equine Survey (single-time).—Equines are a very important part of Kentucky's economy. Reliable information on current numbers, breeds, and other characteristics of horses maintained in urban as well as rural areas is almost non-existent. The survey will be conducted during May and June 1977 and involve about 12,000 interviews. The final published report will include data for the following categories of Kentucky equines as of May 1: (1) Total number of horses, (2) number of horses by major breeds and uses, (3) number of horses by regions and major counties, (4) regional totals by breeds and uses, (5) number of horse operations by type (farm, non-farm, public boarding stables, etc.), (6) number of acres associated with the equine industry, and (7) the number of horse owners. (For further information: JAMES KOEPPER, KENTUCKY CROP AND LIVESTOCK REPORTING SERVICE, STATISTICAL REPORTING SERVICE, DEPARTMENT OF AGRICULTURE, telephone (502) 582-5293.)

Department of Commerce

Bureau of the Census

1977 National Travel Survey (single-time).—This survey, which will be conducted as part of the 1977 Census of Transportation, will collect information on the volume and characteristics of

long-distance trips taken by the noninstitutionalized civilian population. In addition, data will be obtained about all other trips made during defined time periods. Data collected will include information about trip origin and destination, major stops between these points, distance between stops, method of travel and routes taken if by automobile. Unlike most all other censuses,

the Census of Transportation consists of a series of sample surveys. The sample for this study includes approximately 45,000 households. Data will be collected by quarterly visits with collection continuing into January 1978. (For further information: JOHN C. CANNON, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-1798.)

OTHER REPORTING PLANS AND FORMS

Shown below, by agency, is a list of *new* forms approved between December 11, 1976 and January 13, 1977 excluding those described above. Request for copies of these reports should be addressed to the public reports clearance officer of the sponsoring agency. A list of agency clearance officers may be obtained by writing to Marsha Traynham, Statistical Policy Division, Office of Management and Budget, Washington, D.C. 20503.

During December 1976 approximately 209 forms reached their expiration dates and are no longer approved for use.

DEPARTMENT OF AGRICULTURE

Marketing of Grain by Regional Cooperatives
Feasibility Study for Forest Landowners Association
Forest Industry Survey—1976
Declaration of Sale

DEPARTMENT OF COMMERCE

Reconciliation Questionnaire for Household Roster Check—1976 Census of Camden, New Jersey
(Part of 1980 Decennial Census of Population and Housing) Independent Precanvass Address Listing Pages
(Part of 1980 Decennial Census of Population and Housing) Reconciliation Questionnaire, Housing Unit Coverage Check 1976 Census of Camden, New Jersey
National Sample of Scientists & Engineers, 1977 Address Maintenance Forms
1978 Census of Agriculture Farm Identification Survey
1977 Census of Transportation—Truck Inventory and Use Survey
1977 Census of Governments Survey of Local Government Finances (Municipalities and Townships)
Residential Smoke Detector Survey Questionnaire

DEPARTMENT OF DEFENSE

Statement of Personal History

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Pilot Study for Toxoplasmosis Surveillance
Survey on Use of Antibiotics in Clinical Practice
Positive Beam Limitation—Effectiveness Evaluation
Study of Incidence, Prevalence, Economic Impact of Stroke
Survey of Biomedical and Behavioral Science Department Chairpersons
Specialization Survey of Public Reaction to Contact with Social Security
Instructions for Completing Application for Federal Assistance for Child Welfare Training Grants
Vocational Rehabilitation Program Progress Report
Long-Term Care Facility Improvement Campaign (Phase II)

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Application for Insurance

DEPARTMENT OF THE INTERIOR

Coal Mine Equipment Use Survey Operator Information

DEPARTMENT OF LABOR

Recordkeeping Requirements for Employers With Less Than Eleven Employees

DEPARTMENT OF TRANSPORTATION

Consultant-Contractor Survey
Prospectus for Proposed Contract Entitled: Motorist Attitudes Toward Large Trucks
Travel Agents Survey
Uniform System of Accounts and Records and Reporting System

DEPARTMENT OF THE TREASURY

Report of International Transportation of Currency or Monetary Instruments
Monthly Consolidated Entry Procedure

ENERGY RESEARCH AND DEVELOPMENT ADMINISTRATION

Subjective Probability Assessment of Uranium Potential, State of Wyoming
Rotating Machinery Questionnaire

COMMUNITY SERVICES ADMINISTRATION

Checkpoint Procedure for Coordination
Administering Agency Funding Estimate

FEDERAL RESERVE BOARD

Dealer Report of Condition

**NATIONAL FOUNDATION ON THE ARTS
AND THE HUMANITIES**

Questionnaire for National Endowment for the
Humanities Journalism Fellows

GENERAL SERVICES ADMINISTRATION

Foundation Questionnaire: Historical Records Projects

**NATIONAL AERONAUTICS AND SPACE
ADMINISTRATION**

Requirements of very large scientific computers

ACTION

Attitude Awareness Survey

RAILROAD RETIREMENT BOARD

Annual Report

SMALL BUSINESS ADMINISTRATION

Small Business Institute Client Questionnaire

U.S. CIVIL SERVICE COMMISSION

Application for Federal Employment

U.S. INTERNATIONAL TRADE COMMISSION

Importers' Questionnaire: Stainless Steel and Tool Steel
Producers' Questionnaire

VETERANS ADMINISTRATION

Study of the Death and Indemnity Compensation Pro-
gram

**COMMISSION ON THE INTERNATIONAL WOMEN'S
YEAR**

Proposed Budget for IWY Grant Certification of Fiscal
Responsibility Final Expenditure Report

SCHEDULE OF RELEASE DATES FOR PRINCIPAL FEDERAL ECONOMIC INDICATORS

March 1977

Release dates scheduled by agencies responsible for the principal economic indicators of the Federal Government are given below. *These are target dates* that will be met in the majority of cases. *Occasionally agencies may be able to release data a day or so earlier or may be forced by unavoidable compilation problems to release a report one or more days later.*

A similar schedule will be shown here each

month covering release dates for the following month. The indicators are identified by the title of the releases in which they are included; the source agency; the release identification number where applicable; and the *Business Conditions Digest* series numbers for all BCD series included, shown in parentheses. Release date information for additional series can be found in publications of the sponsoring agencies.

(Any inquiries about these series should be directed to the issuing agency.)

<i>Date</i>	<i>Subject</i>	<i>Data for</i>
March 1	Construction Expenditures (Press release), Census C-30 (69)	January
2	Open Money Market Rates and Bond Prices, Federal Reserve Board (FRB), G. 13	February
2	Condition Report of Large Commercial Banks, FRB, H.4.2. (72)	Week Ending February 23
3	Money Stock Measures, FRB, H.6 (85, 102, 103)	Week Ending February 23
3	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93)	Week Ending February 2
3	Manufacturers' Shipments, Inventories, and Orders, Census, M3-1 (20, 65, 852)	January
4	The Employment Situation (Press release), Bureau of Labor Statistics (BLS) 40, 41, 42, 43, 44, 740, 841-848)	February
4	Consumer Credit, FRB, G. 19 (66, 113)	January
7	Manufacturers' Export Sales and Orders, Census, M4-A (506)	January

<i>Date</i>	<i>Subject</i>	<i>Data For</i>
March 9	Monthly Wholesale Trade (Press release), Census, BW	January
9	Plant and Equipment Expenditures, Bureau of Economic Analysis (BEA)(61)	4Q '76 and 1976
9	Condition Report of Large Commercial Banks, FRB, H.4.2 (72)	Week Ending March 2
10	Money Stock Measures, FRB, H.6 (85, 102, 103)	Week ending March 2
10	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93)	Week ending March 9
10	Wholesale Price Index (Press release), BLS (55, 58, 750, 751, 752)	February
10	Advance Monthly Retail Sales (Press release), Census (54)	February
15	Industrial Production and Related Data, FRB, G. 12.3 (47, 853)	February
15	Food Assistance Programs Results, Agriculture	January
15	Yields on FHA Insured New Home 30-year Mortgages, HUD (118)	March 1
16	Manufacturing and Trade: Inventories and Sales, BEA (31, 56, 71, 851)	January
16	Housing Starts (Press release) Census, C-20 (28, 29)	February
16	Condition Report of Large Commercial Banks, FRB, H. 4.2 (72)	Week Ending March 9
17	Money Stock Measures, FRB, H.6 (85, 102, 103)	Week Ending March 9
17	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H. 4.1 (93)	Week ending March 16
17	Personal Income, BEA (52, 53)	February
18	Federal Receipts and Expenditures, NIPA basis, BEA (600, 601, 602)	4 Q '76
18	Consumer Price Index (Press release), BLS (781, 782, 783, 784)	February
18	Real Earnings (Press release), BLS (741, 859)	February

<i>Date</i>	<i>Subject</i>	<i>Data For</i>
March 18	Bank Rates on Short-Term Business Loans, FRB, E.2 (67)	Feb. 1-15
18	Output, Capacity, and Capacity Utilization, FRB, G.3 (850) ¹	February
21	Corporate Profits, BEA (16, 22, 68)	4 Q '76
21	Advance Report on Durable Goods, Manufacturers' Shipments and Orders (Press release), Census M3-1 (6, 24, 25, 96, 647, 648)	February
23	Average Yields of Long-Term Bonds, Treasury Bulletin (115, 116)	January
23	Condition Report of Large Commercial Banks, FRB, H.4.2 (72)	Week ending March 16
23	Summary of U.S. International Transactions, BEA	4 Q '76
24	Money Stock Measures, FRB, H.6 (85, 102, 103)	Week ending March 16
24	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93)	Week Ending March 23
28	Work Stoppages (Press release), BLS	February
28	Export and Import Merchandise Trade, Census, FT-900 (500, 502, 512)	February
29	Composite Indexes of Leading, Coincident, and Lagging Indicators (Press release), BEA ²	January-February
29	Labor Turnover in Manufacturing (Press release), BLS (2,3)	February
30	Defense Indicators, BEA (625)	February
30	Manufacturers' Shipments, Inventories, and Orders, Census, M3-1 (20, 65, 852)	February
30	Condition Report of Large Commercial Banks, FRB, H.4.2 (72)	Week Ending March 23
31	Money Stock Measures, FRB, H.6 (85, 102, 103)	Week Ending March 23
31	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93)	Week Ending March 30
31	Agricultural Prices, Agriculture	Mid-March

¹ Replaces Capacity Utilization in Manufacturing

² Replaces Advance Business Conditions Digest

PERSONNEL NOTES

OFFICE OF MANAGEMENT AND BUDGET

Statistical Policy Division: LAWRENCE D. HABER, formerly Acting Director of Survey Operations and Acting Director of Statistical Development at the National Center for Education Statistics, has joined the staff of the Social Statistics Branch.

FEDERAL ENERGY ADMINISTRATION

DAVID T. HULETT, formerly Chief, Economic Statistics Branch, Statistical Policy Division, Office of Management and Budget, has been designated Deputy Assistant Administrator for Data and Analysis, and Acting Deputy Assistant Administrator for Economic Impact Analysis.

FEDERAL RESERVE BOARD

Division of Research and Statistics: JAMES E. ANNABLE, JR., Economist in the Wages, Prices and Productivity Section, has been transferred to the Capital Markets Section. CAROL CORRADO, formerly an Instructor at Tufts University has joined the Board's staff as an Economist in the National Income Section. THOMAS DURKIN, Assistant Professor from Pennsylvania State University, has joined the Board's staff as a Visiting Professor in the Mortgage and Consumer Finance Section. NANCY PITTMAN, formerly a Research Assistant in the Financial Structure Section, has been promoted to Economist in that Section.

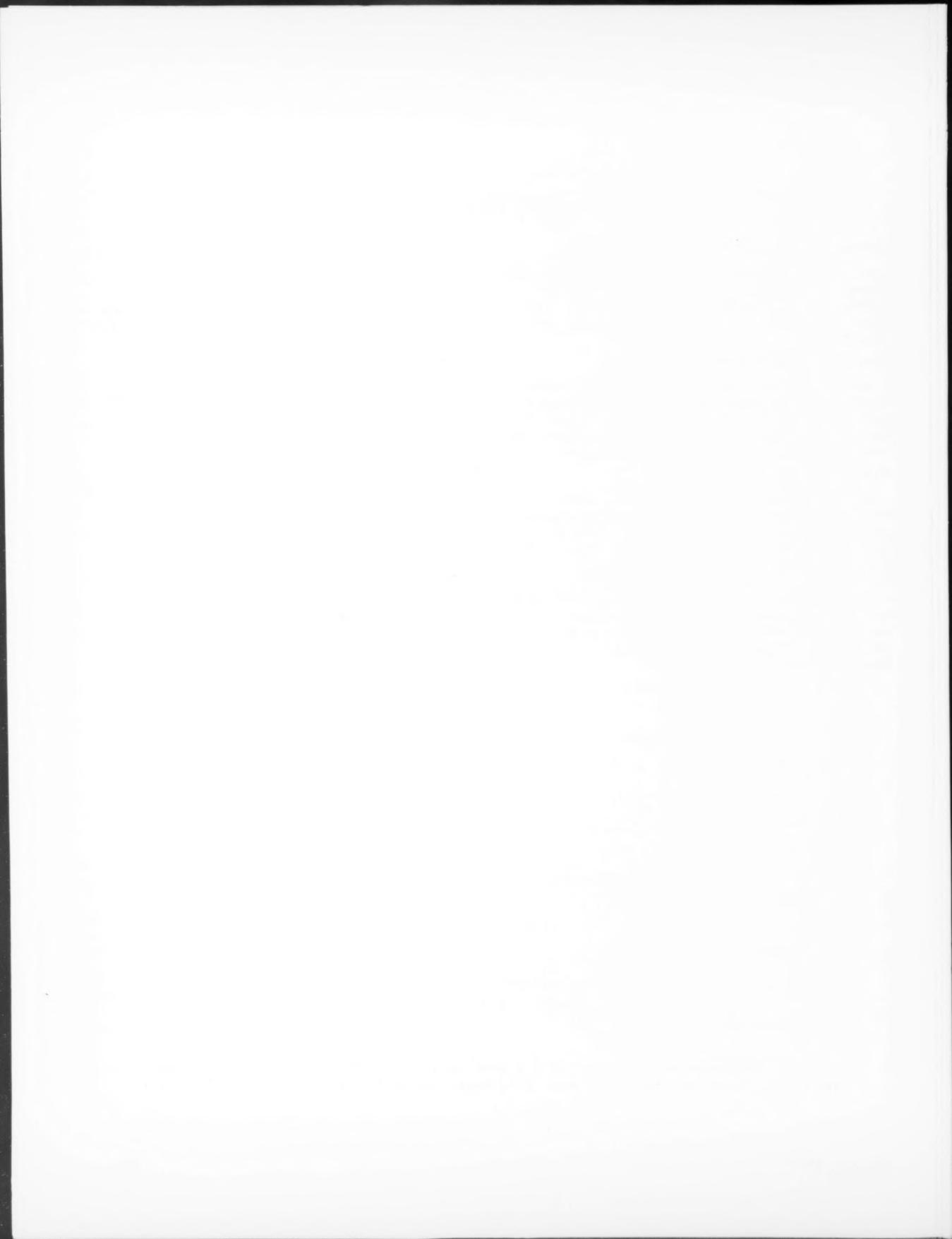
ORGANIZATIONAL CHANGES

DEPARTMENT OF THE TREASURY

Internal Revenue Service: The Statistics Division recently completed a reorganization which involved some shifting of functions and personnel within and between Branches and the creation of a Planning and Review Staff. The new staff, headed by BENNETT R. MOSS, will be responsible for planning, developing, and conducting continuing research into the feasibility of new programs and into means of improving the efficiency of existing operations.

The Income, Finance, and Wealth Branch (ROBERT A. WILSON, Chief), which has subject-matter responsibility for the Statistics of Income reports, has been renamed the Statistics of Income Branch. The Program Management Branch (THOMAS M. DURKIN, Chief) is now the Operations Branch and is responsible for developing systems and procedures used in the day-to-day processing. The Projections and Special Studies Branch (JOHN P. HINIKER, Chief), formerly the Statistical Techniques Branch, provides a variety of statistical services in support of the Division's programs. The Mathematical Statistics Branch (FRED FRISHMAN, Chief) continues to have responsibility for the probability sampling work in support of the Service's research and operational programs.

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