

FEDERAL STATISTICS AGENCIES AS MODELS FOR A BUREAU OF ENVIRONMENTAL STATISTICS

By
Dorothy G. Wellington, Ph.D.
1988 Executive Potential Program
Statistical Policy Branch
Office of Policy, Planning and Evaluation
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Submitted to:

R. Thomas Parker
Senior Executive Advisor
Director,
Agencywide Technology Transfer Staff
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EXECUTIVE SUMMARY

A great deal can be learned from the Federal statistics agencies in establishing a Bureau of Environmental Statistics. To take advantage of this relevant experience, EPA management requested a report on agencies that have statistical activities as their primary mission and can serve as models for the Bureau.

This report contains extensive information from interviews with officials of 12 Federal statistics agencies as well as published data on the agencies. In addition, the report presents recommendations for applying lessons learned from these sources in planning the Bureau of Environmental Statistics. The major recommendations are as follows:

- A Federal statistics agency, called the Bureau of Environmental Statistics, should be established within the EPA.
- The mission of the Bureau should be broad in scope, like the mission of the Bureau of Labor Statistics and a number of other Federal statistics agencies. The mission should combine a dual role: statistics arm of EPA and, at the same time, Federal agency responsible for establishing a national data system on environmental statistics.
- As with other Federal statistics agencies, the Bureau's effectiveness in the long run will depend upon the credibility of its statistics. There should be statutory safeguards as well as initiating traditions that guarantee the independence of data and programs. Federal agencies provide many models for assuring independence. The models extend to such areas as the independence of publications and data releases, budget independence, placement within the parent organization, and reporting distance to the Secretary or Administrator.
- To preserve data integrity, in fact and in the public's perception, the Bureau's program must be totally separate from the regulatory functions of the EPA.

- To further assure program independence, the Bureau should be a line item in the President's budget. Programs requiring continuity, such as longitudinal data series, should also be line items.
- The Bureau should publish a quarterly abstract bringing together environmental data from many sources, plus a core statistics system that provides a clear picture of the state of the environment.
- As in many other statistical agencies, networks should be established linking potential data users elsewhere in the Federal government, in Congress, in State organizations, and within EPA. These networks should be cultivated to assure the Bureau of advocates and to promote feedback on the usefulness of the Bureau's products.
- Cooperative arrangements should be investigated to "piggyback" on other Federal statistics agencies' surveys and to plan joint surveys.
- In order to make full and efficient use of other Federal statistics agencies, all located in the Washington area, as well as professional associations, national scientific associations, and many public organizations, the Bureau should also be established in the Washington area.
- Arrangements should be made with the State Environmental Protection Agencies to provide data for use by the Bureau, with technical assistance from the EPA Regional Offices. For efficient coordination of this national network, the Bureau should be a part of the EPA Headquarters.
- Statutory provision should be made for a Federal Advisory Committee to the Bureau. An additional committee should be appointed from among the experts in mathematical statistics, sampling theory, survey design, stochastic processes, spatial sampling, and multiple time series analysis. The expert committee should be constituted by the American Statistical Association.
- The National Academy of Sciences should be commissioned by EPA to prepare a report which evaluates the need for a Bureau of Environmental Statistics, sets forth the standards of data quality and professional level of staff, and recommends the statutory basis for insuring data independence and credibility.

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1. INTRODUCTION

This report was prepared by Dorothy G. Wellington, Statistical Policy Branch, Office of Standards and Regulations, Office of Policy Planning and Regulations of the EPA, during a special assignment, under the auspices of OPM's Executive Potential Program for Mid-Level Employees. The work was carried out under the direction of Tom Parker, Director of The Agencywide Technology Transfer Staff, Office of the Administrator.

The purpose of this detail was to determine what products and benefits are derived from the programs of the Federal statistics agencies, and to learn directly from their directors and other officials about the process of their establishment, statutory basis, organizational structure, staffing and budget, and any additional information that would be applicable to a center for environmental statistics.

The twelve Federal statistics agencies that have statistical activities as their principal mission were identified by Katherine Wallman, Executive Director of the Council of Professional Associations on Federal Statistics (COPAFS). Officials from all twelve Agencies were interviewed (one by telephone), and they are listed in Exhibit 1-1. Summary reports on the interviews are contained in Appendix A.

This report is based primarily on interviews with these officials and the reports and documents they provided. Additional material was obtained from COPAFS reports prepared by Ms. Wallman, from the Office of Management and Budget's "A Special Report on the Statistical Programs and Activities of the United States Government Fiscal Year 1988," and from the American Statistical Association's Committee on Government Statistics' commissioned report, "The Status of Advisory Committees to the Federal Statistical Agencies," written by Marie Eldridge, Research Triangle Institute.

The above sources provided a wealth of information that is relevant to the establishment and operation of a statistics center within EPA. This report contains most of the basic facts, but additional, more detailed information has been obtained or has been offered to EPA for future analysis. As the proposed Bureau of Environmental Statistics moves through the planning stages, the history and consultation of other Federal agencies that have been through similar experiences can continue to be a valuable resource.

EXHIBIT 1-1
OFFICIALS OF FEDERAL STATISTICS AGENCIES
INTERVIEWED BY EPA

Charles E. Caudill, Administrator
National Agricultural Statistics Service (NASS)
Department of Agriculture

Edward Reinsel, Data Coordinator
Economic Research Service (ERS)
Department of Agriculture

Charles A. Waite, Associate Director for Economic Problems
Ted Clemence, Senior Adviser to Deputy Director
Bureau of the Census (CENSUS)
Department of Commerce

Allan H. Young, Director
Bureau of Economic Analysis (BEA)
Department of Commerce

Emerson J. Elliott, Commissioner
National Center for Education Statistics (NCES)
Department of Education

Gail Fischer, Associate Director
Jack Anderson, Deputy Associate Director
Office of Planning and Extramural Programs
National Center for Health Statistics (NCHS)
Department of Health & Human Services

Jane L. Ross
Deputy Associate Commissioner For Policy
Former Director of Office of Research and Statistics (ORS)
Social Security Administration
Department of Health and Human Services

Duane McGough, Director
Division of Housing & Demographic Analysis (HDA)
Department of Housing & Urban Development

Steven Schlesinger, Director
Bureau of Justice Statistics (BJS)
Department of Justice

Janet L. Norwood, Commissioner
Bureau of Labor Statistics (BLS)
Department of Labor

Bob Wilson, Supervisory Statistician Team Leader
Coordination and Publications Team
Statistics of Income Division (SOI)
Internal Revenue Service
Department of the Treasury

2. MISSION OF A FEDERAL STATISTICS AGENCY

2.1 Introduction

There are two models for a statistics center: 1) an in-house statistics shop that produces data compilations for internal use only, or 2) a bureau with a broader mission, that provides statistical analysis and reports that are valuable to policy makers outside its own Department, and to both the private and public sectors.

The twelve Federal statistics agencies having statistical activities as their primary mission all have broader missions than service to their Department alone. The advantages to each of these statistics agencies of having this larger role are the following:

- 1) The statistics agency reaches a larger audience beyond its own Department that includes policy makers at all levels in the public and private sectors, private industry, academic research, and public interest organizations;
- 2) The agency sets standards of data quality in its field;
- 3) In response to the needs of outside users, the agency develops diverse programs that provide a broad range of products which prove valuable to its Department as well;
- 4) The agency works closely with other Federal statistics agencies on an equal basis, to mutual advantage;
- 5) The agency has the authority and structure to coordinate data collection activities of regional offices and State organizations;
- 6) The agency is in a position to have as a valuable resource one or more Federal Advisory Committees under FACA, as well as a technical or "utilized" committee.
- 7) Not only does the agency have standing in the scientific community, but it reflects that approbation onto the statistical programs and output of its Department.

2.2 The Bureau of Labor Statistics Model

The Bureau of Labor Statistics is one of the Federal statistics agencies that offers an particularly appropriate model for a Bureau of Environmental Statistics. The Commissioner, Janet Norwood, describes the BLS's mission as a dual role:

1) As the statistical arm of the Department of Labor, which provides objective information to serve the Department's needs;

2) As a national statistics Agency in its own right, one which decides what data system is needed for the nation as a whole.

The second role is distinct from the first, and constitutes the BLS' core program of statistics on unemployment, wages, production, and economic growth.

The BLS does very little of the type of research that is conducted in the rest of the Department of Labor, but concentrates on research specifically related to its function of establishing a national data system - research on measurement and on the definition of that which should be measured; definement research on how to define what to collect, method-objective research, methodological research for survey techniques specific to their data collection, and conceptual research on identifying the problem and providing a basic explanation of what is needed.

2.3 Recommendations for EPA

EPA should initiate a new epoch in environmental protection by supporting with all possible means available to it the establishment of an independent Bureau of Environmental Statistics within its organization. The Bureau should not be merely an in-house statistics shop, but should be broad in scope, providing valuable information for policy formulation and environmental research within and outside of the EPA. The functions of a center with this broad a scope would be not only data collection but also the preparation of special compilations and analyses of the data. As the data bases developed over time, more complex and meaningful statistical analyses could be investigated and applied.

"The mission of a Bureau of Environmental Statistics should be to provide a body of informative data in a consistent state that enables assessment of the status of the national environment and evaluation of the relation between activities in environmental improvement and their ultimate consequences."
(Charles Schultz, former Chairman of Council of Economic Advisers, personal discussion)

The model for the mission of a Bureau of Environmental should be that of the Bureau of Labor Statistics, with a dual role as 1) the statistics arm of the EPA, and 2) a federal statistics agency that is responsible for establishing a national environmental statistics data system. To this end the Bureau not only should oversee the collection of the appropriate data, but carry out research specific to that mission, i.e. conceptual, definement, measurement, and survey methodology research.

The mission should encompass the following charges:

1. To provide the President and Congress with national data on the state of the environment upon which environmental policies can be based and appropriate legislation formulated;
2. To provide the Administrator of EPA with concrete data concerning the effectiveness, nationally and locally, of Agency measures to fulfill statutory requirements of the Agency's mission;
3. To provide the public with official information on the state of their environment, both regional and national, in order to promote informed citizen participation;
4. To provide consistent, reliable data that can form the basis for valid research in the public and private sectors.

3. BENEFITS OF FEDERAL STATISTICAL PROGRAMS

3.1 Introduction

Federal statistical programs support many major activities of government and private industry. Policy makers, staff analysts, and planners rely heavily on information provided by the Census Bureau, the Bureau of Economic Analysis, the Bureau of Labor Statistics, and similar agencies throughout the Federal government.

This chapter summarizes benefits provided by several programs that could serve as models for a Bureau of Environmental Statistics. The chapter outlines the many types of statistical information that are provided by these Federal programs as well as the varied formats that are used.

Also shown are the wide range of functions that can be performed within statistical programs, depending upon how a program defines its mission.

Four central aspects of statistical programs are discussed, each drawing on examples from the 12 Federal statistical programs examined in this report:

- (1) Users of information generated by Federal statistical programs;
- (2) Types of statistical information provided;
- (3) Forms in which information is presented; and
- (4) Functions that can be performed in achieving a program's goals.

The discussions are followed by conclusions and, finally, by recommendations concerning prospective benefits of a Bureau of Environmental Statistics.

3.2 Users of Federal Statistical Information

Federal statistical programs serve users at all levels of government, in private industry, and in public interest groups. Although diverse in their specific user profiles, most programs come under one of the following headings:

- Programs whose products are used widely throughout the public and private sectors as the underpinning of critical policy decisions.

Examples include the Census Bureau, the Bureau of Economic

Analysis (BEA), National Center for Health Statistics (NCHS), and Housing and Demographic Analysis Division of the Department of Housing and Urban Development (HUD). Further information about these programs is provided in Exhibit 3-1.

In addition, the Federal Office of Management and Budget (OMB) uses statistical information from these and other programs to measure needs for program funding.

- Programs whose products are used primarily by Federal, State, and local government agencies and policy makers.

Examples include the Office of Research and Statistics (ORS) in the Social Security Administration (SSA), the National Center for Education Statistics (NCES) in the U.S. Department of Education, and the Bureau of Justice Statistics (BJS).

- Programs that provide basic statistical information for further analysis by other Federal agencies.

Some Federal statistics programs exist mainly to provide basic information to other agencies, which perform further analyses and may publish their findings independently. Examples include the National Agricultural Statistics Service (NASS), which supplies statistical information to the Economic Research Service (ERS), another agency of the U.S. Department of Agriculture; and the Statistics of Income (SOI) Division of the Internal Revenue Service, which supports tax analyses performed by the Treasury Department and by Congress.

3.3 Types of Statistical Information Provided

Federal statistical programs provide many types of statistical information. Each program has a unique mission, in terms of measures that are reported and the frequency and methods with which data are collected.

Some of the major types of statistical information, as shown with examples in Exhibit 3-2, include: periodic censuses and surveys; administrative data based on day-to-day administration of Federal programs, such as Medicare; special studies, which address issues of particular concern, and forecasts.

Because of their extensive knowledge in their respective program areas, Federal statistical agencies often provide services that go beyond the dissemination of data. Many set national data quality standards and define the terminology that is used by state and local governments and in private sector

studies. Some Federal statistical agencies provide consulting services to other Federal programs or agencies and, in some cases, to other countries.

3.4 Forms in Which Information is Presented

Federal statistical programs present information in many forms. Most publish periodic reports, and increasing numbers are using charts, graphs, and narrative intended to make statistical information more easily understood by readers without a technical background. Many programs also present data on computer tape or disk for analysis by users. Machine-readable microdata, statistical abstracts, reports, technical releases, indicators, and analyses are some of the most common forms in which statistical data may be provided. Exhibit 3-3 contains examples.

3.5 Functions of Statistical Agencies

A description capturing the broad scope of Federal statistical programs' activities is contained in "A Special Report on the Statistical Programs and Activities of the United States Government, Fiscal Year 1988," published by OMB. The report defines statistical activities to include:

- " 1) Planning of statistical surveys and studies, including project design, sample design and selection, and design of questionnaires, forms, or other techniques of observation and data collection;
- 2) training of statisticians, interviewers, and processing personnel;
- 3) collection, processing, and tabulation of statistical data for publication, dissemination, research, analysis, and program management and evaluation;
- 4) publication and dissemination of statistical data and studies;
- 5) methodological testing and statistical research;
- 6) data analysis;
- 7) forecasts and projections that are published or otherwise made available for Government-wide or public use;
- 8) statistical manipulation, dissemination, or publication of data collected by others;
- 9) construction of secondary data series or development of models that are an integral part of generating statistical

series or forecasts;

10) management and coordination of statistical operations;
and

11) statistical consulting and training."

Federal statistical programs differ widely in the extent to which they incorporate any or all of the above functions into their programs. An example of programs with well-defined, yet different, functions is found in the U.S. Department of Agriculture, where the NASS is responsible for data collection and data quality assurance, while the ERS undertakes economic analyses of data supplied by NASS. In many other Federal agencies, all of the functions identified by OMB are performed to a greater or lesser degree.

All Federal statistical programs have in common the responsibility to design the studies on which they report, yet data collection is frequently performed outside the program by contractors or by other government agencies. For example, the Census Bureau provides data to many Federal agencies, including the National Center for Health Statistics and the Bureau of Economic Analysis. State agencies also supply data to programs other than their own.

Many Federal agencies commission special studies from Federal statistical programs on a cost-reimbursable basis. NASS, for example, receives reimbursement for providing county-level statistics to the Federal agency responsible for determining farm price supports. The Census Bureau derived approximately 17 percent of its income from reimbursable studies in Fiscal Year 1988.

3.6 Conclusions

Federal statistical programs offer many different models for a Bureau of Environmental Statistics. They serve policy makers, analysts, and other users, both in the Federal government and in other public sector organizations, and in the private sector. The Federal statistical agencies examined in this report know their major users and the applications of their data extremely well.

The different user profiles highlight decisions that must be made in establishing a Federal statistical agency and defining its mission. Decisions must also be made concerning the types of statistical information to be provided and specific information presentation formats. These decisions will determine many of the statistical agency's functions.

3.7 Recommendations for EPA

In order to fulfill its mission to establish a national data system of environmental statistics, the Bureau of Environmental Statistics' first product should be a quarterly abstract bringing together the environmental data that are collected not only by the EPA, but also by other sectors of the Federal Government. This would combine into a single source data such as the the Department of Agriculture's Forest Service surveys, the Department of the Interior's Geological Survey, data from Commerce's National Oceanic and Atmospheric Administration, and NASA's stratospheric ozone depletion measurements. This "Environmental Statistics Abstract" could be patterned on the earlier reports of the president's Council on Environmental Quality (CEQ), as well as on those of the current president's Council of Economic Advisers.

But the core of the Abstract's data should be initiating longitudinal series of measurements of toxic air pollutants, of water quality, and of contamination of soil, food, wildlife populations, and human body tissues. Data obtained from EPA monitoring programs should be subjected to consistent quality control, with nationally standardized measurement protocols installed, and gaps and sparcities corrected.

Additional products would be the Bureau's responsibility in response to particular concerns of EPA, Congress, the President, other sectors of the Federal Governemt and State organizations, as well as of the private sector. However, the first responsibility would be to produce a compendium, trusted by all users, that enabled a basic understanding of the status of our national environment and its trends.

With correctly designed sampling procedures, surveys can be carried out, as in other statistics agencies, to estimate the national or individual state environmental conditions. And the Bureau should work with NASS, utilizing their extensive and well-designed and executed crop surveys, to obtain national estimates of toxic residues on various food products.

Until a network of users at the State and federal levels with built-in feedback procedures can be established, a greater degree of specificity in defining the potential products and benefits of an environmental statistics agency is not feasible. However, common sense clearly indicates the vast potential of such an agency.

EXHIBIT 3-1

MAJOR USERS OF STATISTICAL INFORMATION
FROM SELECTED FEDERAL PROGRAMS

<u>Program</u>	<u>Major Users</u>
Census Bureau	Users include Congress as well as all government agencies with policy responsibilities in agriculture; population and housing; business, construction, manufactures, and mineral industries; transportation; and state and local government. Users are found throughout private industry, labor, and non-profit organizations.
BEA	The BEA produces the principal statistical measures of economic activity in the U.S., including the national income and product accounts summarized in the Gross National Product (GNP). BEA data and analyses are used in the formulation of national fiscal policies. Industry uses BEA information in planning production, price, and investment programs. Other users include state and local governments, labor, universities, and research organizations.
NCHS	NCHS is the primary source of vital and health statistics for the United States. NCHS data are used by Federal and State governments, public health professionals and organizations, and private industry.
HDA (HUD)	The Annual Housing Survey, HUD's Housing and Marketing Reports series, and studies produced on request are used by Congress and by Federal agencies such as BEA, as well as by private industry and academic researchers.
ORS (SSA)	ORS provides top management within HHS with a broad perspective on SSA operations because it gathers, analyzes, and publishes data on all major social welfare programs of the Federal government. ORS data are also used by other program offices within the Department of Health and Human

EXHIBIT 3-1 (continued)

MAJOR USERS OF STATISTICAL INFORMATION
FROM SELECTED FEDERAL PROGRAMS

<u>Program</u>	<u>Major Users</u>
	Services, by Congress, by OMB, and by state and local governments.
NCES	The Center's principal goal is to provide data support to policy-making at the Federal level; however, the Center also considers State and local decision-makers, parents, and the general public as beneficiaries of its work, which includes current indicators of educational quality presented in a non-technical format for general audiences.
BJS	BJS was established to collect and analyze crime statistics "in support of national, State, and local justice policy and decision-making." Users include governors, crime policy makers, attorneys general, correction officers, police, court officers, and state regulators.
NASS, ERS	NASS administers the collection and publication of national and state agricultural statistics. The largest user of NASS data is the Economic Research Service (ERS) of USDA, which publishes reports on all aspects of the agricultural economy of the U.S. and other countries. Another important use of NASS data is in commodities trading.
SOI (IRS)	Tax analysts in Treasury are major users of statistical reports from SOI, which are critical for tax research and for estimating revenue. The Congressional Joint Committee on Taxation and the Bureau of Economic Analysis (BEA) also use SOI data extensively.

EXHIBIT 3-2

TYPES OF STATISTICAL INFORMATION PROVIDED BY SELECTED FEDERAL PROGRAMS

<u>Type of Information</u>	<u>Examples</u>
Periodic censuses and surveys	<p><u>Census Bureau.</u> Censuses of population, housing, business, agriculture, transportation, and government.</p> <p><u>BJS.</u> Data series indicating the data indicating the prevalence and attributes of crime, juvenile delinquency, and civil disputes.</p> <p><u>NCES.</u> Annual data on public schools, higher education, students, and indicators of educational effectiveness such as test scores and resources in schools.</p> <p><u>BEA.</u> National income and product accounts; balance of payments and associated foreign investment accounts; input-output accounts; wealth accounts; and personal income and related economic series.</p> <p><u>HUD.</u> Data series on national, regional, and local economic and housing market conditions.</p>
Administrative data	<p><u>ORS.</u> Statistical information on all social welfare programs administered by the Federal government.</p> <p><u>SOI.</u> Annual income, financial, and tax data based on individual and corporate income tax returns.</p>
Special studies	<p><u>ERS.</u> Analyses of agricultural and rural policy issues of concern to Congress and the Administration.</p> <p><u>SOI.</u> Special studies of estate gifts and tax-exempt organizations.</p>

EXHIBIT 3-2 (continued)

TYPES OF STATISTICAL INFORMATION PROVIDED
BY SELECTED FEDERAL PROGRAMS

Type of Information

Examples

Forecasts

NASS. Estimates of future farm production. Forecasts of demand for seasonal workers, required to implement the Immigration Reform Control Act.

BEA. Forecasts of economic developments based on measures such as surveys of business investment.

EXHIBIT 3-3

FORMS IN WHICH STATISTICAL INFORMATION IS PRESENTED BY SELECTED FEDERAL PROGRAMS

(Note: Most programs publish data in several different forms. The examples below serve to illustrate specific forms.)

Form of Presentation

Examples

Microdata

SOI. The SOI Division provides tax analysts in Treasury with computerized microdata for analysis.

NCHS. NCHS makes data available through an extensive set of public use data files. Most data tapes contain microdata to allow researchers to aggregate findings in whatever format is appropriate for their analyses.

Statistical abstracts

Census Bureau. Comprehensive summaries of statistics in all areas addressed by the Census Bureau are published in the Statistical Abstract of the United States.

ORS. ORS publishes data in the Annual Statistical Supplement to the Social Security Bulletin, which is the most detailed and comprehensive source on the United States' social insurance and social welfare programs.

NCES. The Digest of Education Statistics has been published 23 times since 1962 and draws on data collected by the National Center for Educational Statistics and many other sources.

Reports and technical releases

HUD. Two major publications are the Annual Housing Survey and the Housing and Marketing Reports series.

EXHIBIT 3-3. (continued)

FORMS IN WHICH STATISTICAL INFORMATION IS PRESENTED
BY SELECTED FEDERAL PROGRAMS

(Note: Most programs publish data in several different forms. The examples below serve to illustrate specific forms.)

Form of Presentation

Examples

BJS. BJS Bulletins present the latest information from continuing BJS series; BJS Special Reports focus on specific topics in criminal justice; BJS Technical Reports address issues of statistical methodology; BJS Annual Reports present the latest statistics and summarize BJS activities; and the BJS Report to the Nation on Crime and Justice, was published in 1984 and 1988.

NCES. The Condition of Education has been published annually in response to the report of the National Commission on Excellence in Education to describe the "health" of the educational system.

BEA. BEA data are published in two monthly publications, the Survey of Current Business and Business Conditions Digest.

Analyses

ERS. Publications total 25-30,000 pages each year and include professional and trade journals including The Journal of Agricultural Economics Research as well as several magazines.

4. INDEPENDENCE OF THE DATA

4.1 Introduction

The value of the data that is produced depends upon the public perception of its scientific validity, hence its scientific independence. This must be the primary concern in the establishment of a statistics center. The data requires independence in its production and in its publication. This point was stressed by most of those interviewed. Their advisements are given here to emphasize this point.

"Independence of the data and its release is the most important thing." (Norwood, Bureau of Labor Statistics)

"Independence is absolutely essential for credibility. The director must not be beholden to the Departmental head. EPA will have to make a tough decision, they must be reconciled to the notion that they may not like the statistics produced, but the statistics must come out anyway." (Schlesinger, Bureau of Justice Statistics)

"If you don't make it so your data is trusted, there is no use putting it out. You must separate statistics from regulatory function to ensure data's integrity and the public perception of its integrity." (Reinsel, Economic Research Service, USDA)

"The people who use our numbers know they're put together by career people. Public perception of integrity is important. This is useful all around since the political appointees in government in their own self interest want us to be free of politics - not to muck up what the public sees as objective." (Young, Bureau of Economic Analysis, Commerce)

"There is a long tradition of no interference by the policy people because this course protects the integrity of the statistics... It is important that Congress continues to look at Census as a neutral fact-finding agency for policy makers and the public." (Waite, Census Bureau, Commerce)

The independence of the data is mandated in the following section of the statute establishing the Energy Information Administration of the Department of Energy:

"The Administrator (of the EIA) shall not be required to obtain the approval of any other officer or employee of the Department in connection with the collection or analysis of any information: nor shall the Administrator be required, prior to publication, to obtain the approval of any other officer or employee of the United States with respect to the substance of any statistical or forecasting technical reports which he has prepared in accordance with law."

The two basic requirements for data independence are given in this statute - independence in the collection and analysis of the data, i.e. in the programs of a statistics agency, and independence in its publication.

4.2 Independence of the Program

A limitation on the free flow of informative statistics can occur well before publication at the decision point of whether to fund the collection or compilation that will produce the data, i.e., the statistical center's program and its enabling budget. There was divergence among those interviewed in their perceptions of program autonomy. The major factors that were identified the most often as helping agencies achieve this type of independence are presented below:

1) Statutory definition of the program

When specific data collection functions are mandated by law, there is leeway only in the procedures for fulfilling the legal requirements. Under budget pressure these included reduced staff to do the same work, reduced sample size thereby increasing error, reduced survey frequency, i.e. biennial instead of annual survey.

2) Statutory independence of budget

When Congress votes budget funding for specific parts of the program, those parts are assured to be included. Those statistics agencies whose programs are partially or entirely line items in the Departmental budget have greater autonomy in determining what studies they will conduct and what data they will gather.

3) Relative autonomy of director within the parent department

While there was no question that autonomy of the director is a strong factor in independence of the data and program, there was a divergence of views as to how best that can be obtained. On the one hand the Director of BJS, a political appointee, said that the center whose model follows a broader mission should have a "strong director appointed by the president, with independent granting and personnel authority." Other officials indicated that career managers were preferred because they were more likely to be technically knowledgeable and scientifically unbiased.

Clearly, the more direct the reporting line between the director and the Department head, the greater the independence. The Director of BJS stressed that, although he reports through the head of the Office of Justice Programs to the Attorney

General, he is not under him. The Commissioner of BLS stated that the placement of the statistics agency is most important, emphasizing that she has the rank of Assistant Secretary, and hence reports directly to the Secretary.

Exhibit 4-1 shows the reporting paths for the heads of the 12 statistics agencies covered in this paper. The placement of each agency within its home Department is shown in the organizational charts given in Appendix B. In two cases the head of the statistics agency reports directly to the Department Secretary (BLS, AIE). The heads of six of the agencies have just one reporting level themselves and the Department head (NASS, ERS, Census, BEA, NCES, BJS). while the remaining four have two reporting levels between themselves and the top (NCHS, ORS, HDA, SOI). However, three of these four statistics agencies are in huge departments, and their heads are within one reporting level of the chief official of their "sub-departments" - the Public Health Service, the Social Security Administration, and the IRS.

4) Primacy of statistics in the mission of the parent organization

When the mission of the parent organization has little need for statistics, such as the processing of income tax returns (IRS), or the payment of benefits (SSA), the statistical centers that simply use the by-products of the primary mission - the "administrative data" - have difficulty competing for budget resources for their programs. In the opposite case where the statistical aspects are primary, such as the Census Bureau, budget requests for specific statistical programs have high profiles within the total budget picture. This factor affects the ability of an Agency's to formulate its own programs, imposing considerable constraint in the first case.

5) Influence of users of statistical center's products

Users of a statistical center's products within the same Department, and even in other statistics agencies, will back funding for the center's programs even at the expense of their own funds, if their need for the product is sufficient. However, this can be at the expense of some independence in defining the center's program (SOI).

Extensive networking is done by some agencies that have been successful in developing advocates for their programs. (Census, SOI, NCHS). NASS has "50 political advocates" in the State Agricultural Departments it serves. This builds a protective shell around those components of their programs.

4.3 Independence of Publication

Independence of the data is by limited in a more direct way by controlling its release or publication. But because this approach is less ambiguous than limiting program independence, it is easier to regulate by statute. OMB guidelines for statistical data were cited by several of those interviewed as the basis for limitations on political review of data release. Discussions with, and material sent by, OMB's Statistical Policy Office indicate that the applicable guidelines are the revision of Guideline #3 in 50FR38932, September 25, 1985, and Directive No. 4, titled "Prompt Compilation and Release of Statistical Information," which supersedes OMB Circular No. A-91. According to an OMB official, J. Coffey, the intent of these documents is to minimize the time between production and release of the data in order to avoid any tampering with it.

Some of those interviewed stated firmly that there was no political review of data releases, even in the absence of a formal data release procedure, or that any political review was only a formality.

"There is no political review. A list of forthcoming reports is sent to the politically appointed Assistant Secretary, but there has never been a rejection." (Reinsel, ERS)

"We have independence of publication, since only career staff see the data before it's released." (McGough, HDA)

"We have independence of publication of the data. The Justice Department likes most of the statistics, but not all, but they still can't do anything about it." (Schlesinger, BJS)

The Commissioner of the Bureau of Labor Statistics (Janet Norwood) has established, over her ten years in that position, a data-releasing procedure that is a model for insuring the integrity of the data. Before the data is issued, she and her staff have a review meeting that is strictly in-house, at which the written release and her written testimony to Congress are reviewed by all, arguments heard, and then sent directly to the printer. While the President receives the report via his representative - the Chairman of the Council of Economic Advisers - the day before public release, neither may comment until one hour after the release. The Secretary of Labor first sees the data at a briefing in the half hour before its release to the press.

In addition, there is a half hour embargo on the data release to the public by the press, so that professionals in BLS, including the Commissioner, may answer questions concerning the interpretation of the data. This is considered to be important to

ensure correct transmission of the data to the public.

Because data released by the National Agricultural Statistics Service are forecasts rather than survey results, and hence have excessive effect on the commodities market, statutory guarantee of the independence of statistical data release is embedded into the whole process of developing crop estimates and releasing them to the public. By law, following sequestered deliberations of the Crop Reporting Board, the politically appointed Assistant Secretary can see the results only during a 15 minute briefing prior to their release. He may withhold their publication only by going immediately to the press room with his reasons.

4.4 Recommendations for EPA

In structuring the organization of a Bureau of Environmental Statistics, assuring public confidence in the data should be the primary consideration. Without it, the consensus is that the enterprise would serve no useful purpose. The Bureau should take its place with the other Federal statistics agencies in the credibility and confidence with which its output is regarded.

Like the existing twelve Federal statistics agencies, the Bureau of Environmental Statistics should be part of the headquarters of the appropriate department or agency. It should be located in Washington, D.C. or its immediate surroundings, as are all the other statistics agencies, in order to make efficient and maximum use of the resources that are critical to the quality of its product and program. These include the following:

- 1) The centrality of the infrastructure of a national headquarters is essential to coordinating the needs and information coming from the Regional centers and from State organizations;

- 2) Location convenient to the other Federal statistics agencies is necessary to making full and efficient use of potential cooperative programs and joint surveys with them; (e.g. pesticides residue surveys with NASS agricultural surveys, radon surveys with Census and HUD housing surveys, exposure surveys with NCHS health surveys);

- 3) Convenience to the concentration of national scientific organizations and professional associations enables more effective utilization of the broad range of expertise they have to offer.

It should be emphasized that a Federal statistics agency is neither a computer center nor an academic center. Due to

modern communications technology, it need not be attached to a major computer facility (several of the statistics agencies have their large computer facilities in the midwest). Neither is close proximity to an academic center an advantage, since that might tie it too closely to only one or two universities, limiting its scope of scientific consultation. Instead, a Federal statistics agency needs to be in the national capital, close to the policy makers and other users of its products.

While the Bureau should reside within the EPA as its logical home, its independence should be guaranteed by statute both with regard to data publication and to budget. An excellent model is the statute for the Energy Information Administration, quoted in a previous section. The budget for a Bureau with this mission should be mandated by Congress, with funding for specific ongoing series as their importance becomes established over time.

The position of the Bureau within the EPA should be consonant with the requirement of independence of its program. It is essential that its program be disassociated from the EPA's regulatory functions or monitoring processes that support them, in order to guard against bias or perceived bias in the data. (Reisel, ERS; Norwood, BLS) Of course, as with other statistical centers, the "administrative data" that is collected in the process of carrying out EPA's regulatory mission may be used by the Bureau with the proper checks and controls.

This requirement for independence points to the BLS model, i.e., placing the Bureau directly under the Administrator, with its director reportable only to the Administrator. The Commissioner of BLS attends staff meetings, and, while she does not participate in policy discussions, she knows what is going on in policy and is not "out of the policy loop." This permits the Bureau to have a more informed picture of its broader mission and to be a more effective part of the Labor Department. Similarly, a broader and up-to-the-minute knowledge of the concerns of the EPA would increase the effectiveness of its Statistics Bureau.

Although 8 of the 12 heads of these statistical centers currently are career employees, the trend is toward political appointment, but with statutory requirements of professional competence, since the most recently constituted or reconstituted centers (BJS, NCES, EIA) follow this model. The successful role of the current Commissioner of the Bureau of Labor Statistics has inspired the most recent developments in defining the position of director of a Federal statistics center. In particular, the position of director of the National Center of Education Statistics will go from a career position to a presidentially appointed Commissioner in 1991. By the same statutory decree, the Commissioner is required to be specifically qualified by reason of extensive knowledge of the National Center's programs and special expertise in the field. The statute also sets the

Commissioner's 4-year term of office to overlap presidential terms by only 2 years, thereby decreasing the political factor in the presidential choice.

The model of statutorily-guaranteed data independence in the establishment of the EIA is recommended for the Bureau of Environmental Statistics.

The model for the position of its director, whether political appointee or career employee, should entail as much independence and as close a reporting line to the Administrator as possible. If the position is by political appointment, the statutory constraints in the NCES case, i.e. specific professional qualifications and staggered term, should be included. In addition, the BLS model should be used, in which the Commissioner is appointed by the president with the Senate's consent, but the appointment is not "at the pleasure of the President", thereby allowing only malfeasance as cause for dismissal. The term should be fixed, not less than 4 years, and staggered so as not to be concurrent with the Presidential term.

It was emphasized by several of the officials that, in the words of the Director of BJS, "a serious statistics center won't happen at EPA without Congressional support." The statutory role described in these recommendations is the sine qua non of the establishment of a Bureau of Environmental Statistics. The first step toward achieving Congressional interest and approval in the case of the NCES was a study by the National Academy of Sciences (NAS) that was commissioned by the Department of Education on the advice of the legally constituted advisory committee for the statistics center. A similar study by the NAS should be commissioned by the EPA for the following reasons:

- 1) The NAS has the capability of providing impeccable panels of experts to evaluate the situation;

- 2) The NAS is expert specifically in how statistics agencies should operate, what the standards of data quality should be, and what is the required professional level of staff;

- 3) Congress would pay close attention to any recommendations from a NAS study.

EXHIBIT 4-1

REPORTING PATHS FOR FEDERAL STATISTICS AGENCIES .

STATISTICS AGENCY	HEAD OF STATISTICS AGENCY	INTERMEDIATE LEVELS		DEPARTMENT HEAD
NASS	Administrator (Career)	Assistant Secretary for Economics		Secretary of Agriculture
ERS	Administrator (Career)	Assistant Secretary for Economics		Secretary of Agriculture
CENSUS	Director (Political)	Under Secretary for Economic Affairs		Secretary of Commerce
BEA	Director (Career)	Under Secretary for Economic Affairs		Secretary of Commerce
NCES	Commissioner (Career) (In 1991 Political)	Assistant Secretary for Educational Research and Improvement		Secretary of Education
EIA	Administrator (Political)			Secretary of Energy
NCHS	Director (Career)	Director of CDC	Surgeon General of Public Health Service	Secretary of Health & Human Services
ORS	Director (Career)	Commissioner for Office of Policy	Administrator of Social Security Administration	Secretary of Health & Human Services
HDA	Director (Career)	Deputy Assistant Secretary for Office of Economic Affairs	Assistant Secretary for Office of Policy Development and Research	Secretary of Housing & Urban Development
BJS	Director (Political)	Assistant Attorney General ¹	Associate Attorney General	Attorney General
BLS	Commissioner (Political)			Secretary of Labor
SOI	Director (Career)	Assistant Commissioner for Taxpayer Service and Returns Processing (Career)	Commissioner of IRS	Secretary of the Treasury

¹. Administrative Authority Only

5. BUDGET, STAFFING, AND INTERNAL ORGANIZATION

5.1 Introduction

The twelve Federal statistical programs examined in this report provide models for addressing issues about the prospective budget, staffing, and internal organization of a Bureau of Environmental Statistics. Key issues include:

- . How large a budget is required at present? What are potential sources of funding?
- . How should resources be allocated among potential data collection sources and other providers of statistical services, including Federal staff, state and local governments, and private industry?
- . How large should the Federal staff be? What professional specialties should be represented?
- . How should a Bureau of Environmental Statistics be internally organized?

This chapter discusses the practices of selected existing programs, as they pertain to these issues. Three sections follow: budget, staffing, and internal organization.

5.2 Budget

The Census Bureau exceeds all other agencies both in direct funding, \$453.9 million in FY 88, and in receipts from additional sources, which included \$88 million in FY 88 from other Federal agencies for reimbursable studies. The second largest agency, the Bureau of Labor Statistics (BLS), has less than one-half the direct funding of Census, \$217.9 million, and the other agencies examined in this report range in direct funding from \$9 million to \$61 million. (See Exhibit 5-1.)

Budgets of Federal statistical agencies reflect the agencies' roles as providers of services to users outside their own departments. With a few exceptions, the agencies examined in this report obtain funding not only from Congress but from at least one other source: state or local governments, the private sector, foreign governments, or other Federal agencies. A few programs receive funding from all of the above sources. Most of this additional funding is provided by other Federal agencies as reimbursement for special statistical studies performed upon request. State and local governments provide funds mainly to the National Agricultural Statistics Service (NASS) and to the Census Bureau to support survey research of state and local interest.

The Census Bureau receives most of the remaining outside funding, primarily from foreign governments as reimbursement for consulting services.

All of the agencies examined in this report purchase data collection and other services outside their agencies. As shown in Exhibit 5-1, these services are provided by state and local governments, the private sector, and other Federal agencies. Purchases outside the agency are a significant percentage of most statistical agencies' budgets, as shown in Exhibit 5-2.

According to a recent OMB study, resources for statistical programs and activities (including the 12 agencies discussed in this report and other major programs) have remained fairly stable in real terms during the 1980s. OMB reported that: "Decreases in some areas and increases in others mainly reflect policy and program changes that have created less demand for some kinds of data and analysis and greater demand for others." (OMB, 1988.) The OMB study reported that overall obligations for natural resource and environment statistics remained about level from 1985 to 1987, following several years of increases since 1980.

5.3 Staffing

The Federal statistical programs examined in this report range widely in staff size. The smallest are the National Center for Education Statistics (NCES), the Office of Statistical Research (ORS) in the Social Security Administration (SSA), and the Office of Policy Development and Research (OPDR) in the Department of Housing and Urban Development (HUD), each of which has a total of 130 to 140 staff positions. The HUD statistical group discussed in this report - Housing and Demographic Analysis - is a 9-person division in OPDR. The Census Bureau is the largest agency, with 11-12,000 staff positions, about one-half of which are permanent. During a decennial census year, the Census Bureau also employs as many as 400,000 temporary employees.

As shown in Exhibit 5-3, statistical agencies employ professionals in a variety of areas. Almost all agencies employ survey statisticians and mathematical statisticians. Economists are also found in most agencies because of the need for monetary evaluation of data results. Some agencies also hire staff with specialized backgrounds in the agencies' fields of concern: for example, epidemiologists at the National Center for Health Statistics; agricultural economists at the Economic Research Service (ERS) and the National Center for Agricultural Statistics (NASS), both in the Agriculture Department. At most of the Federal statistics agencies the professionals are predominantly Ph.D.-level, with some at master's-level.

5.4 Internal Organization

While a statistics agency's placement in its Departmental organization will influence the extent and independence of its program, its internal structure is influenced by its program.

The internal organization charts in Appendix B show a variation among the statistics agencies that matches the variation in the subject matter of their programs. It is clear that the internal organization in each case is structured on the agency's specific program areas. In some cases there also is a separate section for the computer services, although the Census Bureau finds this less efficient than assigning computer personnel to individual programs/sections.

In some agencies data collection and statistical analysis or subject research are in separate sections. In others there is a section for coordination with state and regional operations. Those agencies that are actively engaged in aiding developing countries to establish national statistical bases have a separate section for international programs. The larger the statistics agency and the more extensive its program, the more complex has been the development of its internal structure.

5.5 Recommendations for EPA

Staffing and Budget Recommendations

Although it is obvious that a statistics agency should be staffed by statisticians with academic credentials in the discipline of statistics, the shortage of professionals in this field has led to the practice of statistics by those with one or two "cookbook" courses. Statistics is a demanding discipline, and requires the same academic training, as well as experience in its application, as do other professions. Therefore, every effort must be made to staff the Bureau of Environmental Statistics with highly qualified mathematical and survey statisticians. They should be trained in the mathematical theory of sampling and survey design, and in stochastic processes and time series analysis. Some of the survey statisticians should have considerable experience in all the phases of carrying out a survey.

While some computer expertise would be needed, the major processing of the data would be done in a computer center that need be connected only electronically to the statisticians.

In its initial phase, just a small staff of statisticians would be needed in order to investigate thoroughly an appropriate and feasible national environmental data system - initial longitudinal series, their periodicity, potential sources of the data, users' needs, etc. The size of the staff would depend upon

the extent of the initial coverage of environmental media.

Besides the salaries and expense money to cover the staff, the major expense in the first phase would be travel expenses for the staff to visit the Regions and the State agencies. Detailed and extensive reports should be developed of potential users of needs and of potential suppliers resources. Contracting with States and with other Federal Statistics agencies should be investigated. The groundwork would have to be laid thoroughly and carefully before full scale data collection started. From this initial work, appropriate plans could then be made for allocating resources to the programs decided upon. Staff and budget size determination would be part of an interactive process in which potential program and cost and available resources would be brought into balance.

Internal Organization Recommendations

The internal organizational structure of the Bureau of Environmental Statistics should, of course, reflect a natural division of its program. For world-wide comparability and coordination, the Bureau's program should be compatible with the format of the data collected by the UN Economic Commission for Europe for its 1987 compendium of time series data and indicators of environmental quality, "Environment Statistics in Europe and North America." The following outline of appropriate sections is taken from the compendium:

1. Environmental Resources
 - 1.1 Land
 - 1.2 Soils
 - 1.3 Water
 - 1.4 Fauna, flora, habitats
2. Generation and treatment of waste residuals
 - 2.1 Emission of air pollutants
 - 2.2 Generation and treatment of solid and hazardous wastes
 - 2.3 Waste-water generation and treatment
3. Concentration of pollutants in environmental media
 - 3.1 Ambient air
 - 3.2 River water
 - 3.3 Wet acidifying deposition
4. Topical Issues
 - 4.1 Forest damage
 - 4.2 Urban air pollution
 - 4.3 Noise
 - 4.4 Lake protection
 - 4.5 Migratory species
 - 4.6 Fertilizers, pesticides

As the Bureau became established, an international activities section would be needed to coordinate the U.S. environmental data with those of neighboring countries, as well as with world data. Also, as the Bureau grows, one or two persons should be responsible for coordinating activities across the Bureau sections, so that their relationships with the regions and states would be efficient and not involve redundant requests or services.

A separate section for computer services is not recommended, but rather it is advised that computer personnel be distributed across the Bureau's sections and assigned consistently to the same specific programs. This would, in the long run, be more effective with respect to quality control, because of the programmer's familiarity with those data series for which his section is responsible.

EXHIBIT 5-1
SOURCES OF FUNDING AND PURCHASES OF SERVICES FOR 12 FEDERAL STATISTICAL AGENCIES

SOURCES OF FY 88 FUNDING (Millions of Dollars)						PURCHASES OF SERVICES (Millions of Dollars)		
DEPARTMENT	AGENCY	DIRECT FUNDING ¹	STATE/ LOCAL GOVTS.	PRIVATE SECTOR	OTHER FEDERAL AGENCIES	STATE/ LOCAL GOVTS.	PRIVATE SECTOR	OTHER FEDERAL AGENCIES

Agriculture	ERS	48.4	-	-	0.6	0.5	2.4	5.1
	NASS	61.2	1.1	0.1	6.1	1.1	26.2	0.2
Commerce	Census	453.9	1.6	14.4 ²	88.0	-	0.5	2.0
	BEA	23.6	-	0.4 ²	0.8	-	-	0.8
Education	NCES	27.5	-	-	0.5	0.2	17.3	4.0
Energy	EIA	61.4	-	-	7.6	-	38.2	1.3
HHS	NCHS	48.4	-	-	4.6	9.9	6.1	6.2
	SSA (ORS)	8.6	-	-	0.1	-	-	0.3
HUD	OPRD ³	13.6	-	-	-	-	1.1	12.6
JUSTICE	BJS	19.3	-	-	-	5.0	5.5	9.8
LABOR	BLS	217.9	-	0.4	10.0	60.7	17.0	36.8
TREASURY	IRS (SOI)	23.5	0.1	0.3	2.1	-	3.6	0.3

Source: "A Special Report on the Statistical Programs and Activities of the United States Government, Fiscal Year 1988," by The Statistical Policy Office, Office of Information and Regulatory Affairs, Office of Management and Budget, May 1988.

- 1 1988 net obligations. For the following agencies, budgets as enacted by Congress are the source for direct funding: ERS, NASS, Census, BEA, NCES, EIA, NCHS, BJS, and BLS. For other agencies, the source is the President's budget for 1988.
- 2 The funds received by Census and BEA from the private sector include funds from foreign governments of \$9.3 million and \$0.4 million respectively.
- 3 The Office of Policy Development and Research (OPRD) includes the Housing and Demographic Analysis Division, the main statistical agency of HUD.

EXHIBIT 5-2

TOTAL FUNDING AND PURCHASES OF SERVICES IN FY 1988
BY TWELVE FEDERAL STATISTICAL AGENCIES
(MILLIONS OF DOLLARS)

Department	Agency	Total Funding From All Sources Services	Total Spent on Purchased Services
Agriculture	ERS	49	8
	NASS	68.5	27.5
Commerce	Census	557.9	2.5
	BEA	24.8	0.8
Education	NCES	28	21.5
Energy	EIA	69	39.5
HHS	NCHS	53	22.2
	SSA (ORS)	8.7	0.3
HUD	OPRD	13.6	13.7
Justice	BJS	19.3	20.3
Labor	BLS	228.3	114.5
Treasury	IRS (SOI)	29	3.9

Source: OMB, 1988

EXHIBIT 5-3

STAFFING OF TWELVE FEDERAL STATISTICAL AGENCIES

Department	Agency	Staff in FY 1988	Staff Professionals
Agriculture	ERS	840 FTE; 600-700 Full-Time	Economists, including agricultural economists; econometricians; statisticians; sociologists; regional scientists
	NASS	1,000 Total	Agricultural economists; agronomists; computer programmers; agricultural statisticians
Commerce	Census	6,000 Permanent; 11-12,000 Total *	Economists; survey statisticians
	BEA	400 Total	Economists
Education	NCES	130 Total	Mathematical statisticians, survey statisticians; psychometricians
Energy	EIA	470 Full-Time	Statisticians
HHS	NCHS	500 Total	Survey statisticians trained in demography; M.D. epidemiologists; computer programmers; writers
	SSA (ORS)	135 Total	Economists; statisticians; computer programmers; sociologists
HUD	OPRD	140 Total	Economists; social scientists; sociologists; planners
Justice	BJS		Statisticians; criminologists; social science analysts
Labor	BLS	2,700 Total	Statisticians; survey statisticians; economists
Treasury	IRS (SOI)	475 Staff Years	Statisticians; economists

Source: Discussions with high-level administrative personnel in each Agency.

* However, up to 400,000 temporary employees may be in the field during the decennial census.

6. RELATIONSHIP WITH STATES AND OTHER NETWORKING

6.1 State Organizations

State organizations can be both users and suppliers of statistical centers' data. Some Federal statistics agencies have extensive interaction with state and local governments (NASS, NCHS, Census, BJS, BLS, NCES). The agencies have worked out various relationships for information-sharing with States and for exercising quality control over the data, as shown in the following examples:

NASS has formed cooperative agreements with every State Department of Agriculture, under which NASS has carried out many one-time surveys, and provided agricultural courses for them. In addition to approximately 1000 Federal employees, NASS has 230 State employees. NASS uses approximately 3,500 part-time enumerators through a private contractor hired by the National Association of State Departments of Agriculture, paid by a combination of Federal and State money. The States also pay salaries and provide office space and data collection and processing for the NASS program. The Administrator of NASS called the States their "most important backing resource - 50 political aides."

The NCHS has set up a cooperative statistics program with the State Centers of Vital Statistics to move towards common definitions and improved quality of the data, e.g., they used different coding systems for collecting health care data. The program is voluntary for those States that are not mandated to collaborate. Under reduced funding this program has been scaled back, but there are 10-12 State centers that continue to cooperate on matters of health promotion and disease prevention.

The BLS has a well developed Federal/State cooperative program in which it contracts with State Employment Security Agencies to collect data for the employment program, and with State Labor Commissions to collect data for the occupational safety and health program. They insure obtaining correctly standardized data by saying to the states "here are the deliverables, if you do it right you get paid." BLS' eight regional offices review the States' work and help them with increased technology. In addition, the regional and area offices collect data for business surveys directly from the business community.

State and local governments produce most of the data for the Bureau of Justice Statistics (BJS), and by statute the Bureau is directed to give primary attention to their problems.

While States and localities do their own collection of data on schools, the National Center for Education Statistics has

tried to fill the gaps and provide crosswalks to make the data fit standard definitions. The Federal Government now provides a good budget allocation to enhance this cooperation. The Council of Chief State School Officers is contracted to work through standardizing definitions, by sending a handbook of common terms to the States and asking which definitions were used. By negotiating with each state, they are producing either consensus definitions or crosswalks.

6.2 Other Networking

Besides the close relationships developed by some of the Federal statistics centers with their State and local users, similar bridges are built to other users of their data and services, thereby constructing very large networks of supporters as well as providers of valuable feedback to the programs.

The National Center for Education Statistics provides an effective model for addressing field concerns. In addition to convening users groups, NCES has commissioned papers from approximately 45 data users, including Federal and State officials and researchers. The Commissioner of NCES sent letters to several dozen associations, and received advice on data gaps, qualitative needs, and increased detail with disaggregation of data. The National Academy of Sciences called it such a good process that it should be institutionalized, and thus this querying is done regularly. During 1988, NCES convened 10 standing advisory panels totaling 105 members, plus 18 one-time meetings, to request advice from 379 individuals.

The Census Bureau, the National Center for Health Statistics, and the Statistics of Income Division in the IRS also have developed extensive outreach programs to learn more about their users' needs.

6.3 Recommendations for EPA

With the EPA's network of Regional Offices, there is a framework through which a Bureau of Environmental Statistics could work to reach the States and local communities in order to learn their needs for national data and for degree of detail in the disaggregated data. The models for building cooperation and service between a central statistics Bureau and the field are already given by several of the Federal statistics agencies, and their ideas could be adapted for use by an environmental statistics center. In particular, the BLS model, which involves 1) contracting with States to provide data paid for only on conformation to the required standardization, and 2) oversight by regional offices, could be adapted to EPA data collection by State Environmental Protection Agencies, with oversight by the EPA Regional Offices.

7. ADVISORY COMMITTEES

7.1 Introduction

The Federal government receives advice from the private sector through many types of committees that may be legally constituted or ad hoc, but provide a mechanism for public participation in determining policy or technical matters. It was very clear from the discussions with these officials that advisory and oversight committees of various types, whether statutorily decreed or less formally established, can be exceptionally valuable to the statistical centers that they serve.

7.2 Federal Advisory Committees Under FACA

Some of the statistics agencies (NCHS, Census, BLS, NCES) have advisory committees that operate under the provisions of the Federal Advisory Committee (FACA) Act of 1972 (PL 92-453), and function under the rules and oversight of the General Services Administration (GSA). In two cases (NCHS and NCES) the committees are Congressionally mandated. While the mandate for an advisory committee was eliminated in the 1984 reauthorization of the BJS and its advisory board dissolved, its Director has the authorization to appoint a new board.

Members of these advisory committees are chosen in different ways, most by the heads of the statistical agencies, but some by the committees themselves (BLS). Technically, they are all appointed by the Department Secretary, with varying degrees of intervention. In some cases presidential clearance may be exercised, even though not provided for in the statute.

Remuneration to committee members may include honorariums, per diem and travel expenses, or no recompense at all (BLS). Size of the committees also varies considerably, from 9 to 147 (Eldridge), with either 2- or 3-year terms of office. Staff support is provided by the statistics agency that is served.

These Federal Advisory Committees under FACA give advice on policy matters as well as technical problems, and because they do so, are required to be representative of the interested public sectors. In one case (NCES) the statute requires that no more than 4 be from the same political party. Under a new law advisory committees were to be given authority to establish standards to make sure that there was no political taint to the statistics produced by a federal statistics agency. However, the National Academy of Sciences said that this type of group cannot establish standards themselves, but can review and advise on how overall standards can be achieved without political influence.

7.3 Advisory Groups of Federal Statistics Agencies

National Center for Health Statistics

Officials at the NCHS highly praised the support they receive from their statutorily mandated advisory committee - the National Committee on Vital and Health Statistics - and they advised that EPA look to its authority and operation as a model for an advisory committee to a Bureau of Environmental Statistics.

This committee was originally viewed as a committee to advise NCHS on technical problems and was composed mainly of mathematical statisticians. In the mid '70's it was established by law as being advisory to the Secretary of DHHS and mandated to address all issues related to health statistics. Because of its broader mission, its composition now is mixed, with members who, preferably, are specialists in more than one of the related professions. Their appointment is an interactive process between the Secretary and the NCHS, the latter submitting a panel of nominees to cover an area of need. The committee's composition now is much more policy-oriented and the members select problems to address that are not just NCHS issues, but may pertain to other sectors of DHHS, such as the Health Care Financing Agency (HCFA).

The committee acts as ombudsman for the NCHS, promoting its interests within and outside the Department, and provides the structure with which to interact with the private sector and through which to participate in international collaboration.

Census Bureau

The Census Bureau is so large that it has a whole battery of advisory groups, of which their 9 advisory committees under FACA are "just one wing." Four are associated with professional associations the American Statistical Association (ASA), the American Economic Association (AEC), the Population Association of America (PAA), and the American Marketing Association (AMA). Committee members are chosen by the presidents of these professional organizations, from lists drawn up by the Bureau Director. The Census Advisory Committee of the ASA, for example, reviews the planning of censuses and surveys as well as the policies and procedures of the Bureau's programs as a whole. The AEC committee reviews the censuses and surveys with economic content, and advises on the role of economic analysis within the Bureau's programs. Once a year the four professional committees meet in a plenary session, and then, for one and one-half days, the committees meet individually or in pairs on specific topics, with predetermined agendas and prepared papers.

Census has also a specific subject committee, the

Agriculture Advisory Committee, whose members are suggested by all the major agriculture associations, and whose one government member is the administrator of NASS. This committee advises on the Bureau's agricultural surveys, the kinds of information to be obtained, and the data needs of the users of the resulting statistics.

In addition to the remaining four FACA committess, all constituted to advise on improving census counts of minorities, the Census Bureau it has committees that were organized by the users of their data, such as foreign trade statistics, or housing surveys. These outsider committees are official and give advice on ethnic, racial, social, and political matters. The officials at Census highly recommended this form of networking and added that "the open book works best."

National Agricultural Statistics Service

The National Agricultural Statistics Service has its Crop Reporting Board, whose advisory functions, described in an earlier section, are critical to NASS's procedures for carrying out its mandate.

National Center for Education Statistics

The Advisory Council to the National Center for Education Statistics played a crucial role in recognizing the severity of the NCES' decline, and in requesting the NAS study that instigated the statutory basis for its re-emergence as a strong statistical center. The Advisory Council by statute is required to have 7 public members chosen by the Secretary, without specifying how he was to choose them, and 4 identified by the statute: the Commissioner of the Bureau of Labor Statistics; the Director of the Bureau of the Census; the Chairman of the National Commission on Library and Information Sciences; and the Assistant Secretary for Education Research and Improvement (the head of NCES's home Office). The Council reviews the program and policies of the Center, and is responsible for establishing standards for the quality of the data and statistical analysis, and for ensuring that they are not subject to political influence.

This Council was reconstituted 3 years ago by the Secretary and Assistant Secretary to obtain a broad spectrum of higher level professionals. While it is now a very good group, it has only two statisticians, and the Director of NCES would like to establish a more technical advisory group, similar to the one used by the Energy Information Agency.

Energy Information Administration's "Utilized" Committee

The officials at Census and at NCES both pointed to the EIA

technical advisory panel as a desirable model for obtaining high level technical advice. In the year that EIA was established, 1978, the Director asked the ASA to set up an advisory panel of statisticians to deal with difficult questions in statistical theory. The panel members were of a very high calibre, presenting prepared issue papers at meetings. Their professionalism gave a high standing to EIA in the statistical community early in its establishment. This type of committee is now called by the GSA a "utilized committee," because it is an ASA committee, made up only of ASA members appointed by the ASA, and the EIA has no control over it "officially." However, the Administrator of EIA can and does attend meetings and has the right to close a meeting if he feels the discussion is inappropriate. In contrast to the other advisory committees, a utilized committee is not allowed to address policy measures.

For the EIA, the composition of this panel of statisticians is chosen from industry and academia to cover the energy program areas - coal, gas, oil, nuclear energy, as well as general statistical expertise. The Agency prepares technical papers in advance of the meeting, and everyone who wants to reads them. One or two are invited to be formal respondents to the presentations at the meeting, which is recorded and a transcript produced by EIA. The Agency also prepares formal responses to the panel. At the meetings the Administrator informs the panel about new projects, Congressional requests, and rearranged priorities, and there is joint decision on future topics. According to one committee member, "there is tremendous cooperation and respect between the Agency and the panel."

Bureau of Labor Statistics

The BLS has dual sets of advisory committees under FACA, one for labor and one for business. Each set consists of a parent advisory council and 6 supporting committees that reflect the specific program areas of BLS. The Labor Research Advisory Council advises on technical statistical problems, consults on the programs, and provides the labor union viewpoint. The Business Research Advisory Council advises on technical matters of data collection from business establishments and its analysis and reporting, as well as providing the viewpoints of business and industry users the data.

Since the labor and business committees usually disagreed with each other, the Commissioner put together a subcommittee of members from both. The members are all technical professionals, work hard, and are unpaid, even for travel expenses. While technically they are Secretarial appointees, actually, each group nominates and chooses its members themselves, and ensures their credentials as labor and business economists.

Instead of technical or "utilized" committees, the BLS

Commissioner prefers to pay experts with specific subject matter specialities for 3 days a week of their time to write papers on a particular issue, then bring them together to discuss what they've found. This is not expensive, costing 3 to 4 thousand dollars for 5 or 6 people.

7.4 Recommendations for EPA

It is clear that the Agencies have made valuable use of several types of advisory groups. The official Federal Advisory Committees provide a broad scope of services, consider policy questions, form an official link to outside interests, and serve as a creditable ombudsman for the Agency's interests. The technical or "utilized" committees are needed to address increasingly complex issues in statistical methodology. Therefore, provision in the statutory establishment of a Bureau of Environmental Statistics should be made for one or more Federal Advisory Committees under FACA, and funding for a technology panel should be considered in any proposed budget, either as a "utilized" committee from the American Statistical Association, such as in the EIA model, or as paid individuals who are convened on specific issues, as is done at BLS.

The BLS model of dual sets of advisory committees is particularly appropriate to the needs of an EPA statistics agency with its mission to consider both environmentalists and industry. Dual sets of advisory committees representing both groups would be established for each program area, and, given their strong interests, would probably serve without pay as do the business and labor advisory committees to BLS.

APPENDIX A

SUMMARY REPORTS OF INTERVIEWS WITH OFFICIALS OF TWELVE FEDERAL STATISTICS AGENCIES

NATIONAL AGRICULTURAL STATISTICS SERVICE

DEPARTMENT OF AGRICULTURE

**NATIONAL AGRICULTURAL STATISTICS SERVICE, U.S. Agriculture
Department (USDA)**

I. Products, Benefits, and Programs

The National Agricultural Statistics Service (NASS) administers the collection and publication of national and state agricultural statistics, including data on current year crops, livestock, poultry, dairy, prices, and other aspects of the agricultural economy. NASS data are published by the Agricultural Statistics Board (ASB), which maintains computer data bases of long-term data relating to crop acreage, yield, and production, hog and cattle inventories, grain stocks, and county estimates for many crop and livestock items.

Farm production estimates are a major NASS program. Based on a sample of farmers surveyed in March, NASS issues an "intentions report" on crops that farmers expect to plant. A larger survey is conducted in June to determine what actually was planted. In August, another survey is conducted to estimate anticipated yields. Production is forecast for most crops at that time. The forecasts are updated in September, October, November, and December, and finally in January for citrus. A separate survey is conducted to produce a status report on stored grain.

A major user of NASS data is the Economic Research Service (ERS) of USDA, which publishes reports on all aspects of the agricultural economy of the United States and other countries.

In addition to crop forecasts, NASS conducts a wide variety of other projects. The most important include the following:

- . NASS provides the rural portion of the Consumer Expenditure Survey, coordinating base weights with the Bureau of Labor Statistics (BLS).
- . Agricultural labor is not covered by BLS but by NASS. NASS does a quarterly labor survey covering the number of farms and the wage rates paid to farm labor for the Labor Department, which uses this information to determine what the "adverse effect" wage rate must be (rate paid to H2A workers in order not to drive down overall wage rates.)
- . To meet requirements in the Immigration Reform Control Act, NASS forecasts demand for seasonal workers, based in part on crop production forecasts.
- . NASS provides statistical consulting services to other groups within USDA, including the Food and Nutrition Service and the Human Nutrition Information Service, as

NATIONAL AGRICULTURAL STATISTICS SERVICE (continued)

well as to farmers' cooperatives.

- . NASS assists the U.S. Agency for International Development (AID) and the World Bank as well as the United Nations Food and Agriculture Organization (FAO). NASS staff have participated in establishing centers for agricultural statistics in several countries.
- . NASS studies sometimes address environmental issues. For example, NASS cooperated with EPA in performing a survey for ERS to estimate pesticide contamination of water. NASS has also surveyed fuel tanks for EPA.

While NASS collects primarily national and state-level data, the Agricultural Stabilization Conservation Service (ASCS) of USDA supports the collection also of county-level data by NASS. The county-level data are used by ASCS to calculate crop yields within counties, which are required to calculate the price supports to farmers. Monthly price reports from NASS containing prices received and paid by farmers are also used in determining price supports.

The functions of NASS most overlap those of the Bureau of the Census, which performs a census of agriculture every five years. Their work is also complementary, since Census uses data from the NASS probability survey as a basis for estimating the incompleteness of the five-year census of agriculture.

NASS does one-time surveys or complete crop counts paid for by individual state agencies or industries. The Florida citrus growers voted a tax on every box to pay for their biennial survey of oranges, and in California the agricultural industries paid \$1 million for their data collection. Altogether, NASS does \$15.6 in reimbursable surveys, in which they are required to obtain estimates that are within 2% accuracy.

Some of the data they use is "administrative data" that is collected by inspectors in the course of their work.

II. Legislative Authority

NASS was established in 1961 as the Statistical Reporting Service, along with the ERS. The principal authority was the Agricultural Marketing Act of 1946.

Publication of their data is highly regulated by statute, not only the exact data series and times of release, but the protocol of secrecy surrounding their determination and release, and the built in independence from political influence. For each set of crop estimates, a Crop Reporting Board, established by law in 1905,

NATIONAL AGRICULTURAL STATISTICS SERVICE (continued)

and continually reconstituted with temporary members from the Department and from the field, deliberates under severe cloistering (locked doors, secured blinds, disconnected phones) from 3AM to 3PM. The politically appointed Assistant Secretary is

permitted to see the results only during a 15 minute briefing before public release. He can stop their publication only by going directly to the press room and giving his reason.

III. Organization

NASS is one of three statistical agencies within USDA with budget independence, the others being ERS and the World Agricultural Outlook Board. The three agencies all report to the Assistant Secretary for Economics, who is appointed by the President. The Office of Energy and the Economic Analysis Staff, which also report to this Assistant Secretary, are funded from the NASS budget.

NASS is divided into Programs and Operations. Under Programs are the Statistical Standards Staff, the Estimates and the Data Management Divisions, and the Agricultural Statistics Board Staff. Under Operations are the Research and Applications Division, the State Statistical Division, and the International Programs Office.

The State Statistical Division has oversight responsibilities over the extensive network of cooperative agreements with every State Department of Agriculture, and with the their national association (NASDA).

IV. Personnel and Budget

NASS has a staff of about 1,000. In addition, about 230 state employees are paid with NASS funds through cooperative agreements with all 50 state departments of agriculture. These cooperative agreements enable NASS to fund programs that otherwise would not be undertaken because of Federal staffing ceilings.

The surveys that support the annual crop production forecasts by NASS are undertaken by about 3,500 enumerators whose part-time contracts are administered by the National Association of State Departments of Agriculture and are funded by the Federal government as well as by the States.

NASS is staffed by agricultural economists, agronomists, and computer programmers, many of whom are sent to training programs in statistics by NASS and frequently earn master's or PhD degrees.

Some staff members have the title "agricultural statistician," the equivalent of survey statistician.

NATIONAL AGRICULTURAL STATISTICS SERVICE (continued)

NASS has budgetary independence from other organizations within USDA. NASS' proposed budget authority of \$64.1 million in FY 89 is \$2.9 million above the FY 88 budget. The additional funds will be used to initiate new agricultural labor survey activities in response to the Immigration Reform and Control Act of 1986. They will also pay increased costs of other statistical work.

NASS has lost approximately 9 percent of its budget in real terms since 1980 and has been forced to reduce its staff by approximately 17 percent since then. Curtailed projects included NASS work on many commodities and on aquaculture. Another result of staff cutbacks is that peak workloads sometimes require staff to work 18-hour days. Since 1984, NASS has economized by charging fees for NASS publications; these fees have reimbursed the agency about \$1 million in postage and \$100,000 in other expenses. At the same time, there have been budget increases for certain activities, such as the new immigration studies planned for FY 89.

V. History

NASS is one of the oldest Federal statistical centers. In creating the Agriculture Department in 1862, Congress also established requirements for statistical reporting. The first crop report was published in 1863. Laws passed in 1905 set up the Crop Reporting Board, made up of temporary appointees from within Washington and in the states, which meet weekly and issue releases containing the latest crop forecasts.

NASS achieved the status of agency in 1961, having previously been a division or part of a bureau at various times. NASS received its current name in 1986; formerly, it was called the Statistical Reporting Service.

VI. Addenda

The definition of a farm, any unit that sells \$1,000 or more worth of its produce (1974), has strong political connotations because appropriations are based on the farm population of a state. Agriculture and Commerce must concur on any change in this definition. The number of farms is estimated once a year by NASS from a sample survey. These annual estimates indicate that about 15% of farms are missed in each 5-year census by the Census Bureau.

ECONOMIC RESEARCH SERVICE

DEPARTMENT OF AGRICULTURE

ECONOMIC RESEARCH SERVICE, Agriculture Department

I. Products, Benefits, and Programs

The Economic Research Service (ERS) is the primary analytical organization of the U.S. Department of Agriculture (USDA). ERS produces economic and other social science information as a service to the general public and to help Congress and the Administration develop, administer, and evaluate agricultural and rural policies and programs. ERS addresses a wide range of topics, including U.S. and world agricultural production and demand, effects of Federal farm policies, and agricultural institutions throughout the world.

The principal functions of ERS include research, situation and outlook analysis, and development of economic and statistical indicators. The situation and outlook analysis function entails periodic reports that analyze the current situation and forecast the short-term outlook for major agricultural commodities, agricultural exports, agricultural finance, agricultural resources, and world agriculture. ERS also analyzes specific issues requiring policy decisions by the Administration and Congress.

ERS publishes hundreds of documents each year, totalling 25-30,000 pages. ERS publications include the peer-reviewed professional journal, The Journal of Agricultural Economics Research, research monographs, situation and outlook reports, trade journals and several magazines.

The data used by ERS in its analyses come primarily from the National Agricultural Statistics Service (NASS), another statistics agency with budget independence in the USDA. ERS conducts small surveys from time to time; for example, ERS surveyed pesticide manufacturers on production volume. From 8 to 10 percent of ERS' budget is allocated to data acquisition, either directly from NASS or through jointly managed projects. An example is the Farm Cost and Returns Survey, which is funded annually with about \$1.5 million from both ERS and NASS. ERS also uses data from the Bureau of the Census.

ERS does not advise policy in its reports, but analyzes different options and their potential consequences. (Politically oriented position reports on the data are produced by the Economic Analysis Staff under the same Assistant Secretary.) Each ERS report goes through a clearance process that includes peer review by three to five individuals from ERS, the Economics Management Staff (another section under the Assistant Secretary for Economics), and the American Agricultural Economics Association. The World Agricultural Outlook Board, under the same Assistant Secretary, coordinates all of the economic releases by USDA to ensure consistency.

ECONOMIC RESEARCH SERVICE (continued)

There is no political review of their publications. They are "free to do objective data collection and the best analysis they know how." A list of forthcoming reports is submitted to the Assistant Secretary, but there never has been a rejection. Mr. Reinsel was firm in his statement that "if you don't make it so that your data is trusted, there is no use putting it out, the agency could not survive."

The work performed by ERS consists mainly of analyzing and forecasting demand and supply within agricultural markets, covering three general topic areas: (1) agricultural inputs, such as seed, equipment, and pesticides; (2) production, aggregated to state and regional levels; and (3) final demand, reflected in supermarket prices.

ERS also does studies using environmental subjects from an economic point of view, for example, using data on pesticide residues on crops in determining the economic consequences of banning a particular pesticide.

ERS complements NASS. NASS develops production and price statistics on a fast-turnaround basis, while ERS is responsible for performing analyses and making forecasts based on these statistics. ERS has the more flexible program of the two organizations, anticipating future policy issues that may require research.

II. Legislative Authority

ERS was established in 1961, principally under the authority of the Agricultural Marketing Act of 1946. After undergoing various transformations, it was re-established in 1981, as was the Statistical Reporting Service, which is now NASS. The mission of ERS is "to provide economic and other social science information and analysis for improving the performance of agriculture and rural America."

Only a few of the functions performed by ERS are statutorily mandated. One is research to support USDA's contribution to the national income and product accounts. In general, ERS has considerable discretion over its research agenda.

III. Organization

ERS is one of six divisions reporting to the Assistant Secretary for Economics, who is appointed by the President. The Administrator of ERS is a career civil servant with a doctorate in Economics.

Within ERS, there are four program divisions: Agriculture and

ECONOMIC RESEARCH SERVICE (continued)

Rural Economy, Agriculture and Trade Analysis, Commodity Economics, and Resources and Technology.

IV. Personnel and Budget

During FY 88, ERS had 840 full-time equivalents and a full-time staff of between 600 and 700, of whom about 120 are administrative staff. ERS has approximately 400 economists, including agricultural economists, a growing number of econometricians, and a small number of statisticians, as well as sociologists and regional scientists, who analyze the rural non-farm aspects of the economy. About one-half of the ERS analysts hold PhD degrees, and most of the remaining analysts hold master's degrees.

They recruit their personnel from the land grant universities, and also hire more from the outside world than does NASS, where they promote more from within.

Funding for ERS was \$48.2 million in FY 88. This was slightly less than funding for NASS, which has a larger field staff. For FY 89, the Administration proposes a funding level of \$49.8 million for ERS, an increase of \$1.6 million over the previous year. Most of the additional funds would be used for analysis of agricultural and labor immigration reform and for analysis of the effects of new technology.

ERS has unfilled staff ceilings but insufficient budget, the opposite of NASS, which has the funds but not the openings. They work closely with land grant universities in cooperative agreements to obtain help in the data collection and analysis. Like NASS, they are not a big contracting agency.

V. History

USDA's original concern was with data collection more than analysis. In 1922, the Bureau of Agricultural Economics was established, combining statistical research with economics into one organization, which was the forerunner of ERS. This organization began to assume a policy-making role in the 1940s but was dismantled by Congress under the 1949 Reorganization Act, and its functions dispersed throughout USDA. The various groups that resulted from the dismantling were reconstituted in 1961 as two entities similar to the current ERS and NASS.

ERS has undergone major staffing reductions, having a staff of 11-12,000 at its peak in the 1940s. Most of the recent changes have been done by internal Department memos under the authority of the Secretary, citing the 1949 act.

ECONOMIC RESEARCH SERVICE (continued)

VI. Addenda

Mr. Reinsel stated strongly that a bureau's statistics must be separated from the regulatory functions of its Department in order to avoid bias and maintain credibility.

CENSUS BUREAU

DEPARTMENT OF COMMERCE

BUREAU OF THE CENSUS, U.S. Commerce Department

I. Products, Benefits, and Programs

The Bureau of the Census in the U.S. Department of Commerce conducts statistical programs to describe the changing structure and characteristics of the nation's economy and population. The official statement of the Census Bureau's mission reflects the breadth and importance of census data:

"In its best interests, a civilized nation counts and profiles its people and institutions. Doing so ably and objectively is the abiding mission of the United States Census Bureau. We honor privacy, shun partisanship, invite scrutiny, and share our expertise globally. Striving to excel, we chronicle the Nation's past, describe its present, and illuminate its future."

The Bureau's mission is also an integral part of the goal of the Department of Commerce to "improve quality, scope, timeliness and availability of Departmental statistics and analyses."

The information provided by the Census Bureau is fundamental to the analytical and decision-making processes of government agencies responsible for monetary, work force, and other broad economic and social programs and policies. The Census Bureau conducts periodic censuses in the fields of:

- . Agriculture;
- . Population and housing;
- . Business, construction, manufactures, and mineral industries;
- . Transportation; and
- . State and local governments.

The Census Bureau also collects and publishes current data for many areas covered by the periodic censuses plus the official statistics on foreign trade.

Census Bureau programs provide essential information for analyzing a wide variety of topics concerning economic conditions; population growth, dispersion and characteristics; education; housing; and state and local government activity. Census Bureau data provide the basis for the apportionment of state legislatures, the determination of Congressional districts, the distribution of billions of dollars from Federal programs, and many other major decisions. As an example of the impact of census data on policy, Census Bureau officials cite the recent trade bill, which was proposed in part because of census data on the trade deficit.

BUREAU OF THE CENSUS (continued)

The Census Bureau also considers these types of data to be fundamental to the efficient operation of private business, labor, and other organizations engaged in economic and social decision-making.

The Census Bureau publishes comprehensive summaries of statistics in the Statistical Abstract of the United States. Additional forms in which census data are disseminated include reports, computer tapes, maps, microfiche, on-line information services, and PC disks. So extensive are the Census materials available in 1988 that their descriptions occupy a 392-page catalogue.

The Census Bureau's publications undergo in-house reviews and, in addition, reflect a considerable amount of external input. For example, leading economists frequently express their views to Bureau management.

Census officials consider it to be important that Congress regards the Bureau as a neutral fact-finding agency, responsive to the needs of the public and policy-makers. While they submit monthly reports on economic indicators and foreign trade to the President's designated representative (Chairman of the Council of Economic Affairs) and give extensive briefings to key officials within the Department well before public release, there has been a long tradition of no interference. It is recognized that political interference in reporting of this data would be "shooting oneself in the foot." But it is very important to recognize that this is a two-way street, and Census officials cannot make political statements and evaluations of their data.

II. Legislative Authority

Congress established a permanent Census Bureau in 1902. Most of the authorizing legislation pertaining to the Bureau's statistical programs is encompassed in Title 13 of the United States Code. The legislation tends to be extremely specific; for example, one subchapter concerns the collection and publication of statistics on cotton, including foreign cotton statistics. Other parts of the legislation address broader areas in which censuses must be performed (e.g., housing, manufactures), the frequency of the censuses, and the types of information to be collected.

III. Organization

The Census Bureau is one of four agencies in the Commerce Department under the Under Secretary for Economic Affairs, who reports to the Secretary and Deputy Secretary. The Bureau of Economic Analysis (BEA), which is discussed separately in this

BUREAU OF THE CENSUS (continued)

report, has the same organizational status as the Census Bureau.

Within the Census Bureau, only the Director is a political appointee. Below the Director is a Deputy Director and six Associate Directors, whose responsibilities are as follows:

- . Demographic programs;
- . Decennial census;
- . Economic programs;
- . Statistical standards and methodology;
- . Management services; and
- . Field operations.

Some programs administered by Associate Directors are divided into numerous areas, some of which are managed by Assistant Directors. Below the Assistant Directors are Division Chiefs, most of whom are SES.

Oversight responsibilities within the Census Bureau are concentrated in the decennial census program area, in which as many as 400,000 temporary employees are in the field during peak data collection periods. A separate organization, the 21st Century Decennial Census Planning Staff, reports directly to the Deputy Director.

Economists in the Economic Programs work closely with statisticians from the Statistical Research Division on problems such as seasonal adjustments and time series analyses. Within the Economic Programs area, most of the economists are also survey statisticians. Projects in which staff from different divisions collaborate are jointly managed and the staff are jointly evaluated by the directors in both programs.

The Bureau has a large (approximately 1000 employees) computer center is located in Indiana, where data from survey questionnaires are processed. Other programming staff are pooled in sections attached to the larger program offices. However, they are now moving away from the computer pool concept, and are assigning individual programmers to specific subject matter subsections to improve quality and efficiency of performance.

Advisory groups play an important role in the Bureau's operations although they are not part of the formal organization. These groups include:

- . Professional associations. The Census Bureau meets twice a year with committees from the American Economic Association, American Statistical Association (ASA), Population Association, and American Marketing Association. The committees are chosen by their

BUREAU OF THE CENSUS (continued)

associations' presidents. They meet for 1 1/2 days with a pre-determined agenda including a plenary session and then individual or pairs of committees meet on specific topics.

- . Agriculture advisory committee. Members are nominated by all major agricultural associations. One representative is sent by the National Agricultural Statistics Service (NASS) of the USDA.
- . The National Academy of Sciences, the National Science Foundation, and the NAS Committee on National Statistics.
- . Committees organized by users of census data. These include users of foreign trade statistics and housing. They provide advice on ethnic, racial, social, and political matters.

Census Bureau officials refer to the extensive activities of outside advisory bodies as "networking," and recommend that a statistical agency's operations be "an open book." The Census Bureau also engages in extensive outreach activities involving state and local offices.

IV. Personnel and Budget

The Census Bureau has a total of 11 - 12,000 employees, of whom 6,000 are permanent. The largest program is field operations; there are 12 regional offices, each with about 50 permanent employees, and 300-350 enumerators. A data preparation division is also part of field operations, which has a total of over 3,000 employees. The Economic Programs area has about 1,200 employees. The Demographic Programs area has about 700 employees, and Statistical Standards and Methods has about 120.

The Census Bureau is the largest Federal statistical agency. Its direct funding in fiscal 1988 was \$453.9 million, which dwarfs the funding of all other statistical programs. The second largest statistical agency is the Bureau of Labor Statistics, whose budget during fiscal 1988 was \$217.9 million.

The budget is made up of the following components:

- . Periodic censuses -- 65.3 percent;
- . Current demographic and economic indicators -- 17.3 percent;
- . Reimbursable studies -- 17.4 percent.

The Department of Labor is the largest Federal purchaser of services from the Census Bureau. The next largest are the Departments of Health and Human Services, Housing and Urban

BUREAU OF THE CENSUS (continued)

Development, and Justice. Other Federal agencies reimbursing the Census Bureau for services in FY 1988 include the Department of Education, AID, the Veterans Administration, USDA, the Department of Defense, National Science Foundation, Department of Energy, and Department of Transportation.

The proposed FY 1989 funding level of \$104 million for the Census Bureau's current programs provides an increase of \$9.2 million over FY 1988, an amount that will permit continuation of ongoing activities. In addition, a proposed budget increase for manufacturing statistics reflects the transfer of the Plant and Equipment Survey from the BEA to allow for closer coordination with other Census programs. A second proposed budget increase would provide resources for the Census Bureau to assume responsibility from the Social Security Administration for classifying new businesses into the SIC coding operation.

V. Addenda

Other statements by the Census officials:

"There is a strong network of Federal data people in the Washington area to be used as a resource."

"EPA must finally say that it is time for a statistics center to do something independent from EPA programs. There must be no reason to wonder if anyone manipulated the agency's published numbers."

"In considering the establishment of an environmental statistics bureau, formulate questions that address measurement of environmental quality, current inadequacies to be overcome, the statistical agency's most important clients."

BUREAU OF ECONOMIC ANALYSIS

DEPARTMENT OF COMMERCE

BUREAU OF ECONOMIC ANALYSIS, U.S. Commerce Department

I. Products, Benefits, and Programs

The Bureau of Economic Analysis (BEA) in the Department of Commerce is responsible for producing the principal statistical measures of economic activity in the United States. The most important of these measures are the national income and product accounts, summarized in the Gross National Product (GNP).

BEA prepares many additional economic measures, including the balance of payments and associated foreign investment accounts; the input-output accounts, which trace the interrelationships among industrial markets; the wealth accounts, which show the business and other components of national wealth; and personal income and related economic series by geographic area.

In addition, BEA provides measures relating to environmental change within the framework of the national economic accounts. Since the mid-1970s, BEA has collected and analyzed data on spending on pollution abatement by industrial sector. BEA takes a comprehensive approach within the context of GNP accounts, addressing cost to consumers, government, and business of environmental spending related to all media.

Only about 15 percent of the work of BEA is data collection, according to Allen H. Young, Director of BEA. The majority of the data analyzed by BEA are collected by other organizations. For example, the Internal Revenue Service provides data used to develop the national income and product accounts.

The agency's overall goal is to give "a clear picture of the U.S. economy" through these measures. To supplement the work on the national economic accounts, BEA prepares and analyzes other measures of business activity: for example, forecasts of economic developments are prepared from their own econometric models using data input from surveys of investment outlays and plans of U.S. business.

BEA data and analyses are used in the formulation of national fiscal policies. Business also uses BEA information in planning production, price, and investment programs. Other users include State and local governments, labor, universities, and research organizations. The analyses prepared by BEA are disseminated mainly through two monthly publications, the Survey of Current Business (including periodic supplements) and Business Conditions Digest.

BUREAU OF ECONOMIC ANALYSIS (continued)

II. Legislative Authority

BEA operates under various legal authorities. Most of these authorities are related to laws requiring or permitting certain types of studies to be undertaken. For example, authority for mandatory balance of payments surveys stems from the Bretton Woods Agreements Act and is contained in an executive order issued in 1949. The Trade and Tariff Act of 1984 provided for the mandatory collection of data on certain U.S. service transactions with foreigners.

III. Organization

Data collection leading to the national income and product accounts and, ultimately, the measurement of GNP, originated during the 1940s. BEA, formerly the Office of Business Economics, was one of four offices originally established within the Bureau of Foreign and Domestic Commerce in 1945. BEA's status has changed at various times. At present, the agency is a primary operating unit of the Department of Commerce, responsible to the Under Secretary for Economic Affairs. Among the seven primary operating units within the Department of Commerce (BEA, Census, NOAA, Patent Office, National Bureau of Standards, U.S. Travel and Tourism Administration, and National Telecommunications and Information Administration), BEA is the only one whose director is not a political appointee.

BEA's work was formerly coordinated with the work of the Bureau of the Census and of the Bureau of Labor Statistics by the Statistical Policy Office within the Office of Management and Budget (OMB). However, since 1980 this role has not been exercised, but BEA and Census do communicate and cooperate as arms of the same department (Commerce).

BEA has a semi-formal relationship with State Economic Development Offices through a regional program.

IV. Personnel and Budget

BEA has a staff of about 400. Most of the professionals on the staff are economists with doctorates or master's degrees.

BEA had a separate budget until the late 1970s, when it merged for budgetary purposes with several small units under the Office of the Under Secretary for Economic Affairs. At present, BEA accounts for approximately two-thirds of Economic Affairs' budget, but does not have its own budget. The FY 1989 budget is expected to be \$24.7 million, which will be \$1.1 million above

BUREAU OF ECONOMIC ANALYSIS (continued)

the FY 1988 level. The FY 1989 total includes \$1.7 million to maintain accurate GNP estimates in areas where recent changes in the economy and in data sources have been the most significant.

V. History

BEA and the Bureau of the Census are the two statistical centers in the Department of Commerce. They were equal in size in the 1960s, but now Census is 10 times the size of BEA. In spite of the downward trend in their funding since 1978, their program responsibilities have not been cut. Although productivity has increased, the reduced funding has brought a lack of necessary long-term research and development and some deterioration in the quality of their product. They are "starting to try to turn this trend around."

The budget cuts have precluded two planned projects, one was a state data study in which the states were interested, and the second was a study to relate their data on the cost to industries for pollution control measures with the quantities of pollutants actually removed. Since these costs represented "nonproductive investment" by industry, the second study was removed from their program. This important cost-benefit information could more readily be obtained in a cooperative project between the BEA and a Bureau of Environmental Statistics." (Currently, the Brookings Institute is investigating whether environmental spending is a drag on productivity.)

VI. Addenda

Mr. Young, a career government employee, emphasized that he makes changes in the Bureau's GNP determinations purely on a technical basis. He said "people who use our numbers know they're put together by career people. The public perception of integrity is important."

BEA maintains the integrity of its Survey of Current Business publication without intervention from the political appointees because the latter understand "it is in their own self interest not to muck up what the public sees as objective."

In Mr. Young's view, the advantage of a Federal statistics agency is that it generates respect and public trust and provides data that is necessary to informed policy decisions. But the agency must operate in such a way that it gains a reputation for objectivity and competence. In addition, such a center will attract professional talent to its staff.

NATIONAL CENTER FOR EDUCATION STATISTICS

DEPARTMENT OF EDUCATION

NATIONAL CENTER FOR EDUCATION STATISTICS, Education Department

I. Products, Benefits, and Programs

The mission of the National Center for Education Statistics (NCES) is to collect and publish statistics and other information on the condition and progress of education in the United States. The Department of Education intends the Center's activities to assist in making improved policy decisions about education. The Center's principal goal is to provide data support to policy at the Federal level; however, State and local decision-makers, parents, and the general public are also viewed as users of the Center's statistics. In the Center's view, "the broadest dissemination of the best information is critical to debate and decision."

Two continuing publications represent the culmination of much of the Center's work. One is The Condition of Education, which addresses a broad range of educational quality issues. Another is the Digest of Education Statistics, which has been published annually or biennially since 1962. Each publication is described briefly, below.

The Condition of Education. Responding to the 1983 report of the National Commission on Excellence in Education (A Nation at Risk), the Center began evolving a set of indicators to describe what it refers to as the "health" of the educational system. Examples of indicators include test scores and other measures of student performance, resources in the schools, and student characteristics, including racial and ethnic composition.

The data are published using a graphic format to convey statistical information in a nontechnical way to a general audience. Every year, the number of topics on which indicators are developed broadens. The Condition of Education draws on the Center's continuing statistical program as well as on other data collected within and outside the Federal government.

Studies conducted by the Center itself include annual surveys to collect statistics on public schools and on higher education; recurring sample surveys of recent college graduates; longitudinal studies of students; and the National Assessment of Educational Progress, which measures what students know in various subject areas. In addition, the Center is currently working with the Bureau of the Census to develop an expanded and improved database on elementary and secondary education, through linked surveys of school administrators, teachers, and parents.

Digest of Education Statistics, 1987. Twenty-three editions of the Digest of Education Statistics have been published since 1962. Like The Condition of Education, the publication draws on

NATIONAL CENTER FOR EDUCATION STATISTICS (continued)

data collected by the Center for Education Statistics but many other sources as well, both public and private. The Center has recently expanded the types of statistics reported and has improved the comprehensibility of the data by a non-technical audience through summaries and graphic presentations.

Data are reported in seven broad areas, described in chapter headings as follows: All Levels of Education, Elementary and Secondary Education, Postsecondary Education, Federal Programs for Education and Related Activities, Economic Outcomes of Education, International Education, and Learning Resources and Technology.

The main difference between the Digest of Education Statistics and The Condition of Education is that the Digest covers many more topics but with much less interpretation. To qualify for inclusion in the Digest, material must only be "nationwide in scope and of current interest and value." The Center compares the Digest to Statistical Abstract, while The Condition of Education both measures the size of the educational system and attempts to assess how well the system performs.

A major effort of the Center is to standardize data collected by states and localities. Educational institutions, including higher education, consider it important to have statistics on elementary and secondary education (e.g., enrollment, test scores) with which to compare their performance against comparable institutions. The Center fills in gaps in state data and, where it can, provides crosswalks among statistics gathered using different terminologies. The Center contracts with the Council of Chief State School Officers to work on achieving standardized definitions of the educational concepts that they are measuring.

The Center also conducts special studies, in addition to recurring surveys and studies. To develop special studies based on prospective users' needs, the Director convenes users groups, commissions papers, and solicits advice from professional associations. In FY 88, the Center convened 10 standing advisory panels comprising 105 members. Each advisory panel concentrated on a single program. A total of 380 persons were interviewed in 18 separate meetings on ways to improve data quality.

The Center's data collection activities and analyses are usually conducted independently of other offices within the Department of Education because most other offices are Congressionally mandated programs funded by specific types of Federal aid. The Center also abstains from evaluating Federal grant programs.

NATIONAL CENTER FOR EDUCATION STATISTICS (continued)

II. Legislative Authority

A precursor to the Center was established in 1867 as the "Office of Education," whose mission was to gather and disseminate data from the states on progress in education. Authorization for the Center is contained in the General Education Provisions Act:

"The purpose of the Center shall be to collect and disseminate statistics and other data related to education in the United States and in other nations. The Center shall... collect, collate, and from time to time, report full and complete statistics on the conditions of education in the United States; conduct and publish reports on specialized analyses of the meaning and significance of such statistics; ...and review and report on education activities in foreign countries," -- Section 406 (b) of the General Education Provisions Act, as amended (20 U.S.C. 1221e-1).

The Center had been out of the mainstream in the Department of Education until very recently, with a few exceptions. One exception was the National Assessment of Educational Progress (NAEP), which measures what students know, by subject area. The NAEP originated in 1964 when Congress required that an "equality of educational opportunities survey" be conducted. The survey work is performed by contractors, but the Center designed the survey, does the analysis, and publishes the results.

During the 1970s and early 1980s, the Center lost further ground. Even the National Assessment of Educational Progress was reassigned to another part of the Department of Education. The turning point came in 1984. The National Academy of Sciences (NAS) was requested by the Center's statutorily mandated Advisory Council to perform a full evaluation of the Center. The NAS report criticized the Center for lacking adequate standards for their data and for failing to establish good relations with educators. It pointed out that there had been 30 years of reports coming to the same conclusions, and recommended that the Administration and Congress must either revitalize the Center or transfer its functions to the Bureau of the Census.

The Administration responded by increasing the Center's staff from 100 to 130 and by proposing a large increase in the Center's budget. Individual members of Congress, in particular, of the Joint Economic Committee, spoke to the Joint Appropriations Committee on behalf of the Center, resulting in authorization of the budget increase and enactment of a new statutes that enlarged the Center's authority and is broad enough to include promoting education as well as reporting on its progress. Due to the NAS study the legislation was substantive, and led to a more coordinated and focussed program for the Center.

NATIONAL CENTER FOR EDUCATION STATISTICS (continued)

III. Organization

The National Center for Education Statistics is part of the Office of Educational Research and Improvement (OERI), which is headed by an Assistant Secretary, who reports directly to the Secretary. Within the Center, four divisions report to the Office of the Commissioner of NCES: the Elementary/Secondary Education Statistics Division, the Elementary/Secondary Outcomes Division, the Postsecondary Education Statistics Division, and the Crosscutting Education Statistics and Analysis Division.

Although the Commissioner of NCES is a career civil servant at present, the statute that established the Center will convert the Commissioner's position to that of a Presidential appointeeship in 1991. However, the statute also requires the Commissioner to have certain qualifications, including a strong knowledge of the Center's programs and special expertise in the field of statistics and education. The four-year term of a Commissioner is established to overlap Presidential terms by two-years, thereby further reducing the political factor.

NCES has a statutorily established Advisory Council which operates under the regulation of the Federal Advisory Committee rules. The statute requires that 7 of the 15 members be appointed from the public by the Secretary of Education, and it specifies 4 of member from the government: 1) Commissioner of BLS; 2) Director of Census Bureau; 3) Chairman of National Commission on Library and Information Services; and 4) the Assistant Secretary to whom the Commissioner of NCES reports.

The Advisory Council must meet 4 times a year, and originally was given authority to establish standards in order to guard against political taint. However, the NAS said this type of group cannot establish standards themselves, but can review and advise on how the Center achieves overall standards. Nothing is stated in the statute about how the Secretary chooses the members. The council was reconstituted three years ago because the Secretary and Assistant Secretary were interested in getting a high quality group. It now is a very good one, consisting of a broad spectrum of professionals. But, since only two are statisticians, the Commissioner would like to establish a more technical advisory group, similar to the one the Energy Information Administration (EIA) has with the American Statistical Association (ASA). This is described in the EIA summary report in this Appendix.

NATIONAL CENTER FOR EDUCATION STATISTICS (continued)

IV. Personnel and Budget

The Center's staff is comprised primarily of mathematical statisticians, survey statisticians, and psychometricians.

Congress authorizes a specific budget for the Center, with a separate line item for the National Assessment of Educational Progress. The Center's funding has increased over the past two years from \$14.1 million in FY87 to \$31.1 million for FY89. The Commissioner of NCES attributes the increase to successful intervention on the part of their Assistant Secretary (for Educational Research and Improvement), who has argued persuasively for the key role of statistical information in improving policy decisions in education. Approximately one-half of the proposed increase will fund projects that were previously supported elsewhere within the Department of Education but are now being transferred to the Center. The remaining half of the budget increase will fund new surveys, studies, or analyses. In addition, the Center will receive an estimated \$6.6 million in salary and expense funding.

While the Center's budget is subject to Departmental budget review, it is left to the Commissioner of NCES to decide whether a program area should be entered. The Department does second judge him on whether that program area is a high priority for them, but never on his technical approach to carrying out the program. Currently, he has the funds but not the staff openings, and may try to get the fte's through contracts. For example, the Census Bureau has the authority to put people on the payroll to do statistical work at other agencies.

V. Addenda

The NAS report was "enormously useful" in turning things around for the Center, according to the NCES Commissioner. It "solidified the climate with Congress" and led to the appropriate critical legislation and funding.

ENERGY INFORMATION ADMINISTRATION

DEPARTMENT OF ENERGY

ENERGY INFORMATION ADMINISTRATION, Energy Department

I. Products, Benefits, and Programs

The mission of the Energy Information Administration was defined in the following passage from the 1977 Act that established it:

"The Administrator (of EIA) shall be responsible for carrying out a central comprehensive and unified energy data and information program which will collect, evaluate, assemble, analyze, and disseminate data and information which is relevant to energy resource reserves, energy production, demand, and technology, and related economic and statistical information, or which is relevant to the adequacy of energy resources to meet demands in the near and longer term future for the Nation's economic and social needs."

The EIA produces reports on traditional fuel sources and prepares short-term and intermediate-term forecasts with accompanying analyses. EIA also maintains statistical systems on subjects which cut across different sectors, including the international energy situation, energy supply and demand balances, and economic and financial matters.

EIA provides statistical information to the U.S. Congress; to other Departmental components such as the Federal Energy Regulatory Commission (FERC) and the Strategic Petroleum Reserve Office, to Executive Branch offices such as the Office of Management and Budget, the Department of Interior, and the Federal Trade Commission, to State and local governments, to industry and trade associations, the media, university researchers, foreign governments and international organizations, and to the general public.

EIA manages the National Energy Information Center, which distributes publications and responds to about 1,000 energy inquiries each week.

II. Legislative Authority

The Department of Energy Organization Act of 1977 established EIA as the single Government authority for energy information. The Act incorporated the mandate of the Office of Energy Information and Analysis, the forerunner of EIA, which had been authorized to operate a National Energy Information System and perform other functions. In addition, the Act established the Financial Reporting System, an annual survey that gathers and reports detailed energy industry financial data.

The Act gave EIA independence from the rest of the Department

ENERGY INFORMATION ADMINISTRATION (continued)

of Energy (DOE) with respect to data collection, and independence from the whole of government with respect to the content of its reports, in the following provision:

"The Administrator shall not be required to obtain the approval of any other officer or employee of the Department in connection with the collection or analysis of any information; nor shall the Administrator be required, prior to publication, to obtain the approval of any other officer or employee of the United States with respect to the substance of any statistical or forecasting technical reports which he has prepared in accordance with law.

The statute further requires that:

"Information collected by the Energy Information Administration shall be cataloged and, upon request, any such information shall be promptly made available to the public in a form and manner easily adaptable for public use, except ... matters exempted from mandatory disclosure [by law]."

III. Organization

The Administrator of EIA is appointed by the President with advise and consent of the Senate. However, it is statutorily decreed that he "shall be a person who, by reason of professional background and experience, is specially qualified to manage an energy information system. His position is further enhanced by the fact that he reports directly to the Secretary of the Department, and is under no one else.

EIA is divided into seven program areas -- oil and gas information; coal, nuclear, electric and alternate fuels information; energy markets and end-use information; automated data processing services; information services, which includes the National Energy Information Center; statistical standards; and policy and management, which includes all administrative agencies.

Rather than a policy-oriented Federal Advisory Council, the first Administrator of EIA needed a technical advisory panel, whose members were professionals technically proficient in specialized fields of statistical methodology, to deal with tough statistical questions that also had some political sensitivity. He asked the American Statistical Association (ASA) for help and they created such a panel from their membership, composed of 15 highly qualified statisticians who were also knowledgeable in applications to the fields of energy. This afforded the EIA, at a modest cost, very high-powered consultation in mathematical statistics, and instantly legitimized it in the statistical sense.

ENERGY INFORMATION ADMINISTRATION (continued)

This type of technical advisory council is now called a "utilized" committee, and, in contrast to the Federal Advisory Committees, is not permitted to address policy measures. Moreover, its members are not chosen by the Agency, but are appointed by a professional association, such as the ASA. However, in the case of the EIA, the Administrator can and does attend meetings, and he has the right to close a meeting if he feels inappropriate matters have been introduced into the discussion. The Agency prepares technical papers in advance of a meeting, and everyone who want to read them does. One or two members are invited to be formal respondents. The meeting, consisting of oral presentations and formal responses is recorded, and transcripts are sent out to members which include formal responses prepared by EIA to the council.

At meetings the Administrator fills in the council on the progress of projects since the last meeting, rearranged budget priorities, requests by Congress and the Joint Economic Committee, and, at the close, they discuss what topics should be addressed next. A member of the council stated that "There has been tremendous cooperation and respect between the Agency and the council, and the Agency always took the advice quite seriously."

IV. Personnel and Budget

EIA had the equivalent of 470 full-time staff members in FY 1987.

The Administration has proposed a budget totaling \$62.9 million for EIA in FY 1989, an increase of \$1.5 million from the FY 1988 level. The proposed funding would allow EIA to continue ongoing activities, placing primary emphasis on the maintenance of the national energy information program. The FY 1989 request provides increased funding for the most complex and costly of EIA's triennial end-use energy consumption surveys, the Nonresidential Buildings Energy Consumption Survey. A proposed increase in funding for analytical activities would provide for national level energy markets analysis and international capacity analysis in such areas as petroleum refining and electric power.

V. History

The DOE was established in 1978 because of the fuel crisis. Half the public said the big oil companies were causing the fuel shortage in order to increase the price, the other half said the Government was manipulating the price for political reasons. Congress and the Administration said "enough," and enabling legislation was enacted to create not only the Energy Department but an independent statistics agency to provide the critical data necessary to addressing the problem.

**NATIONAL CENTER FOR HEALTH STATISTICS
PUBLIC HEALTH SERVICE**

DEPARTMENT OF HEALTH AND HUMAN SERVICES

**NATIONAL CENTER FOR HEALTH STATISTICS, Centers for Disease Control,
Public Health Service, Department of Health and Human Services**

I. Products, Benefits, and Programs

The National Center for Health Statistics (NCHS) is the primary source of vital and health statistics for the United States. NCHS is part of the Centers for Disease Control (CDC) within the Public Health Service, an agency of the Department of Health and Human Services. NCHS produces information on the full spectrum of concerns in health from birth to death, including:

- Causes of death by county, by sex, age, and race
- Births by county, sex and race, and age of mother
- Overall health status;
- Lifestyle and exposure to unhealthful influences;
- The onset and diagnosis of illness and disability;
- The use of health care and rehabilitation services.

Data are made available to the public in a number of individual reports and publication series, special tabulations, and data releases, and through an extensive set of public use data files. Most data tapes released by NCHS contain microdata to allow researchers to aggregate findings in whatever format is appropriate for their analyses.

NCHS staff collects only about 5 percent of the data analyzed in NCHS programs. Vital statistics are collected by the State Public Health Agencies. Most of the other data collection is contracted out to the Bureau of the Census or to private firms or institutions. However, all studies are designed by the NCHS.

Besides its parent organization, HHS, many organizations use NCHS data. These include other Federal agencies, Directors of State Centers of Health Statistics, the National Association of Health Data Organizations, the National Association of Private Health Data Organizations, the American Public Health Association, the Association of Schools of Public Health, the Association of Territorial Health Offices, the Association of Vital and Health Statistics, and the academic community. In private industry, companies such as food and clothing manufacturers contact NCHS directly for statistical information. Self-insurers for Health Care, who have been hit hard by cost increases in health insurance, see NCHS data as critical to their developing information on what health care can provide.

NATIONAL CENTER FOR HEALTH STATISTICS (continued)

The NCHS is the leader in coordinating the interaction between providers and users of their data to move towards common definitions and improved quality of health statistics (e.g. different coding systems were used in health care). This involves extensive networking with organizations at the state level that have responsibilities in health promotion and disease prevention. NCHS has developed guidelines for the establishment of these state centers and taken action to fund broadbased problems in these areas. The key concepts in their networking activities are: cooperate, standardize, and decentralize.

Most of the Public Health Service projects come to NCHS for review, and resolution of territorial problems, before going to OMB. NCHS also determined what should be in the Uniform Hospital Discharge Data Set of the Health Care Financing Administration (HCFA). This has had major impact on those who deal with payment to hospitals and the concept of diagnostically related groups of illnesses, promulgating the required data for Medicare.

The NCHS also does extensive theoretical research into the statistical methodology of surveys and the appropriate analyses of the data that is derived from them. The "rainbow" series of monographs they publish on a variety of statistical methods are unique in their quality and applicability to questions in survey design and analysis.

II. Legislative Authority

Congress passed the first law requiring a decennial census in 1901 and, in so doing, required the collection of vital statistics for the nation. The National Office of Vital Statistics was created and administered by the Bureau of the Census until the 1940s, when the Departmental precursor of HHS was established. In 1956, Congress established requirements for National Health Surveys. The two surveys were combined in 1960 as the responsibility of NCHS, which was made part of the Centers for Disease Control in 1987.

The Public Health Service Act contains provisions specifying the types of statistics to be collected by NCHS. The Act also provides for the establishment of the Cooperative Health Statistics System "for the purpose of producing comparable and uniform health information and statistics." The responsibilities of the System include awarding grants to State and local health agencies. NCHS is authorized to "prescribe guidelines to assure that statistical activities within States participating in the system produce uniform and timely data and assure appropriate access to such data."

NATIONAL CENTER FOR HEALTH STATISTICS (continued)

III. Organization

Six offices report to the Director of NCHS:

The Office of Vital and Health Statistics Systems, which includes divisions of vital statistics, health care statistics, health interview statistics, and health examination statistics;

The Office of Data Processing and Services Program, which includes divisions of data processing and data services;

The Office of Analysis and Epidemiology, which includes a division of epidemiology and health promotion and a division of analysis;

The Office of Research and Methodology;

The Office of Planning and Extramural Programs; and

The Office of Management.

NCHS has a statutorily authorized Federal Advisory Committee, called the National Committee on Vital and Health Statistics. The Committee has a broad mission, which includes advising the Secretary of HHS and acting as ombudsman for NCHS. It is a mixed group, with some members officials of NCHS, and others selected and appointed by the Secretary through an interactive process with NCHS. They try to have people who can represent two or three areas in the field of health statistics.

The role of the Committee has changed since its inception in 1940. For about 30 years, it was responsible for technical oversight of NCHS activities, and members were selected from among mathematical statisticians. The Committee's functions, specified in the Public Health Service Act of 1975, are now broader and more policy-oriented. The Committee is free to address health information issues whether they arise within NCHS or elsewhere within HHS. It works toward promoting cooperation among interested parties in standardizing definitions of what is to be measured and what quality can be achieved. The Committee serves as the structure through which the NCHS can interact with the private sector and collaborate with international organizations.

IV. Personnel and Budget

NCHS has a staff of about 500, who are predominantly survey statisticians who are trained in demography, and increasing

NATIONAL CENTER FOR HEALTH STATISTICS (continued)

numbers of M.D. epidemiologists. The staff also includes computer programmers and writers. NCHS recruits staff from other Federal agencies, academia, and some state organizations.

NCHS is a line item in the President's budget to Congress, but competes with other sections of the Department the first time through the review process. Before this competition started in the 1970's, the NCHS was not pressed for funds, but had enough to be comfortable even though they were constantly pressed to provide more elaboration in their studies and data collection. In 1975, though remaining a line item, they were incorporated into the parent organization at Congressional budget hearings, and were discussed with smaller sectors, such as like the Indian Health Service. Since most (95%) of the Department's programs are tied to entitlement, hence cost-of-living, they take priority in the allocation of funds.

When OMB cut \$6 million from their budget in FY 1988, NCHS had two options, either to vastly curtail the Vital Statistics data, or gut all their other programs. They chose the first option, and when OMB began to write up the justifications for the cut, it found the consequences "impalatable." The Secretary of HHS is permitted to top up to 1% of the Public Health Service budget to evaluate programs, gave \$6 million of this to NCHS, using the National Health and Nutrition Examination Survey (NHANES) study to effect the transfer.

For FY 1989, the President's budget request includes \$48.9 million for NCHS, an increase of only \$0.3 million over FY 1988. In addition, the FY 1989 budget proposes that approximately \$12.5 million in Public Health Service "evaluation funds" be made available for several of NCHS' periodic surveys that will be due. This funding will enable NCHS able to maintain its scheduled data collection programs, including full funding of the national vital statistics system, with additional data items resulting from the revision of the standard certificates of vital registration. It will also cover their programs on the 1988 National Maternal and Infant Health Survey, NHANES, National Health Interview Survey, and continuing surveys of hospitals and physicians.

As a result of reductions in the FY 1988 budget, NCHS has deferred planned improvements in program operations such as automation of office and data collection systems. Budget constraints in FY 1989 will result in a reduction of the sample size for the NHANES from the planned level of 45,000 persons to a level of 30,000, resulting in decreased ability to provide data on a number of population subgroups. NCHS also will delay plans to implement the redesign and expansion of its surveys of health care providers.

NATIONAL CENTER FOR HEALTH STATISTICS (continued)

In addition to its basic funding, NCHS receives approximately \$10 million in reimbursements for studies performed at the request of other agencies.

Users of NCHS data sometimes lobby for the NCHS budget even if it means reducing their own budgets. Outside users also testify on behalf of NCHS concerning their need for the data it provides.

V. Addenda

Dr. Fischer strongly recommended looking at the statutory authority and operations of NCHS as a model for a Bureau of Environmental Statistics. She stated that a new statistical center should have legislative authority, that without theirs, the NCHS would have been terminated. It should be of interest to EPA that a section of NCHS's statute would have authorized NCHS to tell EPA what data it must collect for statistical and epidemiological studies on the effects of the environment on health, if NCHS had not rejected it. However, NCHS's current Director is very much in favor of joint participation with EPA (voluntarily!) in this type of study.

**OFFICE OF RESEARCH AND STATISTICS
SOCIAL SECURITY ADMINISTRATION**

DEPARTMENT OF HEALTH AND HUMAN SERVICES

OFFICE OF RESEARCH AND STATISTICS, Social Security Administration,
Health and Human Services Department.

I. Products, Benefits, and Programs

The Office of Research and Statistics (ORS) performs most of the major statistical functions of the Social Security Administration (SSA). The ORS conducts research and gathers data on the programs of:

- . Old Age, Survivors, and Disability Insurance, including Medicare and Medicaid and many other programs administered by Federal, State, and local agencies;
- . Supplemental Security Income; and
- . Aid to Families with Dependent Children.

Statistical data and studies carried out or funded by ORS appear in a variety of publications. Among these are a monthly journal, the Social Security Bulletin, and the Annual Statistical Supplement to the Bulletin. The latter includes statistical tables and program descriptions, and is the most detailed and comprehensive source on the United States' social insurance and social welfare programs. In addition, ORS publishes statistical releases, monographs issued as ORS research reports or staff papers, and several other technical series.

ORS reports are based primarily on "administrative" data, i.e. data that is generated through the day-to-day administration of SSA programs. These statutorily defined programs of entitlement result in the accumulation of data on applicants for social security, supplemental security, and welfare benefits. ORS provides aggregations of these data, and disaggregations down to the zip code level, which are used by state, county and local officials involved in planning for the aged and needy.

ORS also has data on workers' earnings because they pay in to social security. It maintains large data files to track individuals and their earnings. The W2 and W3 forms that are submitted by employers to the IRS, are sent to SSA to process the data. A huge part of ORS's operation is keeping track of earnings, but the actual coding of the raw data is done in another part of SSA.

The Census Bureau gives the big picture on income. Its Current Population Survey covers everyone, while SSA represents just a subset. However, administrative data has a quality compared with survey data that gives it special value. Moreover, administrative data continues to be collected, while surveys end.

ORS does utilize some survey research. The Bureau of the

OFFICE OF RESEARCH AND STATISTICS (continued)

Census, through the Current Population Survey, provides ORS with income data in many forms, and the Bureau of Labor Statistics provides multi-faceted data on the labor force. ORS also obtains data elsewhere within the Department of Health and Human Services (HHS), from the Departments of Treasury and Agriculture, and from other Federal agencies such as the Railroad Retirement Board and the Veterans Administration.

ORS used to give the Bureau of Economic Analysis its earnings data on an annual basis, but had to stop because of the 1976 Tax Reform Act. Major users now are the Executive Board and other parts of the SSA, other parts of the Department of Health and Human Services, the Office of Management and Budget, and Congressional staff. Within HHS, one of the most important functions of ORS is to provide a top management perspective on SSA operations. The academic community is again interested after years of neglecting research in this area.

Dr. Ross considers the ORS to be autonomous in some matters. The monthly bulletin is "relatively autonomous." The actual data is published with some amount of upper level knowledge. Articles for publication are sent up the line to be cleared, as are proposed projects. Most of the research and statistics are done in house, allowing some independence.

ORS's programs are not independent. It proposes projects for the annual research agenda, and the Commissioner comments as well as decides on major issues, e.g. the degree of money build-up in the social security trust fund; implications of change of retirement age to 67.

II. Legislative Authority

Unlike most other Federal agencies' statistical centers, ORS has no independent Congressional budget authority. Nor are many ORS functions specified by law or in regulations. SSA regulations only amplify a narrow range of statutory requirements for program administration; for example, by prescribing length of benefit coverage and methods for establishing proof of age.

The budget and staff size for ORS are determined by the Deputy Commissioner of SSA. Other programs compete with ORS for resources; consequently, the size and duties of ORS and earlier statistical programs have expanded and contracted over the years.

III. Organization

The Director of ORS reports to the Associate and Deputy Associate Commissioners for Policy, who are under the Deputy Commissioner for Policy and External Affairs. The Deputy OFFICE

OF RESEARCH AND STATISTICS (continued)

Commissioner as well as the Commissioner of SSA are political appointees. There are no political appointees in the Office of Policy.

ORS is composed of 3 divisions plus a Publications Staff and a Program Analysis Staff. The Economic Research Division has a Modeling Branch and a Research Branch. The Statistical Analysis Division has an Earnings and Employment Branch, and Branches for Supplementary Security Income (SSI) and for OASDI analysis. The Statistical Operations and Services Division has a Management Branch, a Coordination Branch, and a Processing Branch.

IV. Personnel and Budget

ORS currently has a staff of 135, which includes Ph.D. and master's level economists and statisticians, computer programmers, and sociologists.

ORS has recently undergone a budget reduction to \$2 million as well as a reduction in funds for grants and contracts to \$1 million per year. In 1983, 150 persons were transferred from out of research and statistics into other departments of SSA, where they are writing regulations and program instructions, etc. The research program was cut in half. Research was discontinued on disability, retired survivors, and supplemental security income programs. As a result, many organizations that had used ORS publications began performing their own analyses using raw data supplied by SSA. Funding for increased academic research in this area is now coming from the National Institute on Aging, which has been expanding its grants.

Dr. Ross pointed out that "a research and statistics unit in an operating agency has a tough life when you try to say what you do for the agency." SSA's mission is "to get the checks out," and it has a 3 to 4 billion dollar budget to do it. While ORS's budget of 2 million dollars is a trivial part of that, it is difficult to justify their budget for program-oriented information against the management-oriented information (data on processing time, etc.) collected by other sections competing for budget money. However, Dr. Ross said that management at the Department level of HHS appreciates having the "ability to stand back and get a perspective" that is afforded by ORS's research and statistics.

V. History

ORS originated with other elements of the Federal social insurance and social welfare program in 1934, when, in the short period of 9 months, a small staff of academics and other members of Francis Perkins' Committee on Economic Security put together the social security program, the unemployment benefits program and the

OFFICE OF RESEARCH AND STATISTICS (continued)

welfare program. They were foresighted enough to include a research function as an integral part of the new programs. The research office was autonomous for about 20 years, and then was incorporated into the Department of Health, Education, and Welfare, now HHS.

**HOUSING AND DEMOGRAPHIC
ANALYSIS DIVISION**

**DEPARTMENT OF HOUSING
AND
URBAN DEVELOPMENT**

HOUSING AND DEMOGRAPHIC ANALYSIS DIVISION, Department of Housing and Urban Development

I. Products, Benefits, and Programs

The Housing and Demographic Analysis Division (HDA) is the principal statistical office within the Department of Housing and Development (HUD). Organizationally, the Housing and Demographic Analysis Division is part of the Office of Economic Affairs, which is within the Office of Policy Development and Research.

The Office of Policy Development and Research maintains several major data series on national, regional and local economic and housing market conditions. These data series contain information on the physical and financial characteristics of national and selected metropolitan housing inventories and the characteristics of occupants; housing units under construction and completed; new one-family home sales; market absorption of new rental apartments and condominiums; the placement of new mobile homes; and mortgage lending and commitment activity.

The main project of HDA is the Annual Housing Survey. Other important products are the series of Housing and Marketing Reports. A biennial national housing survey and regular surveys of housing in metropolitan areas are required by Federal law. Metropolitan area surveys are conducted annually on a four-year rotation basis, in which a different set of 11 of the 44 metropolitan areas are surveyed each year. The data obtained from these surveys are included in a longitudinal survey that was designed jointly with the Bureau of the Census.

Mr. McGough said that there is independence in data publication, because only career staff sees the data before it's released. They also have program independence since they make "internal decisions on data to be gathered and studies to be done."

Research projects of HDA fall into four general categories: economic research, housing research, dissemination methods, and miscellaneous. Proposed projects are discussed throughout the Office of Policy Development and Research, and are ranked based on goals that are suggested by the Office of Housing, by other offices in HUD, and by outside users. HDA's research program is then submitted for approval to the Secretary, who ranks the projects according to Departmental policies, but actually he "just blesses it."

Large projects are competed among contractors, whose proposals are ranked by a Source Evaluation Board within HUD. HDA also carries out large projects with the Census Bureau, which receives 60% of HDA's research budget, as well as with DOE and EPA. In

HOUSING AND DEMOGRAPHIC ANALYSIS DIVISION (continued)

addition, HDA gets assistance in its research from the National Academy of Sciences in its research.

HDA produces reports for internal HUD use as well as reports requested by to Congress. OMB uses HDA data to measure needs for program funding and, hence, is very supportive of them. Other users include Congressional Research Services, the National Association of Home Builders, the National Association of Realtors, the Bureau of Economic Analysis, the Economic Research Service for the Farmers Home Association, the Federal National Mortgage Association, the Federal Mortgage Assistance Corporation, and academic researchers nationally.

Local builders use the Construction Mobility Surveys published by the HDA, and local communities occasionally use their metropolitan area surveys, e.g. Alexandria's chief city planner.

II. Legislative Authority

The statutory requirement for a biennial national housing survey, - the "American Housing Survey" - is in Section 512 of the 1982 Housing Act, although the survey had actually started in 1973, when the Office of Policy Development and Research (OPDR) was established.

HUD was established by the 1965 Housing Act, and surveys and statistical research, including the Housing and Marketing Reports, were carried out in the Deputy Under Secretary's Office of Economic Affairs and the Office of Policy Development. When these two offices were combined with the Office of Research and Technology in 1973 to form the current OPDR, the survey and statistical responsibilities were settled there.

The overall research citation is in Title V of the HUD Act of 1970 (12 USC 1701Z-1), which authorizes "research and data gathering relating to the mission of HUD."

III. Organization

The Director of the Housing and Demographic Analysis Division reports to the Deputy Assistant Secretary for Economic Affairs, who reports to the Assistant Secretary of the Office of Policy Development and Research. The Assistant Secretaries within HUD are political appointees, as are the Deputy Assistant Secretaries, except for the Deputy Assistant Secretary for Economic Affairs, who was recruited from Treasury and prefers SES status to a political appointment.

Within the Housing and Demographic Analysis Division, the Census Construction Division studies new home sales, housing

HOUSING AND DEMOGRAPHIC ANALYSIS DIVISION (continued)

completions, and mobile home placements. The Census Housing and Household Economics Division studies market absorption of new apartments. The Census Population Division carries out the American Housing Survey.

IV. Personnel and Budget

HDA has a line item budget. For statistical research at HUD the budget was approximately \$60 million during the 1970s. but dropped to \$17 million in FY 1988. Realization of the budget reduction has been accomplished by performing more work in-house and by conducting demonstration programs showing how to carry out projects without using research money.

As a result of budget reductions, staff was reduced from 250 to 140. Subsequent reductions in the scope of the Division's surveys included a scaling back from 60 to 44 metropolitan areas, decreases in sample sizes, and a change from annual to biennial surveys. Congress was upset, opposed further reductions, and passed the 1982 Act that statutorily set specific requirements for the biennial Housing Survey.

For FY 1989, the Administration has proposed a budget of \$12.5 million for the housing and financial market statistical programs at HUD. This level of funding will allow for continuation of the data series on economic and housing market conditions at all geographic levels, on housing units under construction and completed, on sales of new single family homes and new mobile homes, on market absorption of new rental apartments and condominiums, and on mortgage loans.

Currently, HDA has a staff of 9 which includes the Director and two secretaries. The professionals are economists, social scientists, sociologists, and planners, most with advanced degrees.

BUREAU OF JUSTICE STATISTICS

DEPARTMENT OF JUSTICE

BUREAU OF JUSTICE STATISTICS, Justice Department

I. Products, Benefits, and Programs

Congress established the BJS to perform a number of functions, including the following: "(T)o collect and analyze data that will serve as a continuous and comparable national social indication of the prevalence, incidence, rates, extent, distribution, and attributes of crime, juvenile delinquency, civil disputes, and other statistical factors" related to these occurrences, "in support of national, State, and local justice policy and decisionmaking."

BJS has developed more than two dozen data series with which to perform this function. The largest is the National Crime Survey, which provides the nation's only systematic measurement of crime rates and the characteristics of crime and crime victims based on national household surveys. BJS publishes data collected in these surveys in a growing number of publications, many of which have a nontechnical format. BJS publications include:

- BJS Bulletins, which present the latest information from the continuing BJS statistical series on particular aspects of crime or the administration of justice;
- BJS Special Reports, which focus on specific topics in criminal justice;
- BJS Technical Reports, which address issues of statistical methodology and have a more detailed and technical format;
- BJS Annual Reports, which both present the latest statistics and describe BJS efforts to improve the quality and coverage of data on crime, victims of crime, and the criminal justice system;
- The annual Sourcebook of Criminal Justice Statistics; and
- The Report to the Nation on Crime and Justice, which was published in 1984 and 1988.

BJS disseminates information in other ways, responding to information requests by telephone, issuing press releases, and sponsoring an archive at the University of Michigan.

BJS collects little raw data; rather, it designs collection programs and enters into agreements to collect data with other

BUREAU OF JUSTICE STATISTICS (continued)

Federal agencies (such as the U.S. Bureau of the Census), private associations, and research organizations. For example, the Bureau of the Census undertakes much of the data gathering for BJS. BJS undertakes the initial analysis of these data, however.

In addition to its work analyzing and publishing information on crime, BJS provides financial and technical support to State statistical and operating agencies. BJS also analyzes national information policy on such issues as the privacy, confidentiality, and security of criminal justice data and the interstate exchange of criminal records.

The Director of BJS lists the following among the users of justice statistics: Governors, crime policy-makers, attorneys general, correction officers, police, court officers, and state regulators.

II. Legislative Authority

BJS was established to fulfill requirements arising from the 1979 Justice System Improvement Act and the 1984 Justice Assistance Act. In a BJS publication, these acts are described as addressing "more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, State and local governments, the general public, and the media."

The Omnibus Crime Control and Safe Streets Act of 1968, amended by the 1979 and 1984 acts, provides BJS with authority for a large number of possible functions. In addition to analysis and information dissemination, BJS is authorized to make grants and award contracts needed to carry out its functions, recommend national standards for justice statistics, conduct or support research, and assist State and local governments in developing justice statistics. The BJS budget is allocated among the many possible functions at the Director's discretion. It is treated by Congress as a separate item from the rest of the Justice Department budget.

III. Organization

BJS is one of four offices within the Office of Justice Programs, established by the amended Omnibus Crime Control and Safe Streets Act of 1968.

The Director of the BJS is a political appointee and reports directly to the Attorney General through the Assistant Attorney General who heads the Office of Justice Programs. This Office provides staff support to coordinate activities, but also interferes in BJS's budget, contrary to Congressional intent which

BUREAU OF JUSTICE STATISTICS (continued)

treats BJS as a separate budget item. Nevertheless, the Director of BJS reports through the head of the Office of Justice Programs, he is not under him, and has the statutory freedom to award grants, make personnel decisions, and to formulate rules and regulations. Budgetary considerations limit the extent to which BJS can carry out the broad "laundry list" of projects cited in the statutes. Choices for the Agency's program are made entirely at the Director's discretion.

IV. Personnel and Budget

BJS employs a staff of statisticians, criminologists, and social science analysts. Many have PhD or MS degrees.

Proposed budget authority for BJS during FY 1989 is \$20.6 million, an increase of \$1.3 million over FY 1988. The funding will permit BJS to maintain ongoing programs and implement certain new studies.

V. History

The statistical analysis currently performed by BJS was originally done in the Law Enforcement Assistance Administration (LEAA). This was not a prominent function of LEAA, however; during the 1970s, the Justice Department sought intervention from Congress to provide more support for statistical analysis. Congress added \$2 million to LEAA's funding specifically for this purpose.

The Justice System Improvement Act of 1979 focused the mission of the BJS by requiring that primary attention be paid to problems of state and local government. The Act also requires the collection of data on the Federal judicial system. Top management personnel in the Justice Department are permitted to see the data collected by the BJS, but are prohibited by statute from vetoing release of the data. Another statutory requirement is that other Federal agencies must provide information to the BJS.

Funding for BJS activities was at a minimum in 1980, when approximately \$7 million was available, about one-third of current funding.

VI. Addenda

Director Schlesinger stated the following:

"There are two models for a statistics center: 1) an in-house statistical shop with an SES at the head, that would grind out numbers for internal use only; or 2) a center with a broader mission with a presidential appointee at its head, that would put out statistical reports for use by policy makers, the public, and

BUREAU OF JUSTICE STATISTICS (continued)

in academic research."

"The EPA will have to make a tough decision - they must be reconciled to the notion that it may not like some of the statistics produced, but they must come out anyway. The Justice Department likes most of BJS's statistics but they cannot do anything about those they don't like."

"Independence is absolutely essential for credibility. It is very important for the statistics agency to have a strong director appointed by the President, and who has independent grant-making and staffing authority."

"The EPA must understand that a serious statistics center won't happen without Congressional support."

BUREAU OF LABOR STATISTICS

DEPARTMENT OF LABOR

BUREAU OF LABOR STATISTICS, Labor Department

I. Products, Benefits, and Programs

The mission of the Bureau of Labor Statistics has a dual role: 1) as the statistical arm of the Department of Labor, providing objective information to address the Department's needs; and 2) as a Federal statistics agency in its own right, determining the data system that is needed for the nation as a whole, independent of Department programs.

The second role constitutes the core program of the BLS. It is the principal data-gathering agency of the Federal government in the broad field of labor economics. BLS produces primarily time series rather than the cross sectional analyses of Census. Most of BLS's data come from voluntary responses to surveys of businesses or households conducted by BLS staff or by the Census Bureau, or surveys conducted jointly with State and Federal agencies.

BLS collects, analyzes, and disseminates data on the following:

- . Employment and unemployment;
- . Prices and living conditions;
- . Consumer expenditures;
- . Wages and employee benefits;
- . Industrial relations activities;
- . Productivity and technological change in U.S. industries;
- . Projections of economic growth, the labor force, and employment by industry and occupation; and
- . Occupational injuries and illnesses.

The statistics that BLS produces are extremely influential in the economic policies of the Federal and state governments. For example, a 1% change in the Consumer Product Index triggers a change of 4.5 billion dollars in Federal Government expenditures.

BLS makes available the information it produces through a broad publication program which includes news releases, periodicals, reports, and bulletins. Some BLS material is available on microfiche and magnetic tapes.

II. Legislative Authority

All of the Bureau's programs meet statutory responsibilities assigned to the Bureau or the Department of Labor. The legislation that established the Bureau in the late 1800s stated that "The general design and duties of the Bureau of Labor Statistics shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the more general and comprehensive sense of that word.."

BUREAU OF LABOR STATISTICS (continued)

Additional statutory requirements about the reporting of statistics on "the conditions of labor and the products and distribution of the products of the same" appear in an act passed in 1913. Many recent acts of Congress or joint resolutions require the production of particular types of statistics by BLS.

The BLS data collection program is divided into two parts: 1) employment, and 2) occupational health and safety. The first part is accomplished by two work models. One is based on a well developed Federal/State cooperative program in which the State Employment Security Agencies are contracted to carry out the major data collection and processing tasks, and BLS Regional offices review the states' work and help them with new developments in technology. The states are told "Here are the deliverables - you will be paid only if you do it right." This is how the standardization of the data is maintained. The contractual funding for states' participation is in BLS's budget.

Under the second work model employment data is obtained using the basic unemployment insurance system to provide a frame (complete list) of businesses. Funding for the development of this nonagricultural frame was provided by OMB in order that it be made available to all agencies. (NASS is doing the agricultural frame.) The BLS employees in the Regional offices do this data collection directly from the business community.

The second part of the BLS data collection program addresses the responsibility of BLS for the statistical work of another agency in the Labor Department - the Occupational Safety and Health Administration (OSHA). While there is a statistics provision in the law creating it, OSHA can have responsibility only for administering the law. To protect against bias, a separate agency, BLS, has the responsibility for collecting the data and evaluating OSHA's performance. It also contracts to do special studies for OSHA so that they can set standards.

In most cases occupational safety and health is under the State Labor Commission, and these state organizations are used by BLS to participate in surveys that provide national data as well as disaggregated state data. They do an annual survey of 200,000 establishments using workers' compensation records and daily logs that record all injuries and absences with reasons. The Assistant Secretary for OSHA is briefed on the survey results, but cannot comment until one hour after their release.

BLS also does research on recollection, response analysis, survey design, computer-assisted telephone surveys, and other statistical methodology problems in surveys.

BUREAU OF LABOR STATISTICS (continued)

III. Organization

The Commissioner of BLS has the rank of Assistant Secretary and reports directly to the Secretary of Labor. This placement of the Bureau within the Department gives it a high profile and a large degree of independence. The Commissioner participates in Department staff meetings, and, though a noncontributor to policy discussion, knows what is going on in policy. This enables BLS to know the Department's concerns and thus to provide valuable information that directly addresses those concerns.

BLS has five major program offices:

- . Office of Employment and Unemployment Statistics;
- . Office of Prices and Living Conditions;
- . Office of Compensation and Working Conditions;
- . Office of Productivity and Technology; and
- . Office of Economic Growth and Employment Projections.

In addition, there are four support offices:

- . Office of Publications;
- . Office of Research and Evaluation;
- . Office of Field Operations; and
- . Office of Administration and Internal Operations.

Data collection is performed by BLS employees (agents), and by State Employment Security Agencies with which BLS has cooperative programs for collection of data on employment and on occupational safety and health. Within the Office of Field Operations are eight regional offices, which collect data directly, mainly from the business community.

BLS has an Office of Research and Evaluation that is responsible for keeping track of developments in academia of applicable statistical methodologies.

BLS has two series of official Federal advisory groups, one for business and one for labor. Each series consists of an advisory council with several advisory committees, one committee for a each subject matter/program. To resolve disagreement, she has constructed subcommittees with members from both the business and labor committees. Although technically they are Secretarial appointees, actually they each are chosen by other members of the committee, who review the adequacy of their credentials as business and labor economists. They work hard and are unpaid, even for travel.

The Commissioner does not use the "academic type" advisory committee, such as the "utilized" committee, but prefers to

BUREAU OF LABOR STATISTICS (continued)

identify 3 or 4 specialists in the subject matter under study, pay them for 3 days a week of their time, have each write a paper independently, and then bring them together to discuss what they've found. This is not expensive, costing between 3 and 4 million dollars for 5 or 6 people.

IV. Personnel and Budget

BLS has about 2700 employees, many of whom are agents who do the data collecting themselves. BLS does very little contracting out for research, and has a professional staff of statisticians, survey statisticians, economists, and sociologists who are at the Ph.D. and Master's levels.

As an agency within a department, BLS submits its budget to the Deputy Secretary, but defends it themselves before OMB and Congress. The Commissioner considers this to be very important to budget and program independence. The appropriation that is made to BLS cannot be touched by anyone else. BLS's budget is larger than the Census Bureau's without the decennial census funding. But 25% of BLS's budget is goes to the Census Bureau for contracted data collection. Also, the BLS does work for the rest of the Labor Department on contractual terms.

When the budget was cut in the early 1980's, the Commissioner refused to cut sample size and statistical quality of the survey data, but instead, cut out 19 whole programs because they needed improvements that would not be funded. She considers that the quality of the data is more important than the quantity of data output.

For FY 1989, the proposed budget authority of \$236.7 million, an increase of \$18.6 million over the estimated level for 1988, would allow BLS to continue its core programs and to meet mandatory increases in operating expenses. Three program increases are planned: a revision of the International Price Program to provide improved data on import and export prices, as well as new monthly indexes for monitoring trade developments; a major enhancement to the list of business establishments that would permit better identification of the sizes of business establishments within individual counties; and the collection of data on the availability of American workers for seasonal farm employment, a mandate included in the Immigration Reform and Control Act of 1986.

V. History

Since the beginning of the BLS 104 years ago, it has been the tradition that the Commissioner has the credentials for the position. There is also a tradition of nonpartisanship and of

BUREAU OF LABOR STATISTICS (continued)

longevity in the job. The present Commissioner, although appointed by the President with the consent of the Senate, does not "serve at the President's pleasure," but can be dismissed only for malfeasance. She has served for 20 years, in both Democratic and Republican administrations. She considers it important that the term of the Commissioner is a fixed term of at least 4 years, and that it not be concurrent with Presidential terms.

In compliance with OMB Circular A91, which was written in response to attempts by the Nixon administration to manipulate unemployment data, the Commissioner has established a strict regime around the review and release of BLS reports that protects the integrity of the data. BLS reports are reviewed only in-house, and then go directly to the printer. On the day before public release, the report is presented to the President's representative, the Chairmen of the Council of Economic Advisers, who cannot discuss it until one hour after its release. The Secretary of Labor is briefed on the contents just one half hour before release, when it is also given to the press. During the following thirty minutes professionals in the BLS are available to discuss the technical properties of the data before its release to the public. This is done on a regular basis so that reporters can better articulate the meaning of the data.

VI Addenda

BLS has developed standardization and improvement of data quality through the use of computer programs, through oversight by the Regional offices, as well as by withholding payment to the state organizations for data collection data. In addition, the Commissioner has devoted much time to discussions with State governors, pointing out the importance to them of reliable data in their obtaining information for policy decisions.

Congress gave money to BLS to set up a National Academy of Sciences panel on national occupational safety and health statistics, which produced 40 recommendations. These were presented in meetings with the states, resulting in some survey redesigns and further protections against bias in data collection related to regulatory function. The Commissioner said that Congress and OMB don't really understand this bias problem.

BLS also discovered that at the state level the labor people who are responsible for working conditions were not communicating with the people who are responsible for public health. When BLS invited both groups to a conference, the public health people were especially grateful to be introduced to the labor people in their own states. Discussion groups were formed, and special studies were funded.

BUREAU OF LABOR STATISTICS (continued)

BLS and OSHA have had initial discussions with the National Center for Health Statistics (NCHS) and the National Institute of Occupational Safety and Health (NIOSH) on how to use the NCHS health surveys. Period and extent of exposure to contaminants, latency period of disease response, are factors that need to be addressed, and the problems must be attacked in a more global way. A Bureau of Environmental Statistics would be an important participant in setting up an overall matrix of the necessary coordinated data series for such a global attack on critical national problems of toxic exposure and public health.

The Commissioner gave the following advice in establishing a Bureau of Environmental Statistics:

"There are two characteristics besides professional ones that are needed in a head of a statistics bureau: 1) willingness to stand up tall and insist on what is considered right; and 2) willingness to resign in protest."

Ask NAS's Committee on National Statistics to do a report and send it to the appropriate Congressional Committees.

The Department head must be behind the Bureau.

What's really needed is conceptual or definement research, i.e. what is the phenomenon to be represented by the data, how is it defined? The initial efforts should be in research to identify the problems, in how to define what data to collect. It must be made clear that the statistics bureau's ongoing research would be on measurement problems, on definition of that to be measured, on methodological problems in survey techniques for the specific areas covered. These nonsampling errors, which are errors in the conceptual measures, are not sufficiently stressed by the statistical community, but are critical in establishing a national data system.

**STATISTICS OF INCOME DIVISION
INTERNAL REVENUE SERVICE**

DEPARTMENT OF THE TREASURY

STATISTICS OF INCOME DIVISION, Internal Revenue Service, Treasury Department

I. Products, Benefits, and Programs

The IRS Statistics of Income (SOI) program provides:

- . Annual income, financial and tax data based on individual and corporate income tax returns;
- . Periodic studies based on returns such as those filed by estates and trusts; and
- . In-depth analyses of various tax-related computations, including foreign tax credit and sales of capital assets.

The primary purpose of SOI is to provide the Federal Government with income statistics that enable it to keep a close watch on the composition of its aggregate income tax returns.

When the SOI program originated in 1916, reports were used almost entirely for tax research and for estimating revenue, especially by Treasury officials. Today, tax analysts in the Treasury Department, particularly the Office of Tax Analysis (OTA), and in the Congressional Joint Committee on Taxation continue to be the main users of SOI. Since the 1930s, the third major user of SOI is the Bureau of Economic Analysis (BEA), which relies on tax return data extensively for the national income and product accounts. Other users of SOI data include Federal and State governments, university researchers, and private industry, as well as the general public.

Since the OTA, which is at the Secretarial Staff level in the Treasury Department, is the largest user of SOI data, most of the content of SOI's work is determined by them. These policy makers have the prerogative to do interpretive analysis of SOI data, hence their primary interest is in SOI's data files rather than in their publications. Every June, OTA does a policy review of SOI's product, and make suggestions about what should not be published. While this limits the independence of publication of results, the microdata files (raw data with identifying items removed) are available to the public for its own analyses.

Demands for SOI data have increased since the program's inception. A contributing factor has been new tax laws requiring separate reports to Congress. The Tax Reform Act of 1986 is also expected to make heavy demands on the SOI program.

II. Legislative Authority

The first modern U.S. income tax law, the Revenue Act of

STATISTICS OF INCOME DIVISION (continued)

1916, called for the annual publicationn of statistics on incomes in the U.S. The wording contained in the 1916 Act has been repeated, with practically no change, in each major rewrite of the tax statute since that time.

III. Organization

The SOI Division is part of the Office of Returns and Information Processing, which is part of the broader data processing organization in IRS charged with the responsibility for processing tax returns. This broader organization reports to the Deputy Commissioner for Operations.

Within the SOI Division, four organizations report to the Director:

- . The Coordination and Publications Staff, which includes the Mathematical Statistics Team, comprised of survey statisticians;
- . The Corporation Statistics Branch, in which the Returns Analysis Section analyzes corporate returns, the Special Projects Section examines partnerships, and the Research Staff performs economic analyses;
- . The Individual Statistics Branch, in which the Returns Analysis Section examines individual tax returns, the Special Projects Section looks at large schedules of individuals, and the Research Staff does projects such as the SIC code classification of returns;
- . The Foreign Statistics Branch, in which the Special Projects Branch looks at estate gifts and tax-exempt organizations.

Computer processing of SOI data is currently the responsibility of a consolidated data processing services organization, but the SOI Division plans to integrate processing services into subject matter sections of the three SOI branches.

The SOI Division both collects and interprets data. Data analyses address primarily changes and anomalies observed in the data.

For three years, the SOI Division has been advised by an Advisory Committee established jointly with the Brookings Institute at no cost to IRS. Brookings provides facilities for meetings of the Advisory Committee and recommends members.

STATISTICS OF INCOME DIVISION (continued)

IV. Personnel and Budget

The SOI Division is comprised of a staff mostly of statisticians and economists who work with major users to determine the content of each program and report, to design the statistical samples used, and to develop processing procedures. The Division had a total of 475 staff-years during FY 1988.

For FY 1989, the Administration has proposed a total budget authority of \$21.4 million for the SOI program, an amount that exceeds the FY 1988 estimate by \$3.7 million. The increase in funding requested for FY 1989 would be used primarily to meet policy research needs in evaluating the Tax Reform Act of 1986, as well as to address longer range plans for tax research. The SOI Division expects to have 510 staff years during FY 1989.

Approximately 200 staff members of the SOI Division are in Washington, and the rest are in field positions.

The SOI Division does not have independent Congressional budget authority but is combined in a single budget item with the Returns Processing Division, which holds a dominant position as executor of the primary mission of IRS. In particular, the Taxpayers' Service sector has had its budget insulated from Treasury-wide cuts. For incremental needs, such as implementing the tax reform, SOI officially has the right of appeal, but this can be done only under threat. They are told, "unofficially, to go along with the funding, or take a cut."

SOI submits its budget request to its own Assistant Commissioner (for Taxpayer Service and Returns Processing), who usually sends it all up to the IRS Assistant Commissioner for Planning, Finance, and Research. He and an Assistant at the Deputy Commissioner level invite the SOI Assistant Commissioner to participate in reviewing the budget items. It is then sent to the top level of the Treasury for inclusion in the Departmental budget. At that point their primary users, the OTA, act as sponsors to obtain sufficient funds for SOI to produce the statistics that OTA needs. OTA, working through the Treasury Finance Department, can overrule the Commissioner of IRS, whose primary concern is for funding the processing of returns, rather than SOI needs.

Congressional committees who are large users of SOI data, such as the Joint Economic Committee and the Joint Committee on Taxation, as well as other customers, can put pressure on OMB, or even add funds to SOI's budget. The Director of SOI cultivates clientele among academia and nonprofit organizations, as well as lobbying Congress. (SOI pointed out that the Census Bureau is well rewarded for their strong lobby on the Hill.

STATISTICS OF INCOME DIVISION (continued)

In recent years, the SOI Division's budget has been reduced by approximately 25 percent. The Division has responded by adopting more sophisticated processing techniques, such as using specialized samples or using longitudinal files to assist in error resolution. Additional cost-saving measures include the installation of a mini/micro computer system in the regional service centers for processing smaller SOI projects, which will eliminate certain manual operations and will free resources at the Data Center in Detroit for use on larger projects. At first the money saved by these measures went into a general pot, but now it is returned to SOI.

The SOI Division anticipates increasing use of computers to extract administrative data (that is, data obtained from returns for tax administration purposes). Costly manual processing operations are expected to be dramatically reduced as a result. The Division also envisions increasing use of innovative techniques such as artificial intelligence.

V. History

Within IRS, statistical processing of tax return data has historically been a separate off-line operation, divorced from the mainline processing of tax returns for administrative purposes. Statistical processing was strongly affected by the advent of automatic data processing of tax returns in the early 1960s. Statistical abstracting was decentralized to the 10 regional service centers, where taxpayers file returns and the returns are processed by computers.

A Data Center was established in Detroit to relieve regional service centers of all processing not directly related to the administrative processing of returns. The Data Center assumed responsibility for SOI processing. The SOI Division evolved into one of planning, coordinating and overseeing a field operation. The Division also continued to meet with users to identify their data needs and publish the SOI reports.

VI Addenda

The SOI Division does a study for EPA, published annually since 1980, of environmental excise taxes that were authorized to be collected under CERCLA and now under Superfund (SARA). It is the only source that provides detailed tabulations by chemical. (SOI is puzzled that each time they do this study they are audited.)

Mr. Wilson considered the National Cancer Institute and the National Academy of Sciences to be likely users of data from a Bureau of Environmental Statistics.

APPENDIX B

ORGANIZATIONAL CHARTS

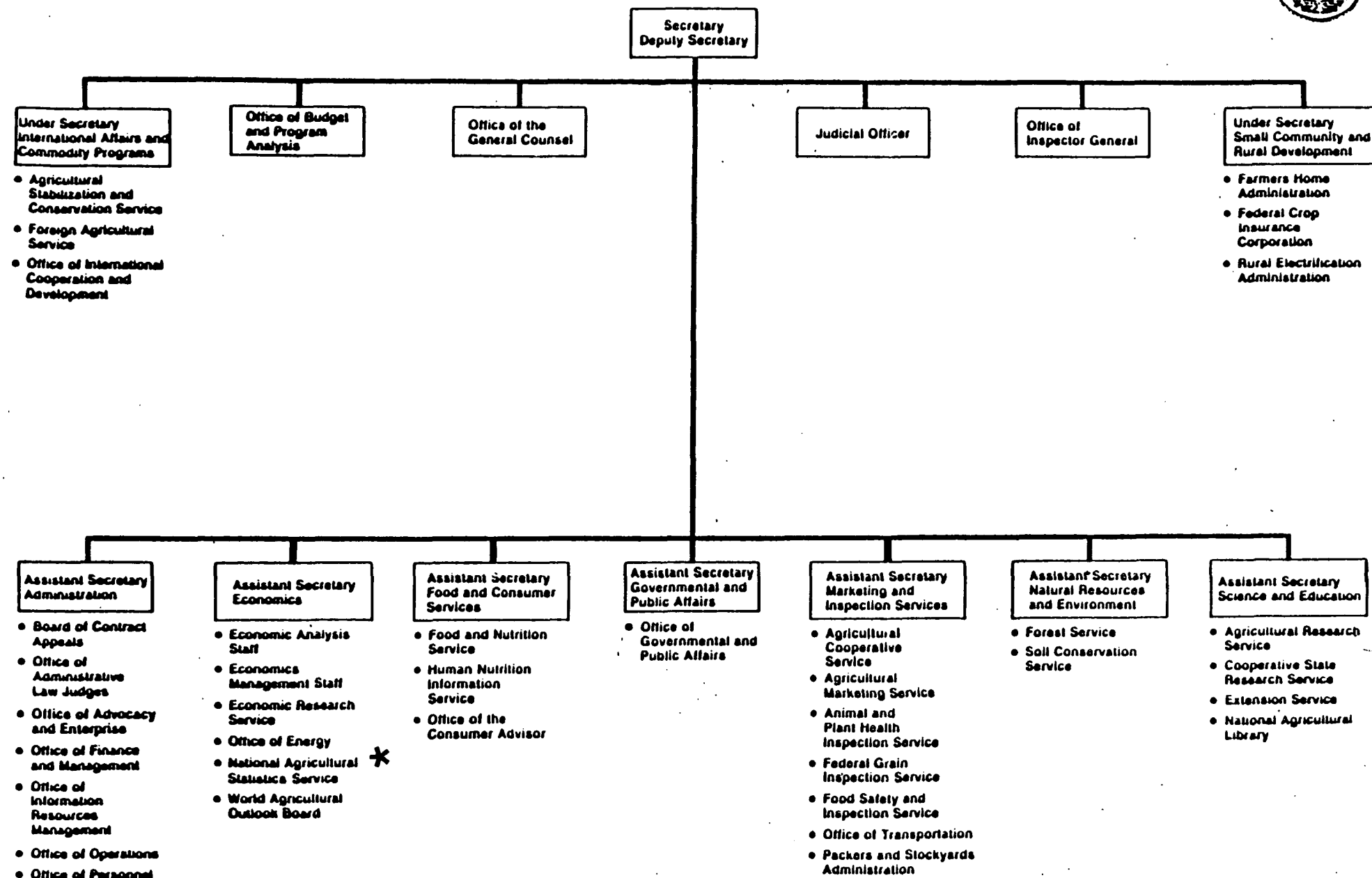
FOR

TWELVE FEDERAL STATISTICS AGENCIES

NATIONAL AGRICULTURAL STATISTICS SERVICE

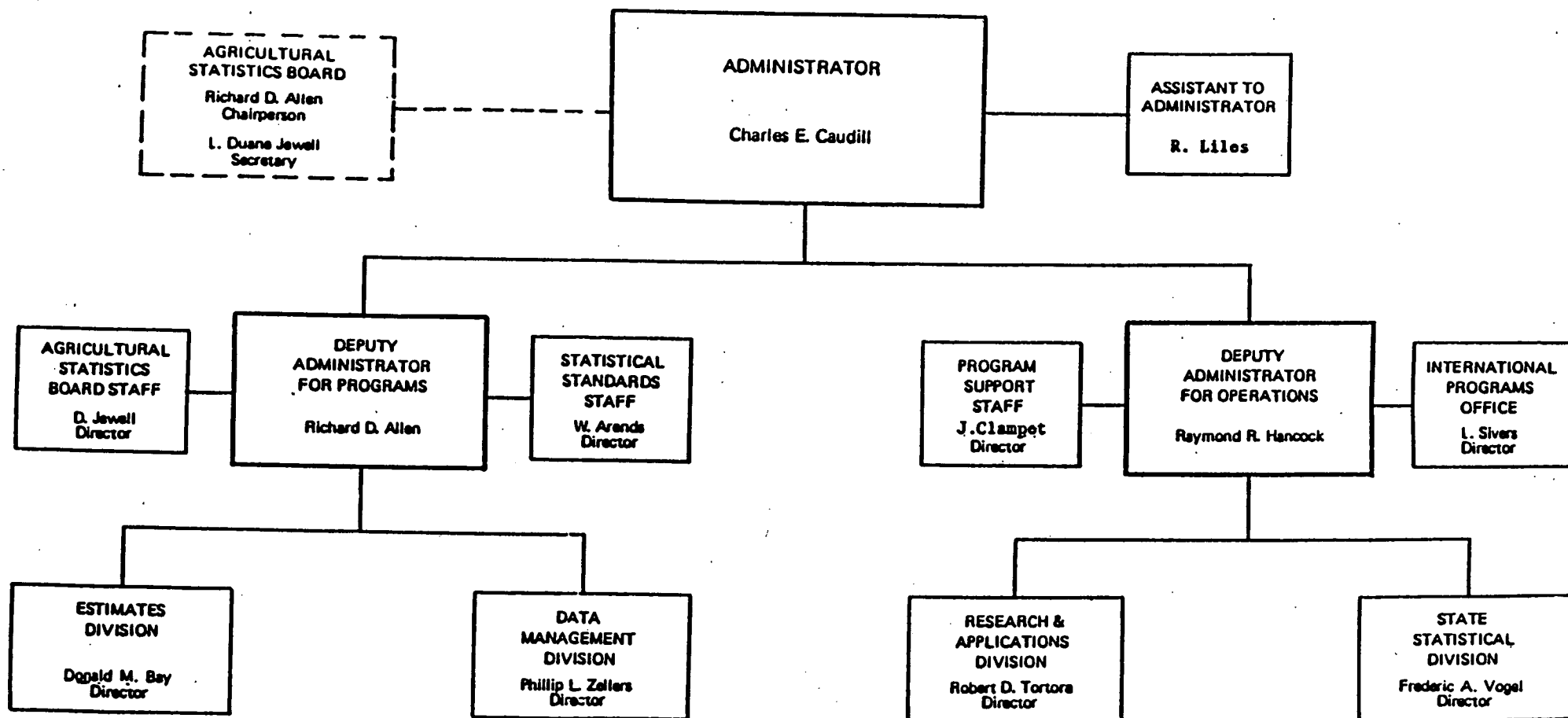
DEPARTMENT OF AGRICULTURE

United States Department of Agriculture



September 8, 1966

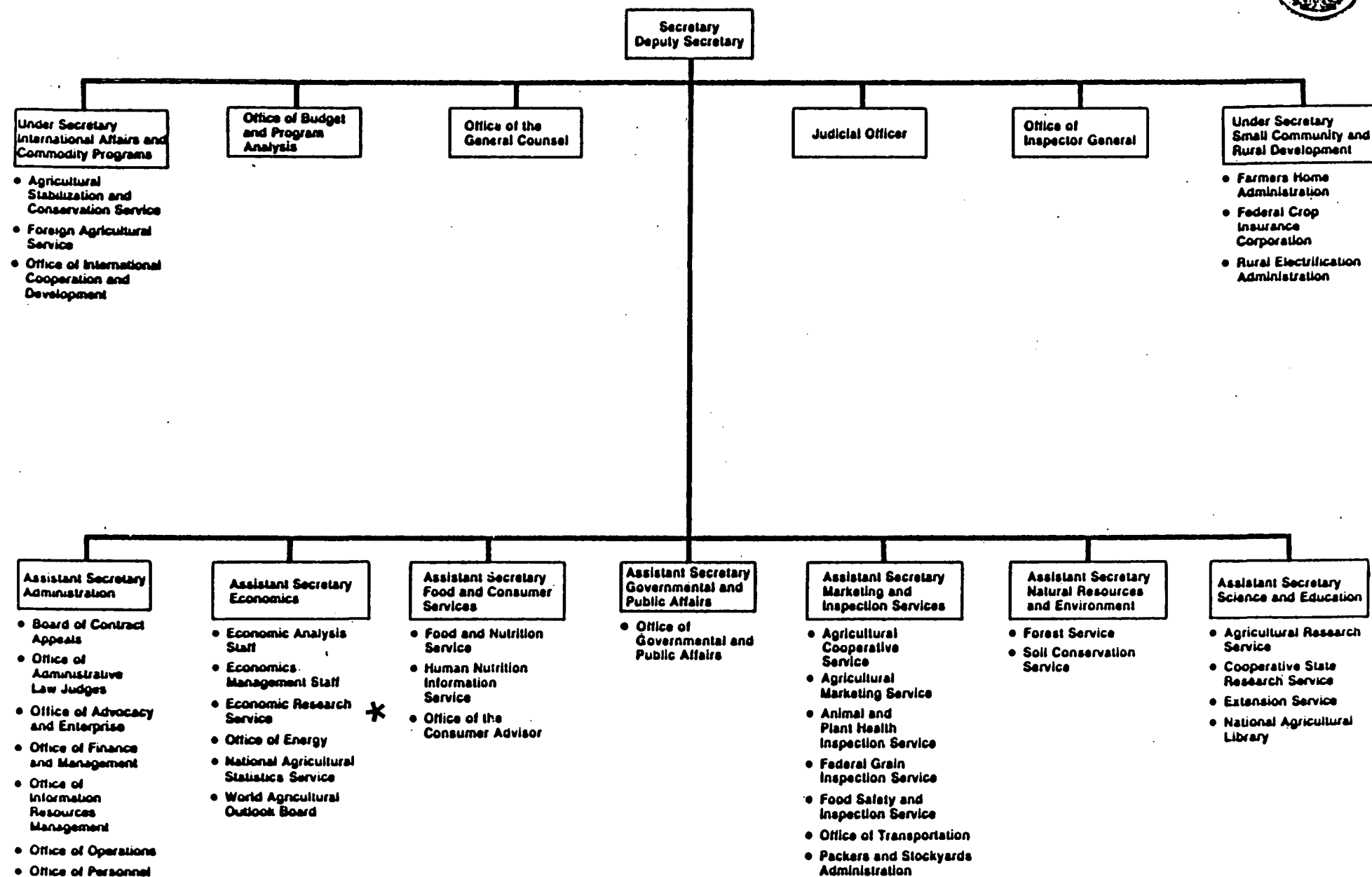
NATIONAL AGRICULTURAL STATISTICS SERVICE



ECONOMIC RESEARCH SERVICE

DEPARTMENT OF AGRICULTURE

United States Department of Agriculture



September 8, 1988

The New Economic Research Service USDA



Administrator

John Lee

(202) 786-3300

Associate Administrator

Bob Robinson

(202) 786-3302

Deputy Administrator

Kenneth Clayton

(202) 786-3308

Senior Staff

Analysis Coordinator

Milton Ericksen

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Commodity Economics Division

Director

Patrick O'Brien

(202) 786-1800

- Livestock, Dairy, & Poultry
- Crops
- Fruits, Vegetables, Sweeteners, & Tobacco
- Food Marketing & Consumption Economics
- Commodity Trade Analysis
- Situation & Outlook Coordination Staff

Agriculture & Trade Analysis Division

Director

T. Kelley White

(202) 786-1700

- Agriculture & Trade Policy
- Agriculture & Trade Indicators
- Centrally Planned Economies
- Developed Market Economies
- Developing Economies
- U.S. Agricultural Policy

Agriculture & Rural Economy Division

Director

Kenneth Deavers

(202) 786-1530

- Farm & Rural Economy
- Farm Sector Financial Analysis
- Finance & Tax
- Human Resources
- National Economy & History
- Government & Development Policy

Resources & Technology Division

Director

John Miranowski

(202) 786-1455

- Inputs, Technology, & Productivity
- Land
- Resource Policy
- Soil & Water

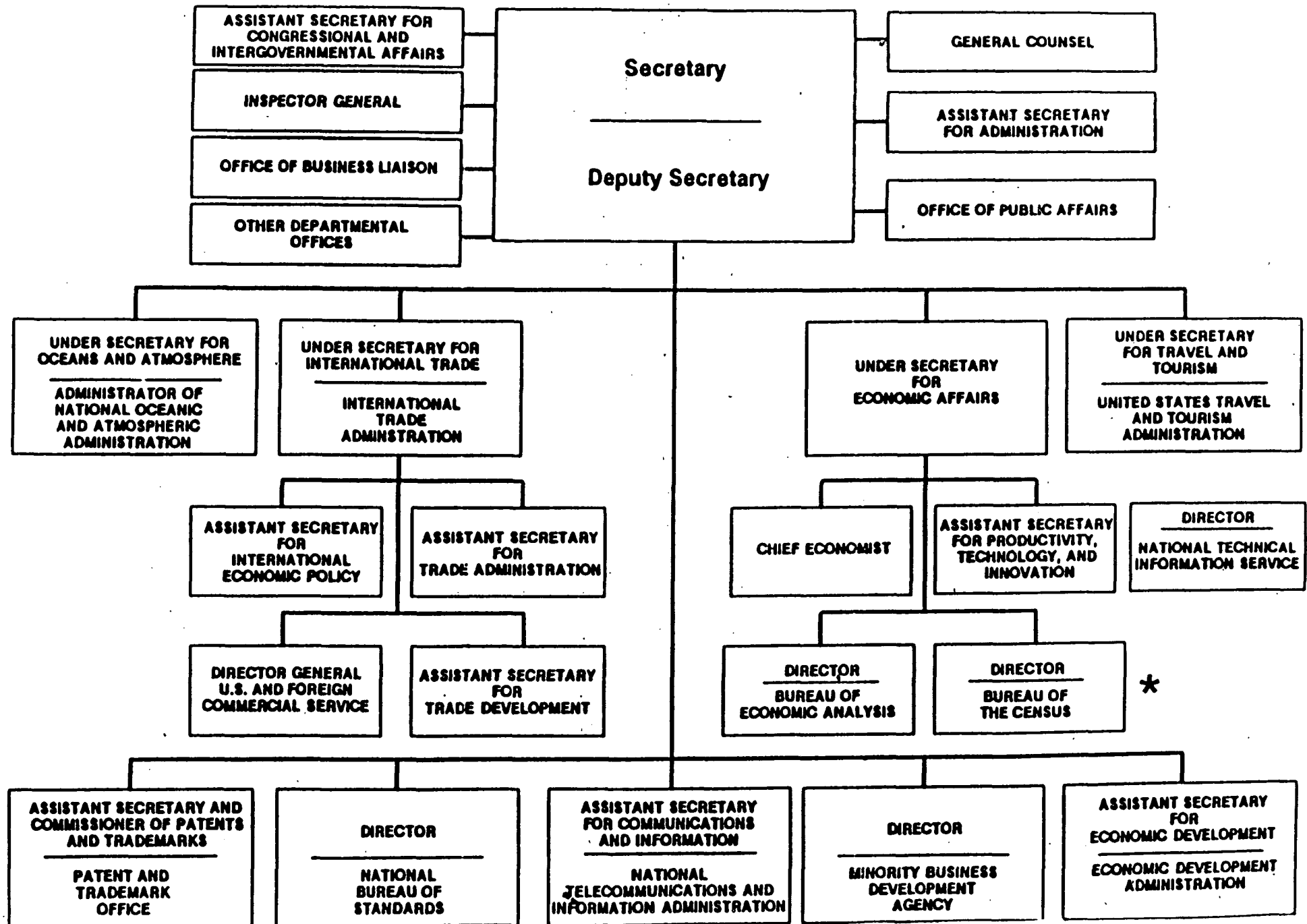
The Economic Research Service (ERS) produces economic and other social science information as a service to the general public and to aid Congress and the Executive Branch in developing, administering, and evaluating agricultural and rural policies and programs.

ERS-produced information is made widely available to the general public through research monographs, situation and outlook reports, professional and trade journals (including the ERS journal, *Agricultural Economics Research*), magazines (including the ERS magazines, *Agricultural Outlook*, *Farmline*, *National Food Review*, and *Rural Development Perspectives*), radio, television, newspapers, direct computer access, and frequent participation of ERS staff at various public forums.

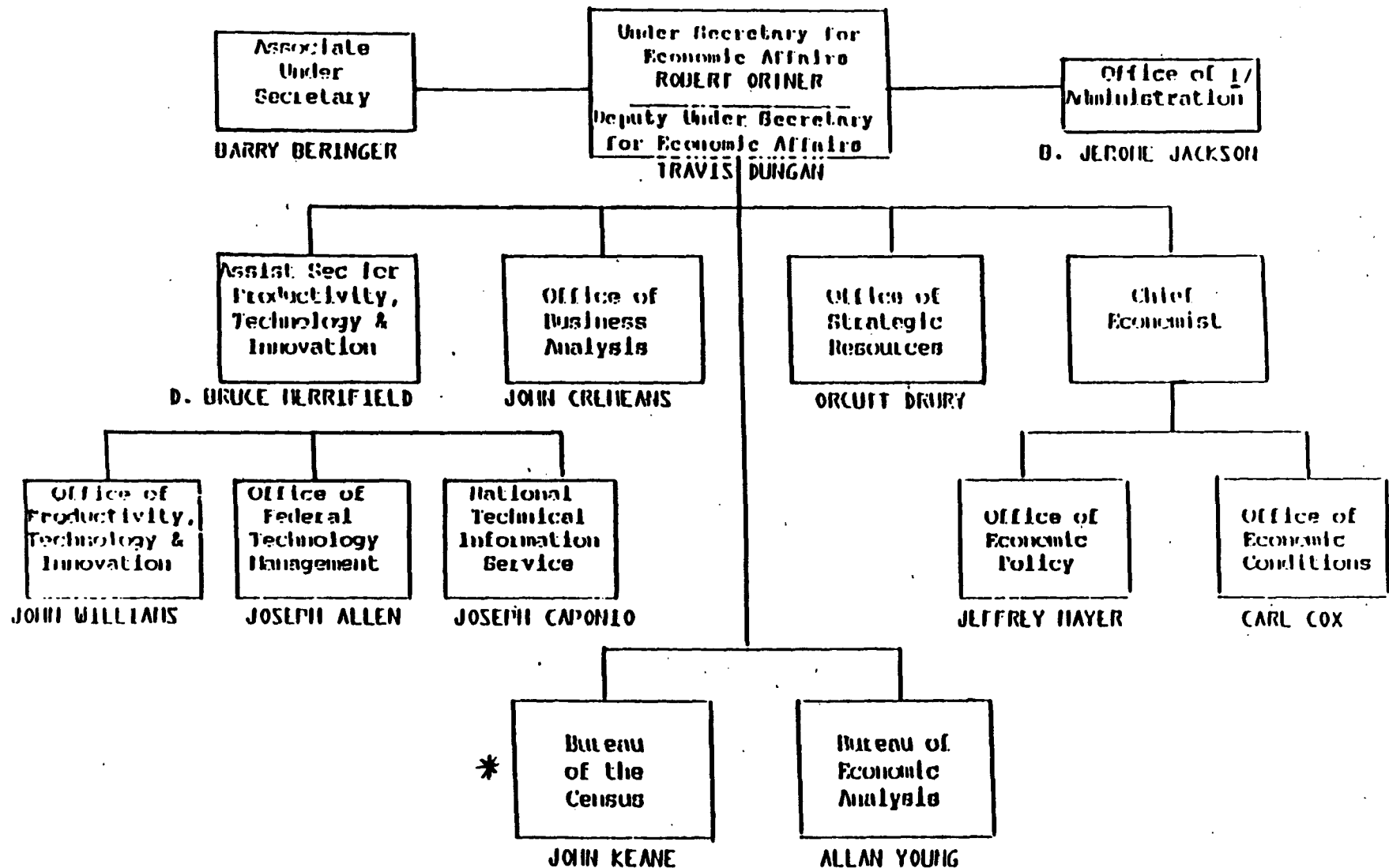
CENSUS BUREAU

DEPARTMENT OF COMMERCE

U.S. Department of Commerce



**U.S. DEPARTMENT OF COMMERCE
ECONOMIC AFFAIRS**

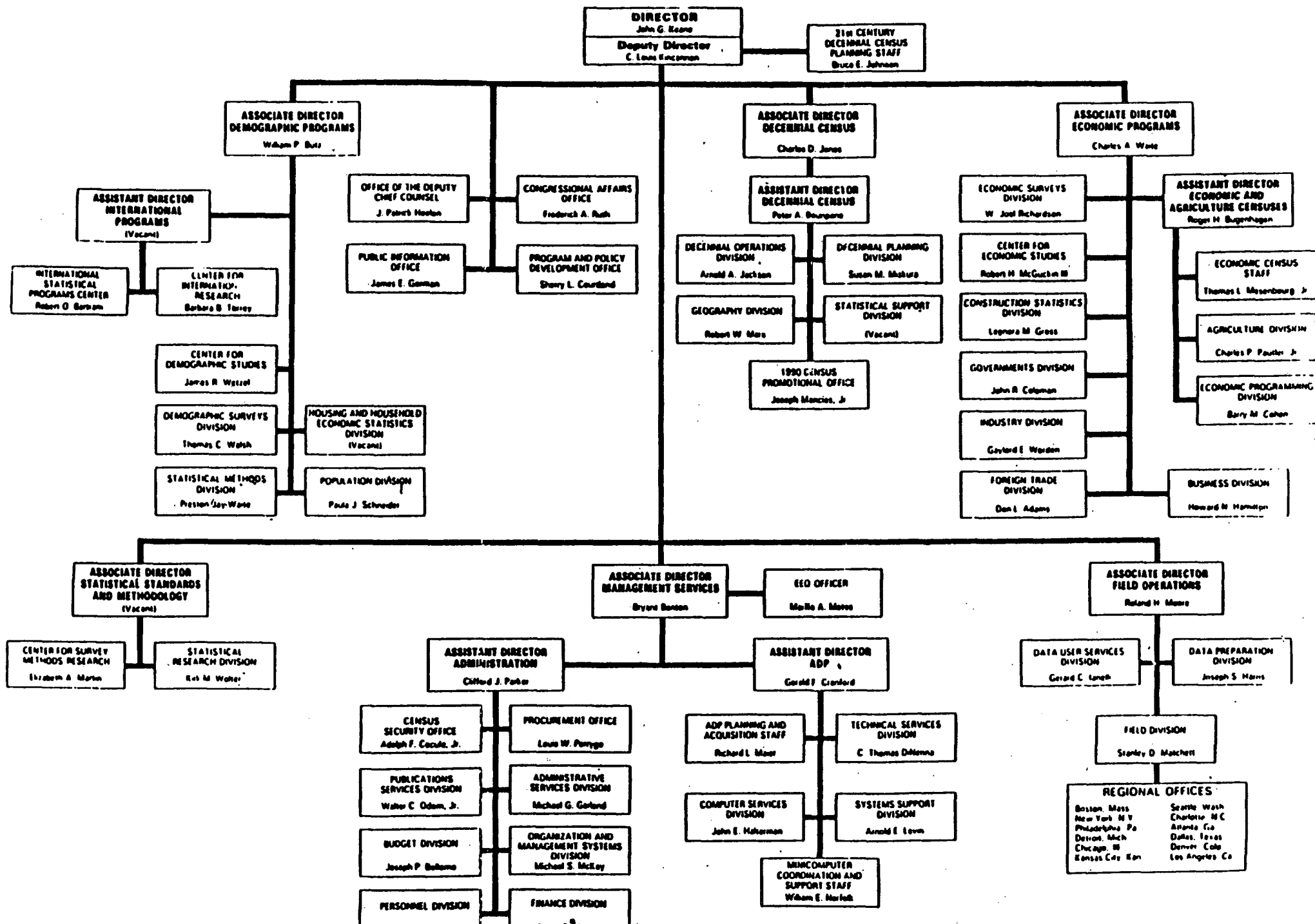


1/ This Office (a) provides, or ensures provision of, budget and support services to all units on this chart, except for Census and NTIS; and (b) provides specific services and oversight with respect to Census and NTIS.

U.S. DEPARTMENT OF COMMERCE

March 21, 1988

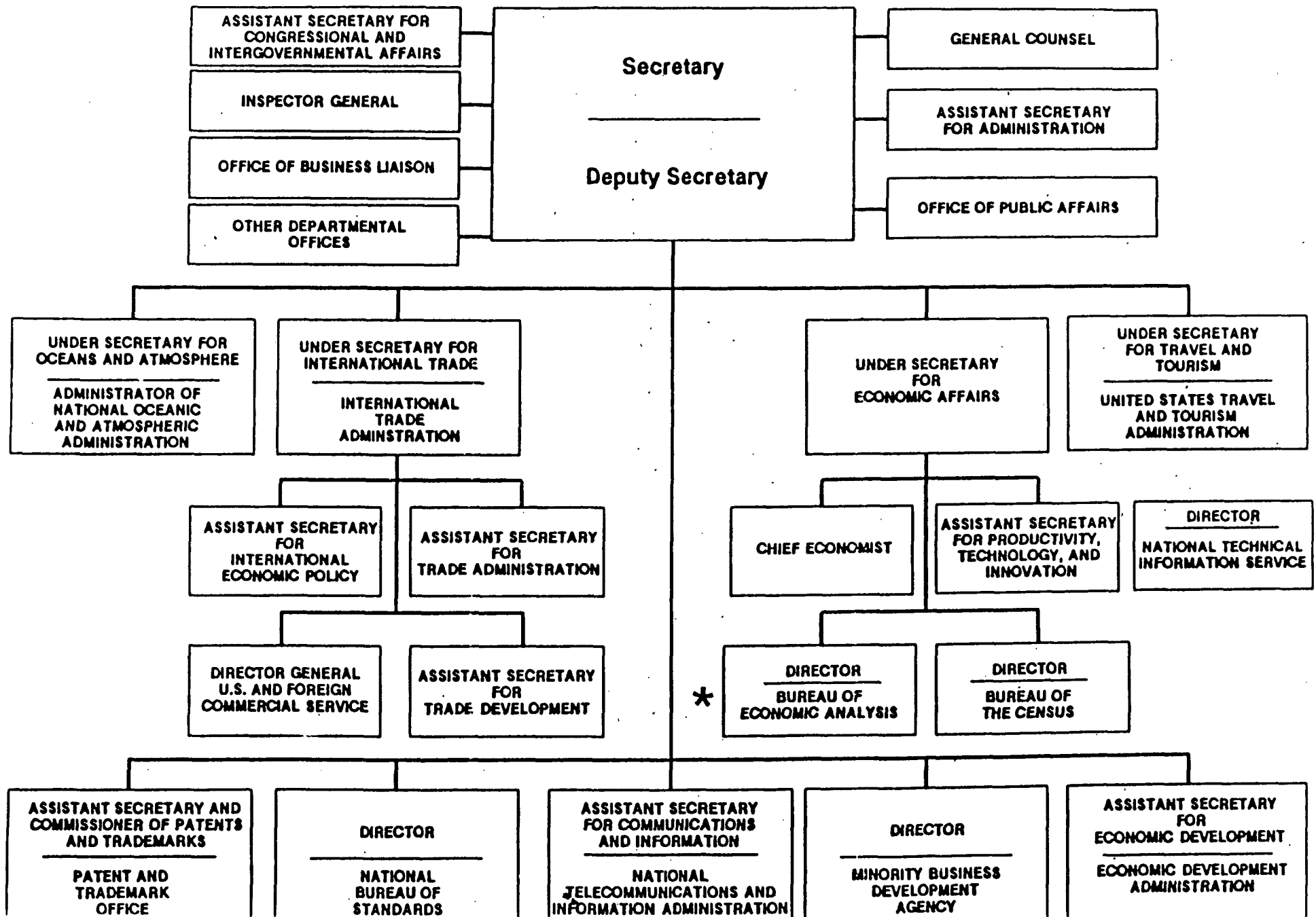
Bureau of Census



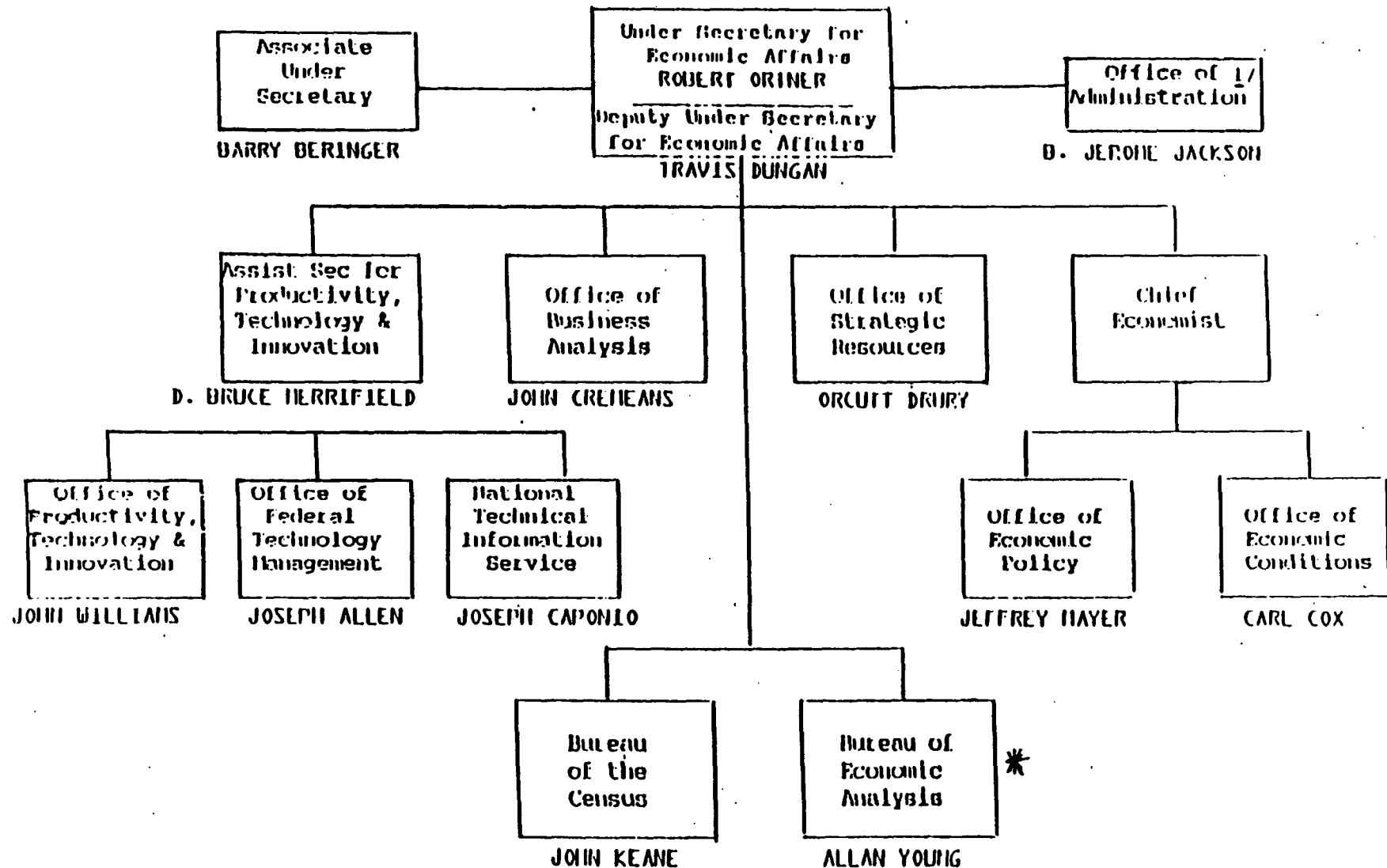
BUREAU OF ECONOMIC ANALYSIS

DEPARTMENT OF COMMERCE

U.S. Department of Commerce



**U.S. DEPARTMENT OF COMMERCE
ECONOMIC AFFAIRS**



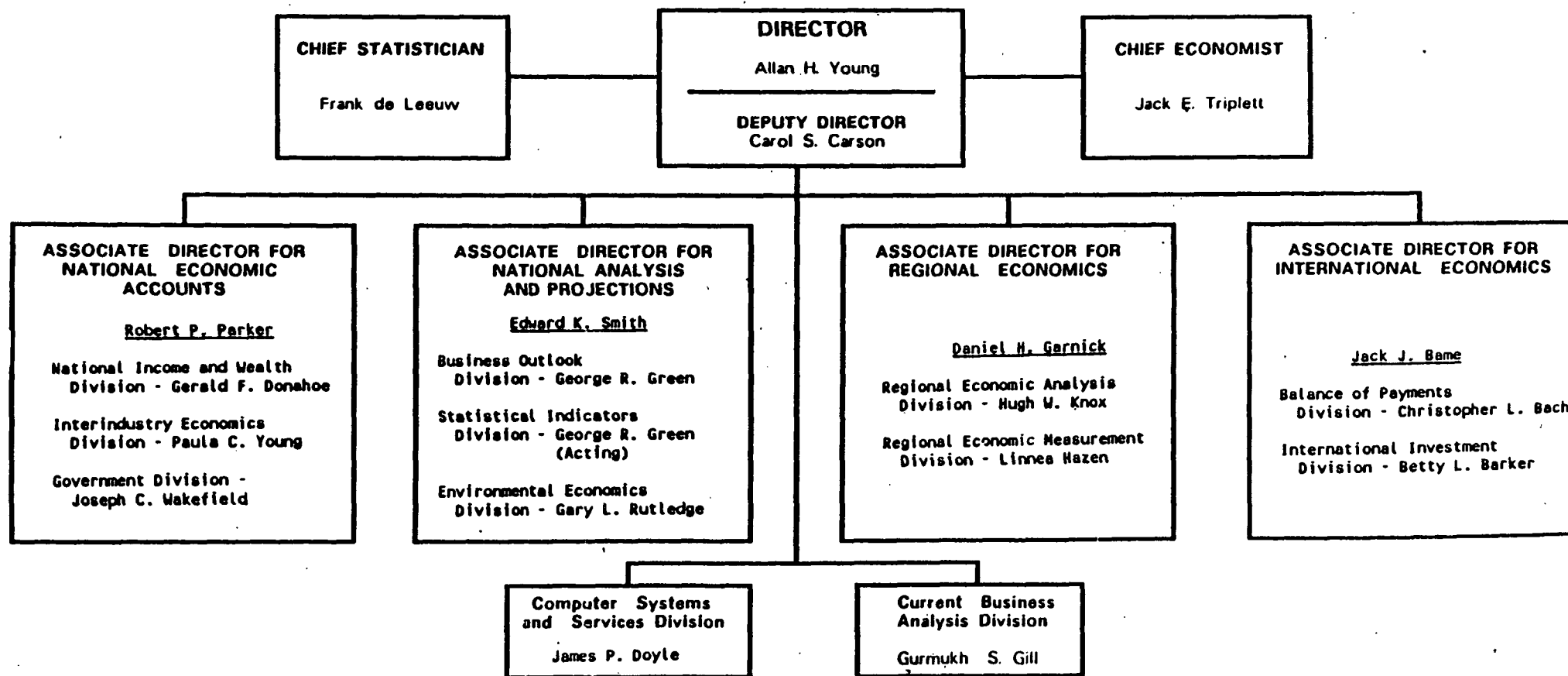
1/ This Office (a) provides, or ensures provision of, budget and support services to all units on this chart, except for Census and NTIS; and (b) provides specific services and oversight with respect to Census and NTIS.

THE BUREAU — ECONOMIC ANALYSIS

The goal of the Bureau of Economic Analysis (BEA) is to provide a clear picture of the U.S. economy through the preparation, development, and interpretation of the national income and product accounts, summarized by the gross national product (GNP); the wealth accounts, which show the business and other components of national wealth; the input-output accounts, which trace the interrelationships among industrial markets; personal income and related economic series by geographic area; the U.S. balance of payments accounts and associated foreign investment accounts; and measures relating to environmental change within the framework of the national economic accounts. The work on the national economic accounts is supplemented by the preparation and analysis of other measures of business activity, including various tools for forecasting economic developments, such as surveys of investment outlays and plans of U.S. business, econometric models of the U.S. economy, and a system of leading, coincident, and lagging economic indicators. The data and analyses prepared by BEA are disseminated mainly through its monthly publications, the

Survey of Current Business including periodic supplements to the Survey and Business Conditions Digest.

The measures and analyses produced by BEA are used in the formulation and execution of fiscal, financial, international, and other policies related to the major economic goals of the Nation. Business plans its production, price, and investment programs with the aid of the information provided by BEA. This information is essential also for economic decisionmaking by State and local governments, labor, and other economic groups; and by the growing number of individuals who need a better orientation in an economic world that is becoming increasingly complex. Universities and research organizations also rely in their teaching and research programs on the information provided by BEA.



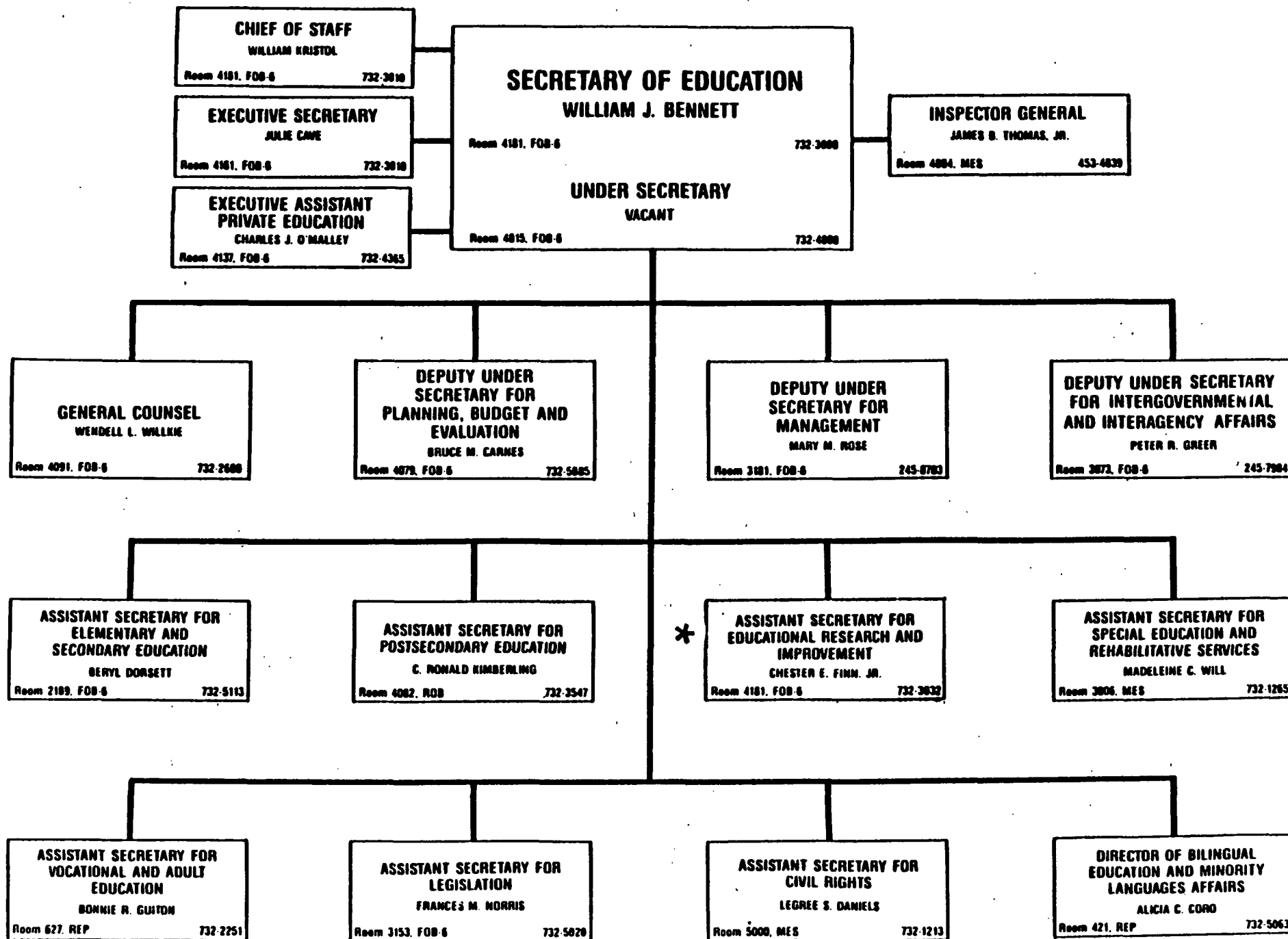
NATIONAL CENTER FOR EDUCATION STATISTICS

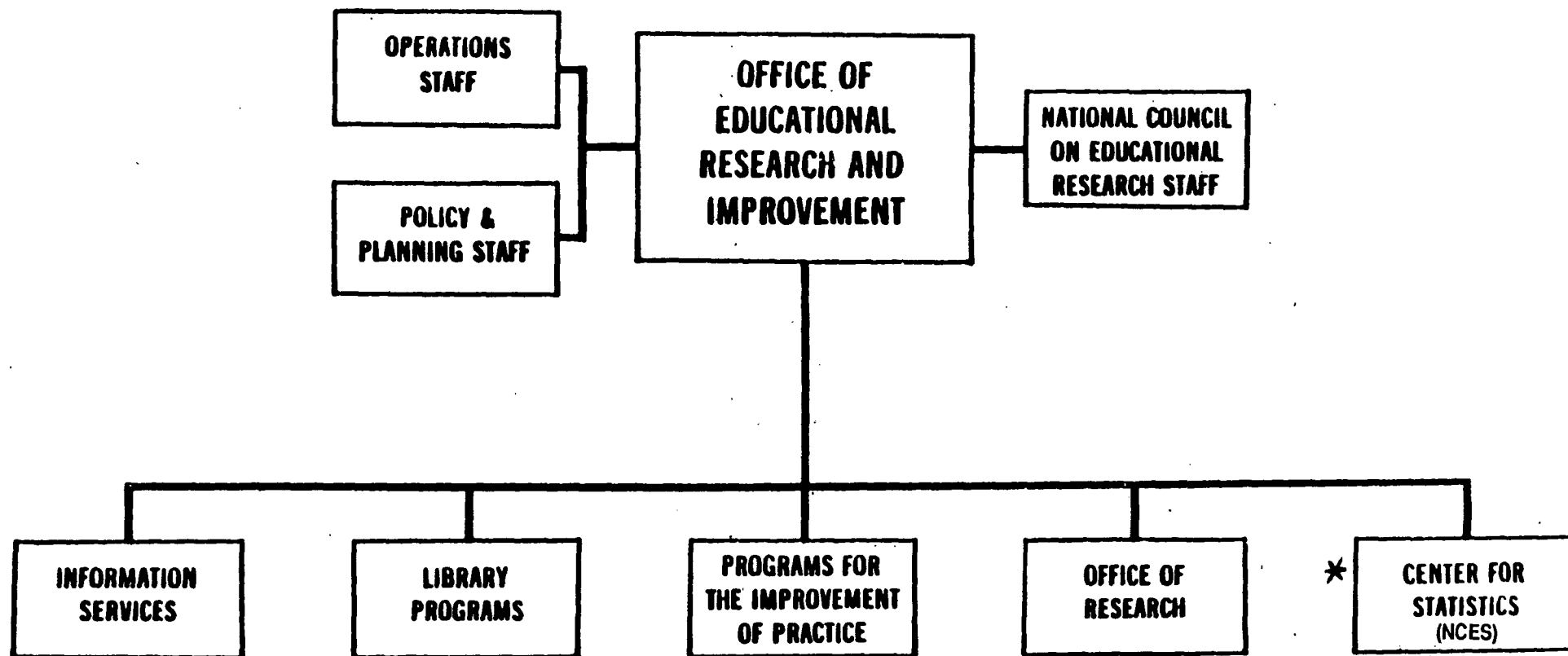
DEPARTMENT OF EDUCATION

U.S. DEPARTMENT OF EDUCATION

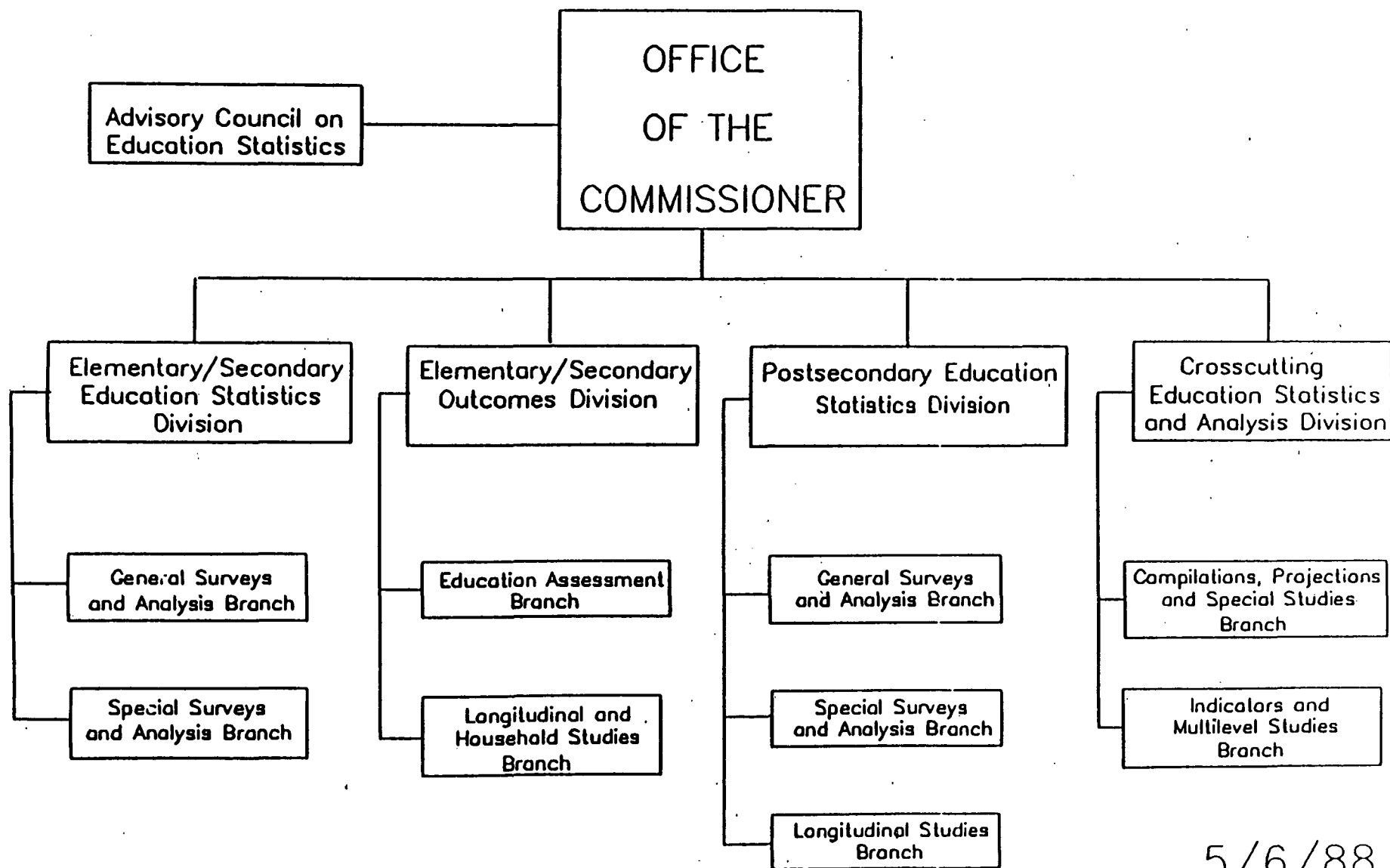
Approved: Deputy Under Secretary for Management

September 1987





NATIONAL CENTER FOR EDUCATION STATISTICS

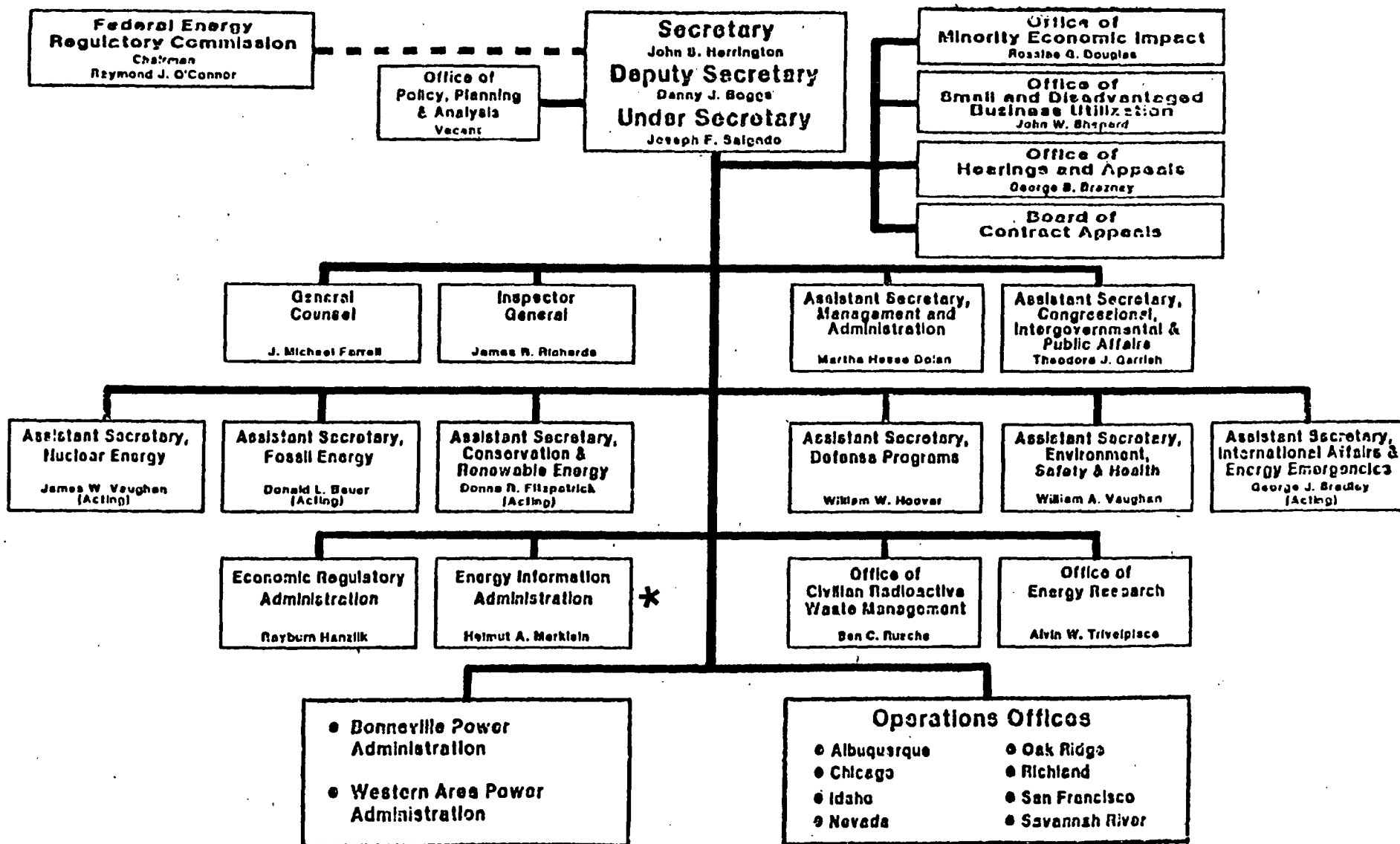


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ENERGY INFORMATION ADMINISTRATION

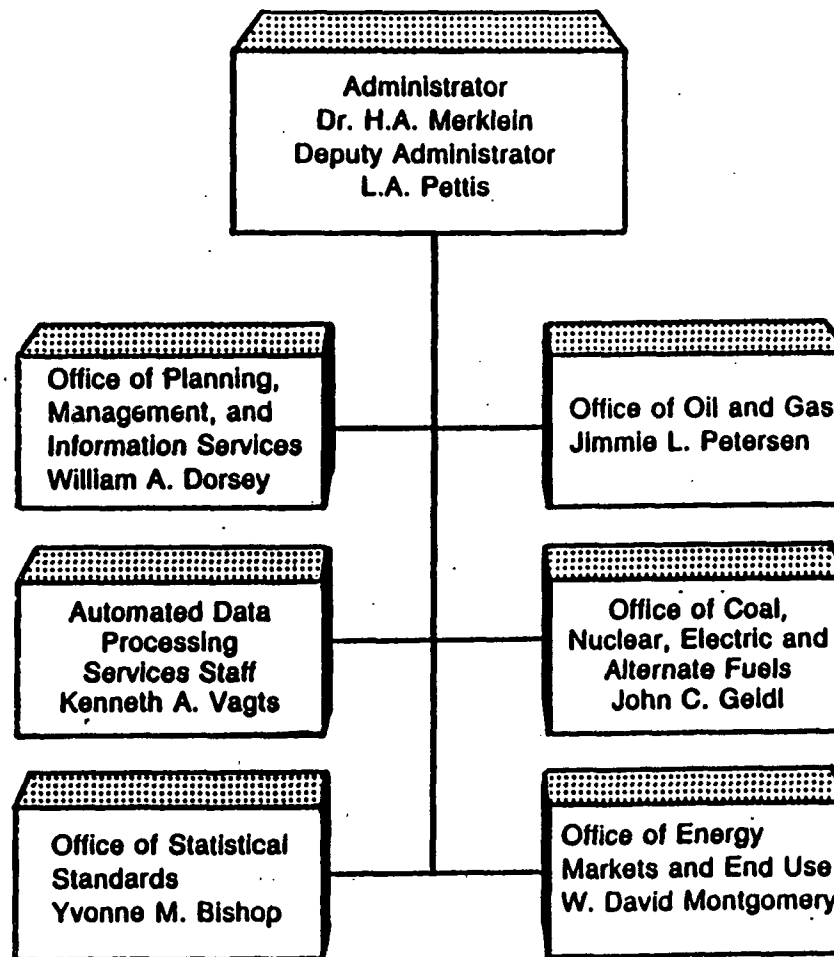
DEPARTMENT OF ENERGY

THE DEPARTMENT OF ENERGY



June 1968

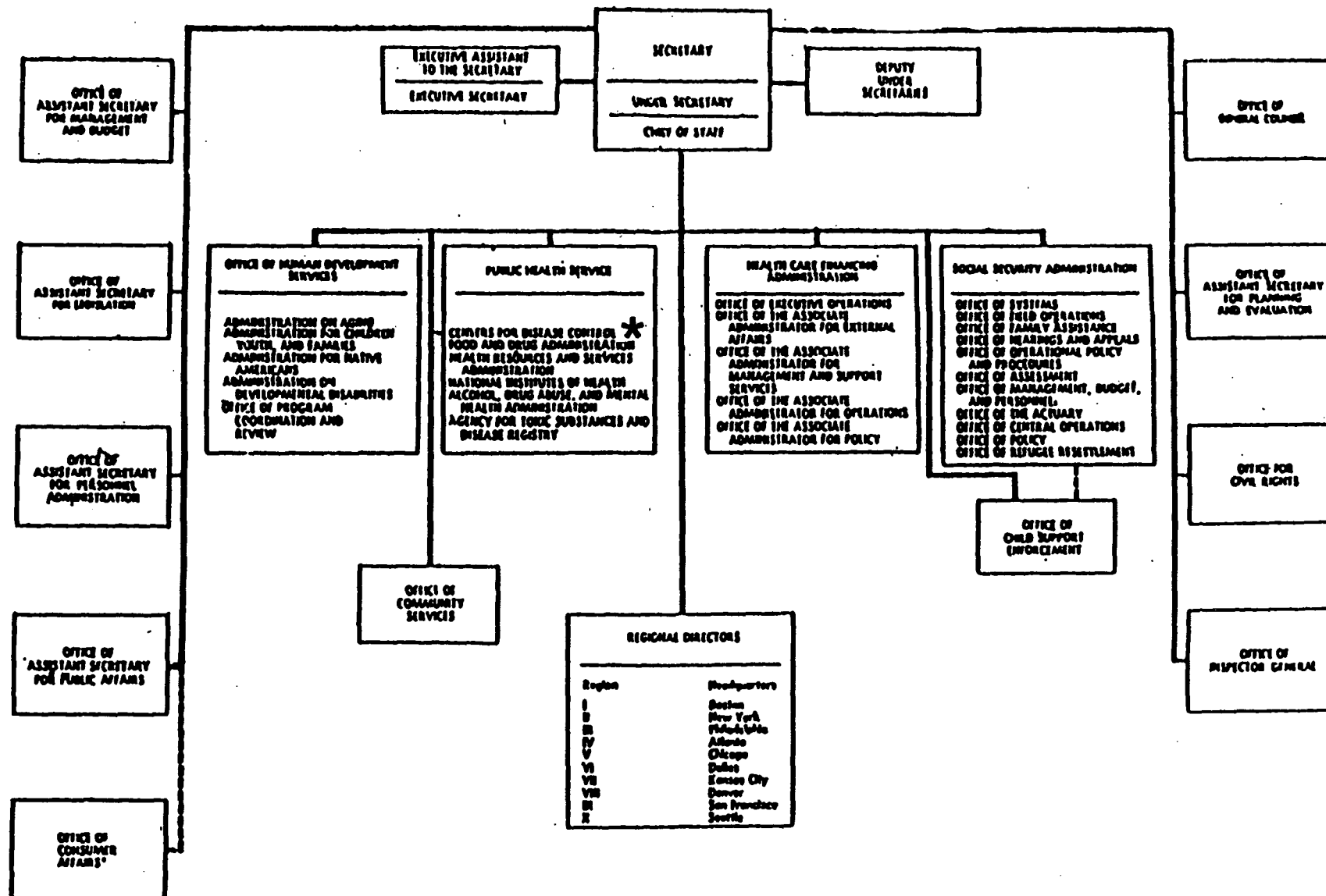
The Energy Information Administration



**NATIONAL CENTER FOR HEALTH STATISTICS
PUBLIC HEALTH SERVICE**

DEPARTMENT OF HEALTH AND HUMAN SERVICES

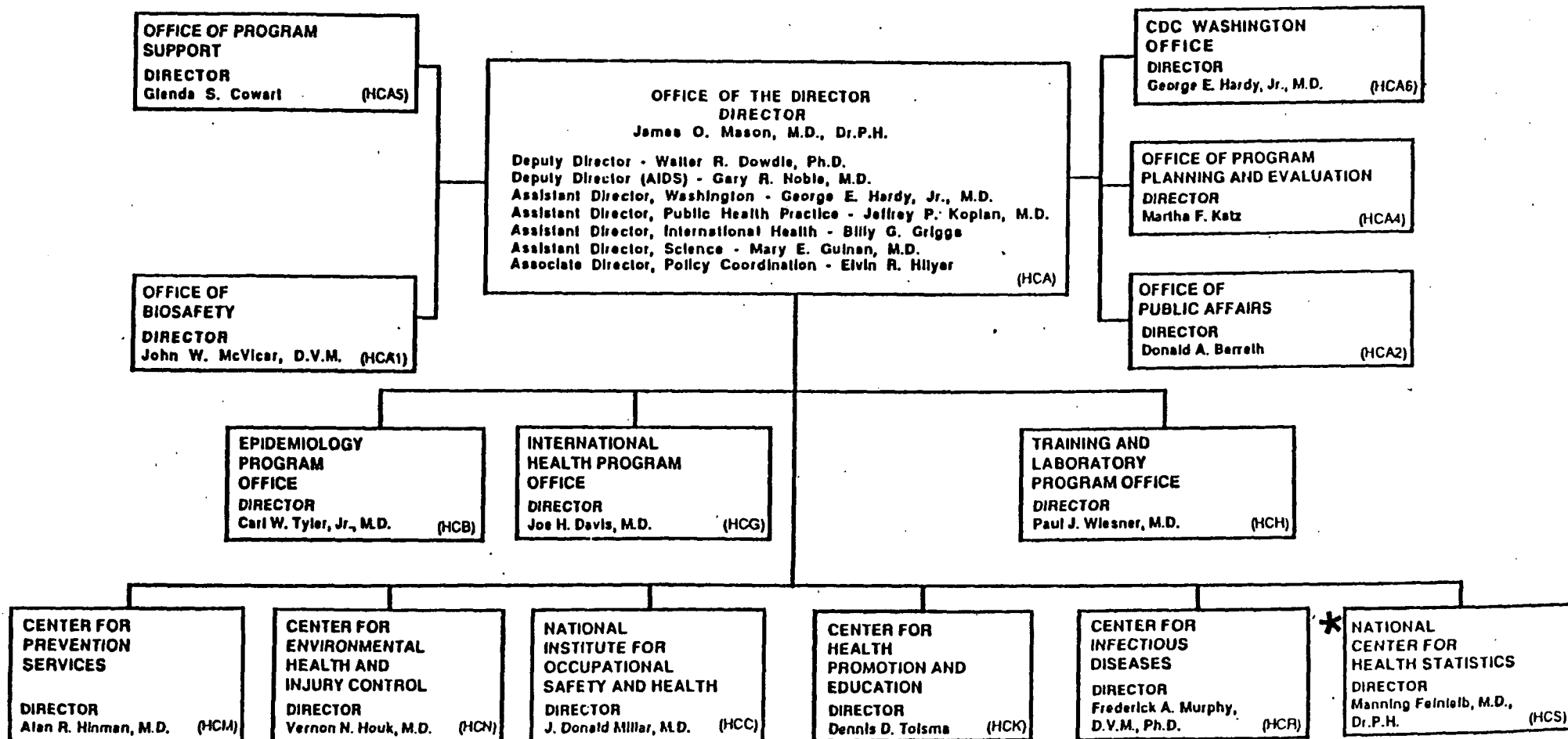
DEPARTMENT OF HEALTH AND HUMAN SERVICES



*Located administratively in 1913, but reports to the President.

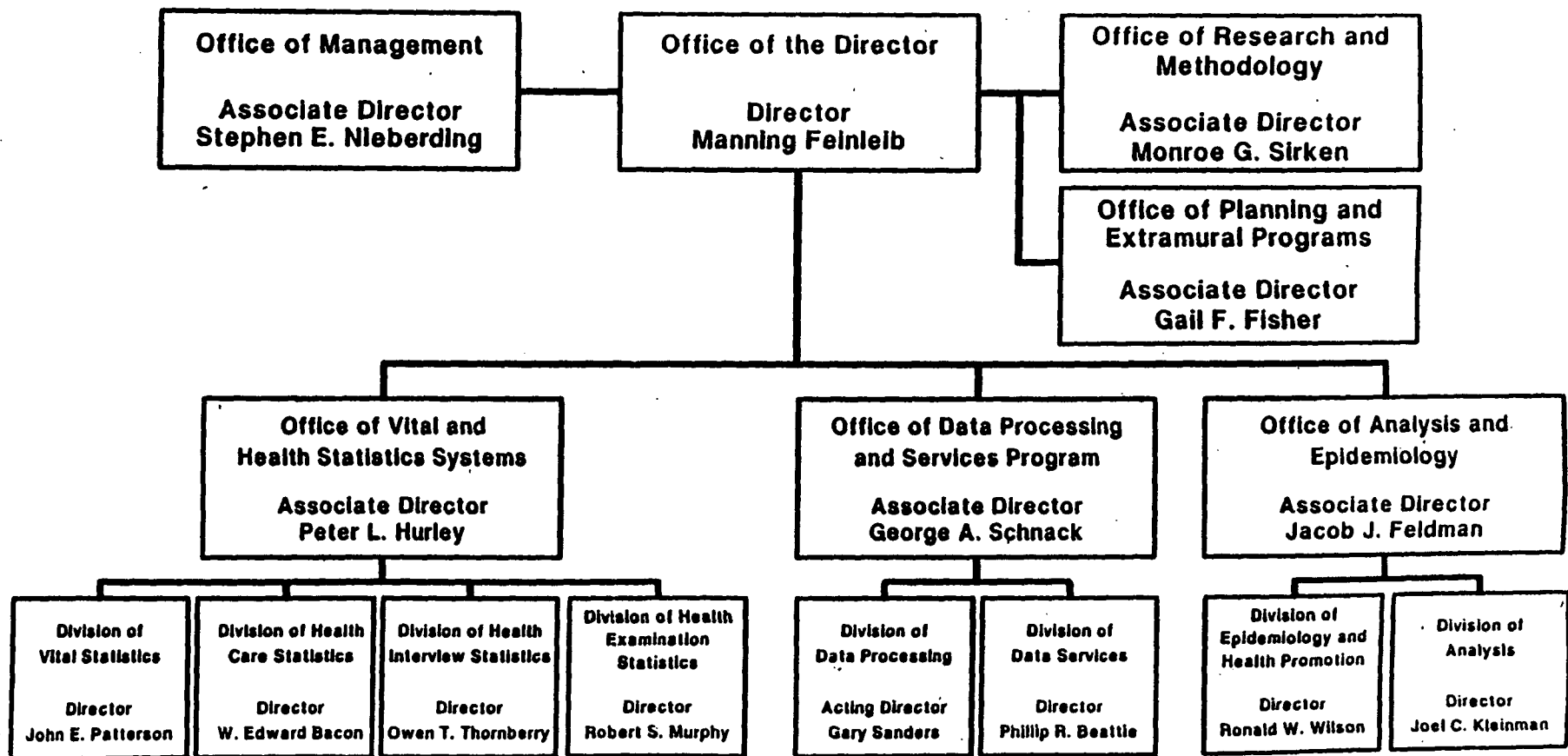
DEPARTMENT OF HEALTH AND HUMAN SERVICES
PUBLIC HEALTH SERVICE
CENTERS FOR DISEASE CONTROL (HC)

APPROVED: CDC
James O. Mason
 DATE: 04/01/88



DEPARTMENT OF HEALTH AND HUMAN SERVICES
Public Health Service

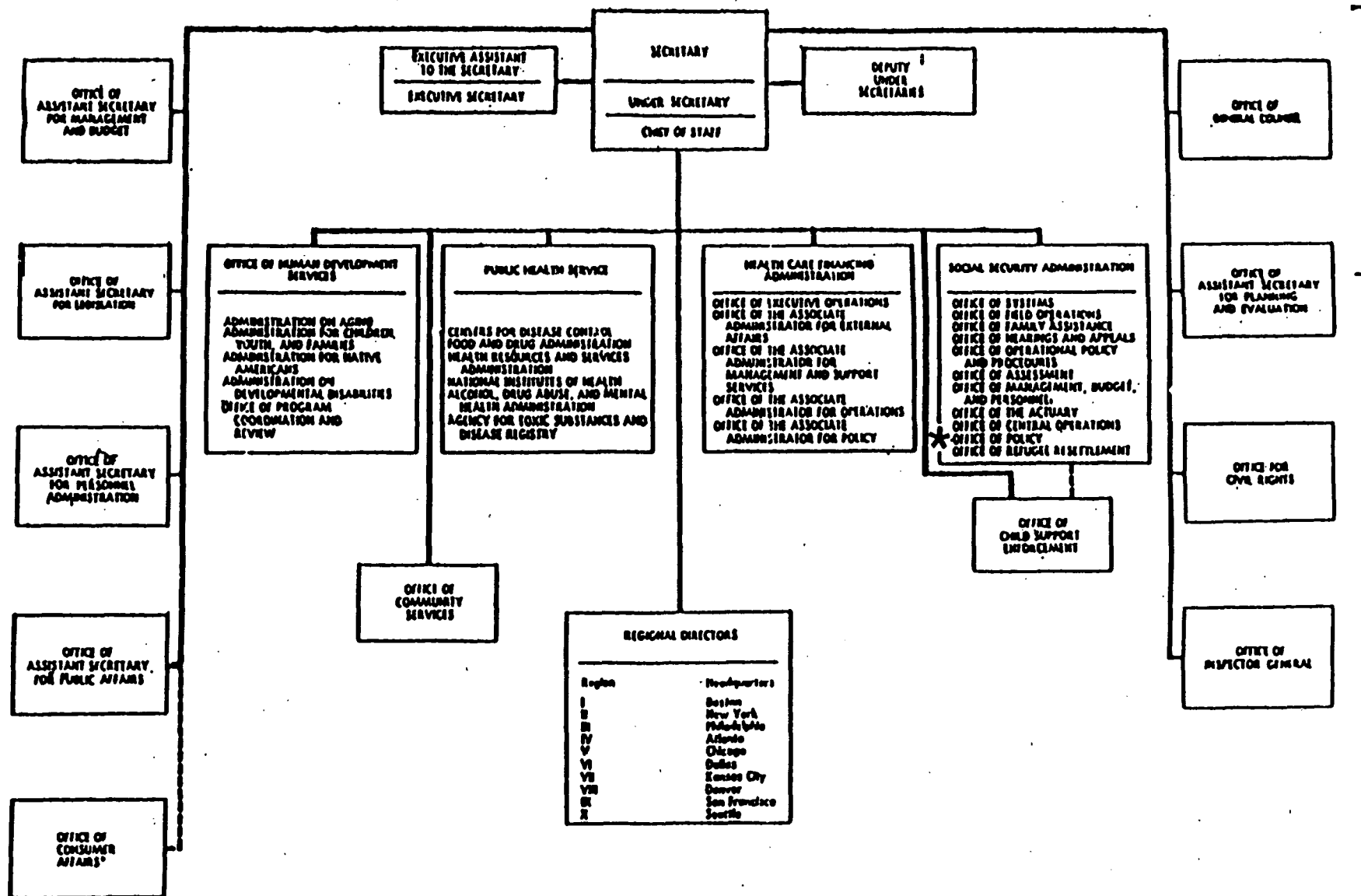
Centers for Disease Control
National Center for Health Statistics



**OFFICE OF RESEARCH AND STATISTICS
SOCIAL SECURITY ADMINISTRATION**

DEPARTMENT OF HEALTH AND HUMAN SERVICES

DEPARTMENT OF HEALTH AND HUMAN SERVICES



*Located administratively in HHS, but reports to the President.

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**Under the
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**Benjamin Bridges-Acting Director
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Modeling Branch

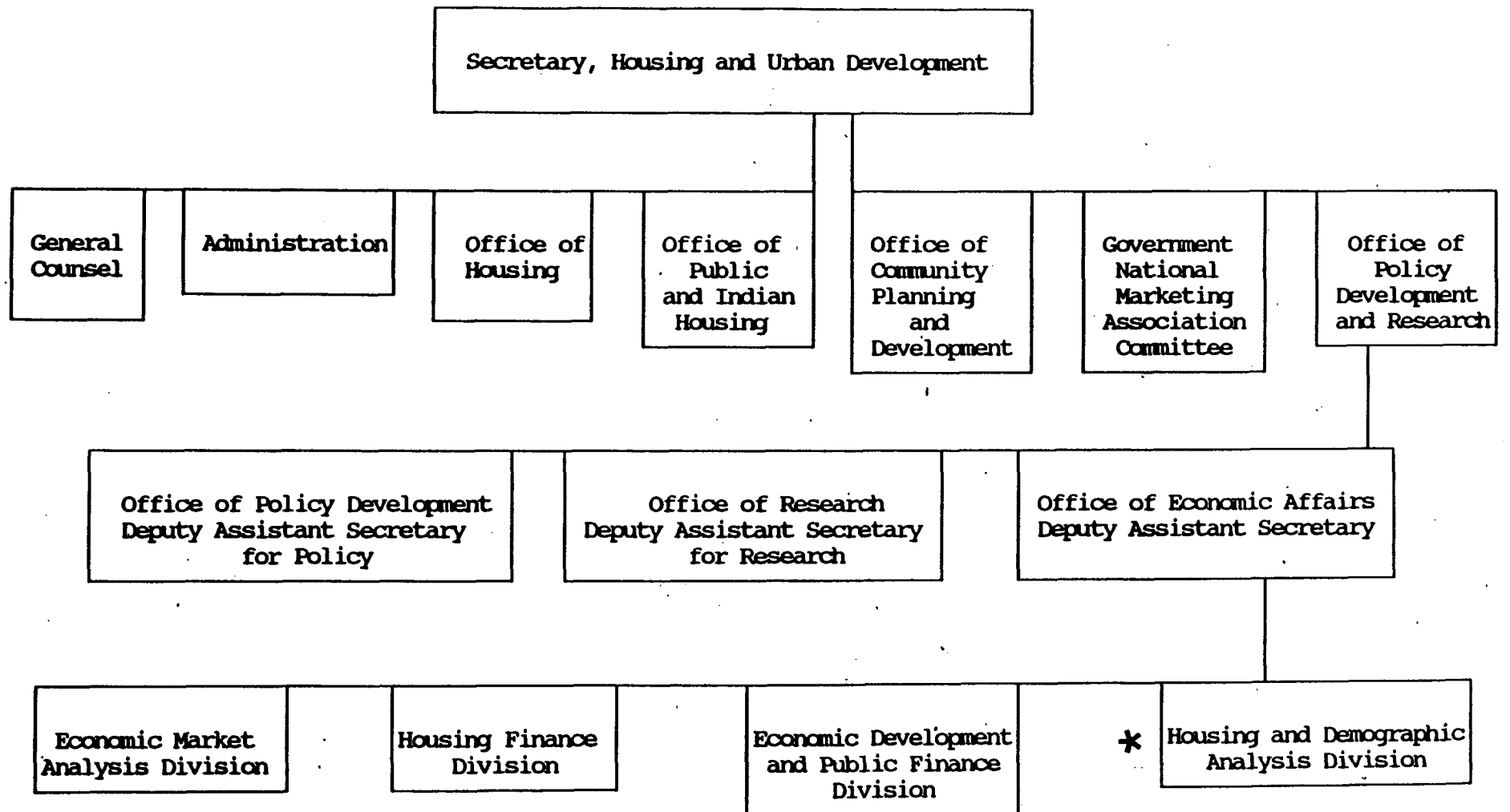
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Research Branch

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(GM-15)**

**HOUSING AND DEMOGRAPHIC
ANALYSIS DIVISION**

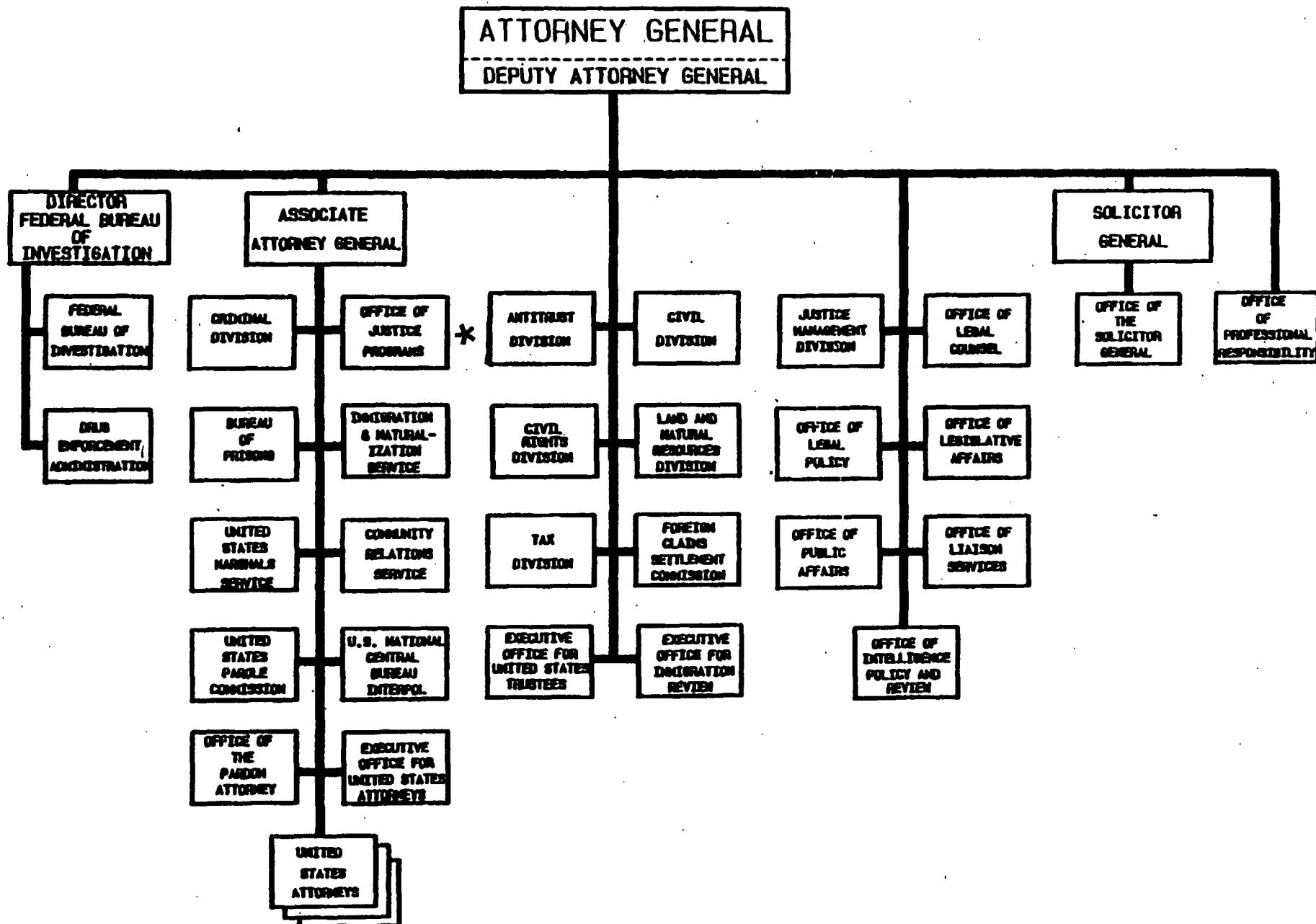
**DEPARTMENT OF HOUSING
AND
URBAN DEVELOPMENT**



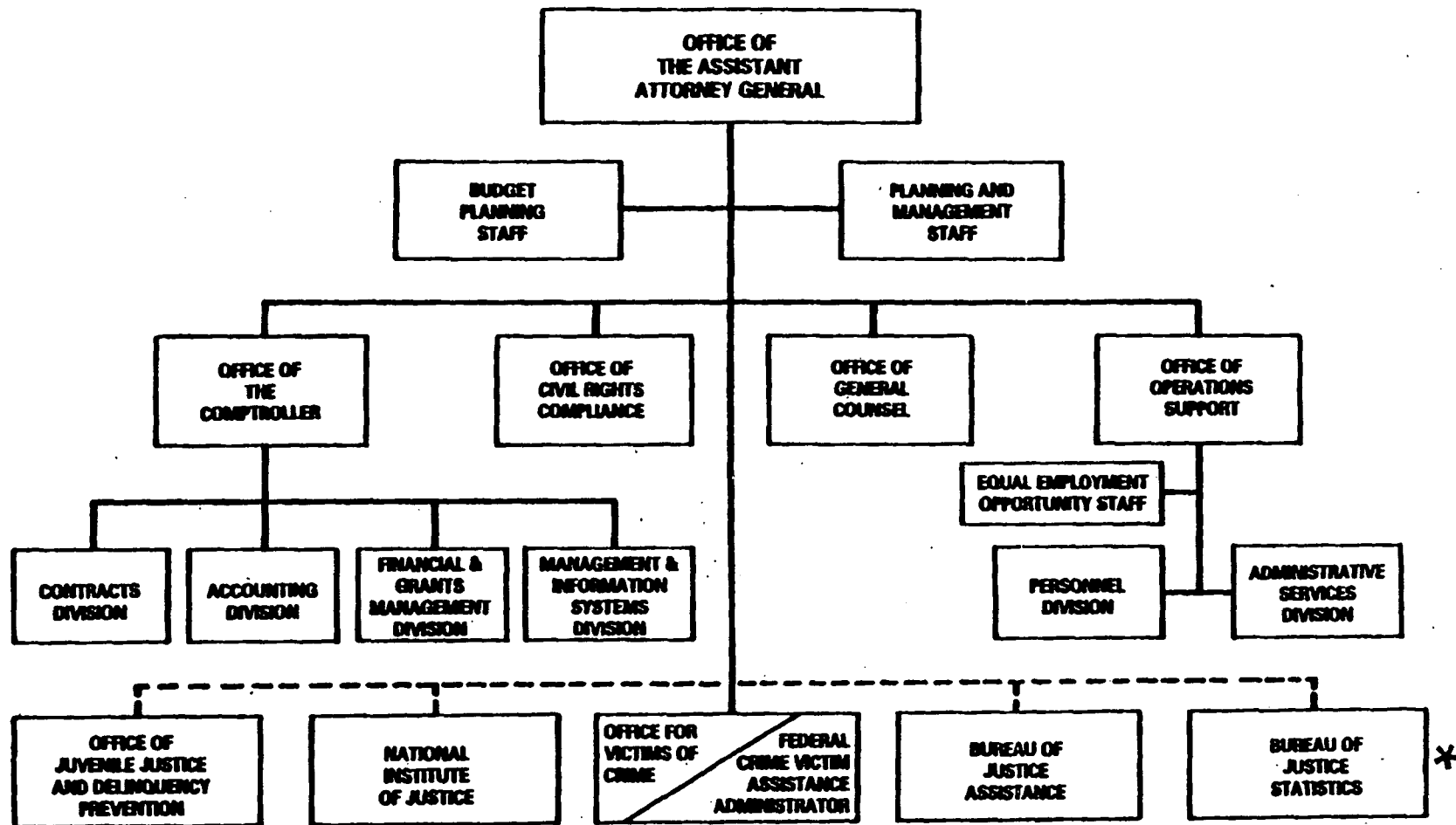
BUREAU OF JUSTICE STATISTICS

DEPARTMENT OF JUSTICE

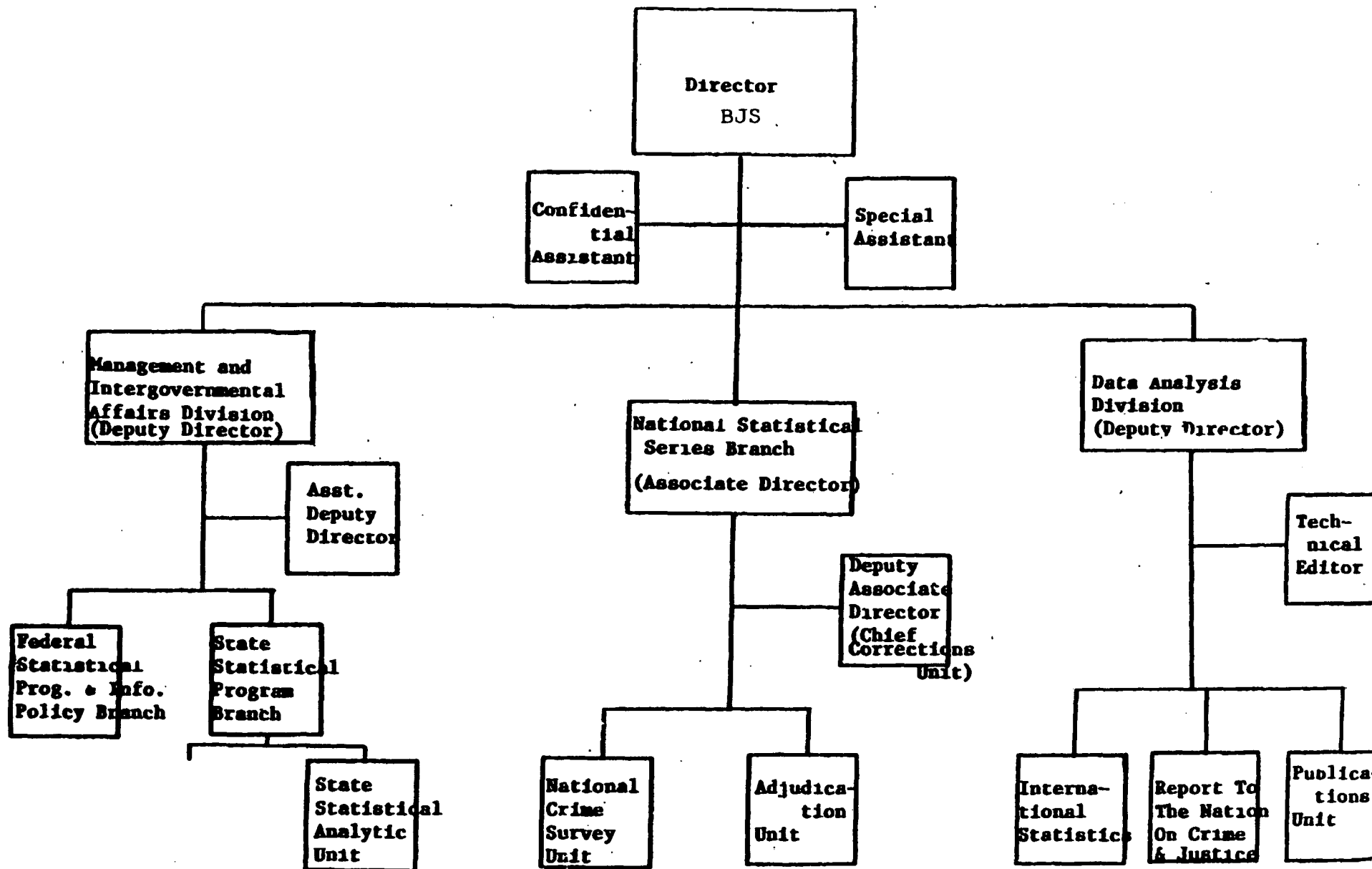
U.S. DEPARTMENT OF JUSTICE



JUSTICE ASSISTANCE ACT AGENCIES OFFICE OF JUSTICE PROGRAMS

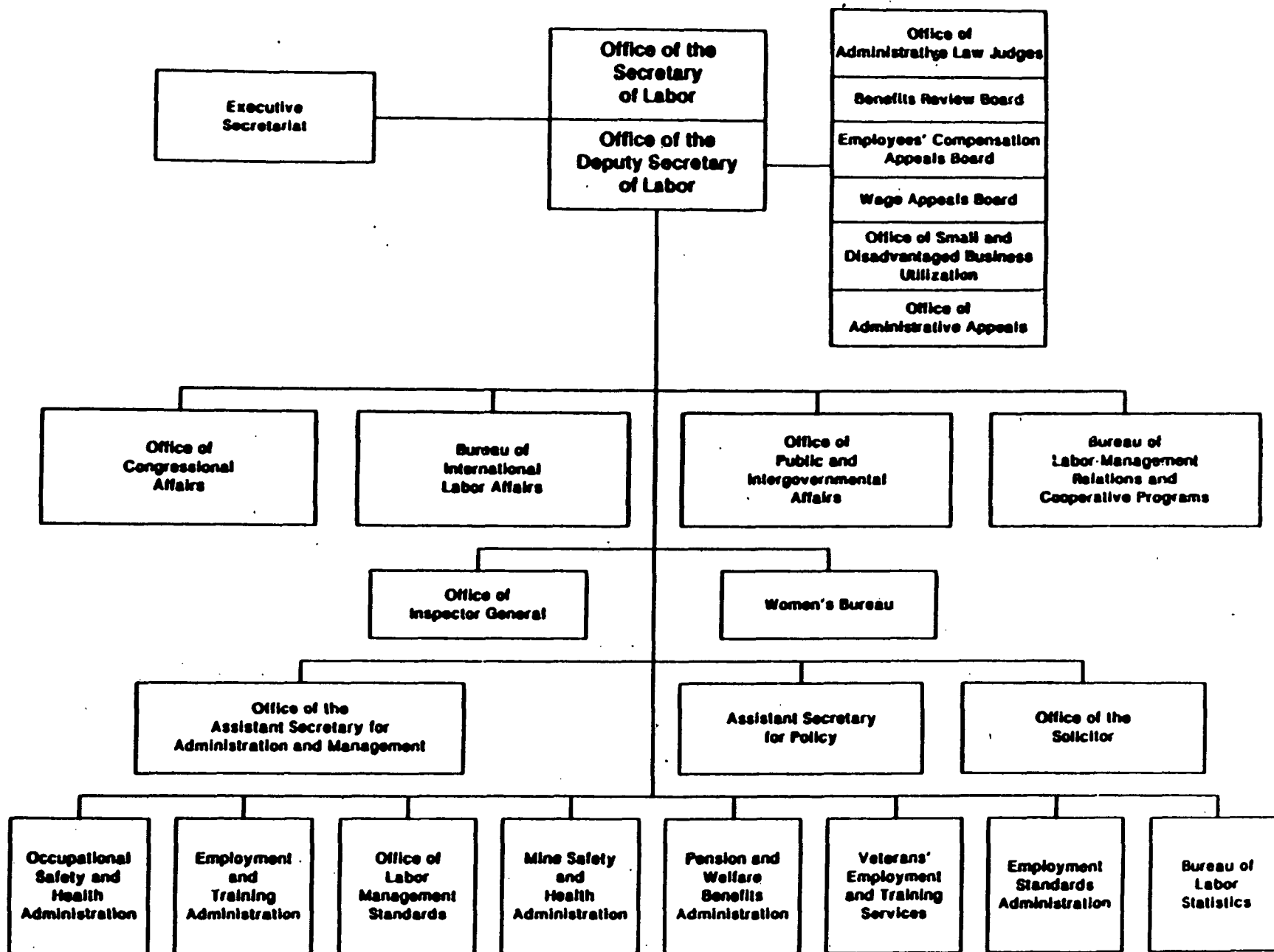


Note: DOTTED LINES INDICATE GENERAL AUTHORITY, POLICY COORDINATION, AND ADMINISTRATIVE SUPPORT THAT THE ASSISTANT ATTORNEY GENERAL PROVIDES TO THESE OFFICES.



BUREAU OF LABOR STATISTICS

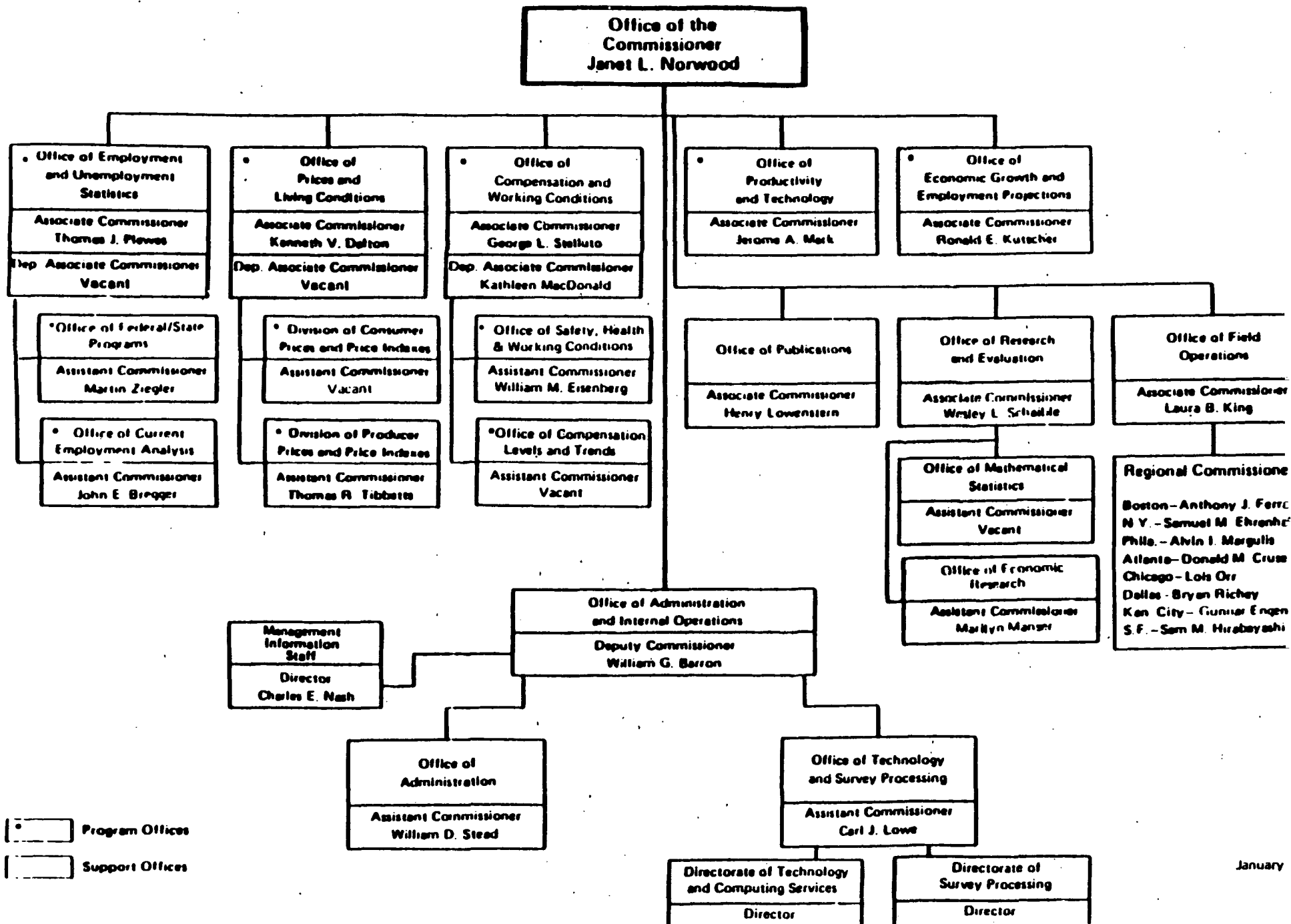
DEPARTMENT OF LABOR



Date: 3/87

U.S. Department of Labor

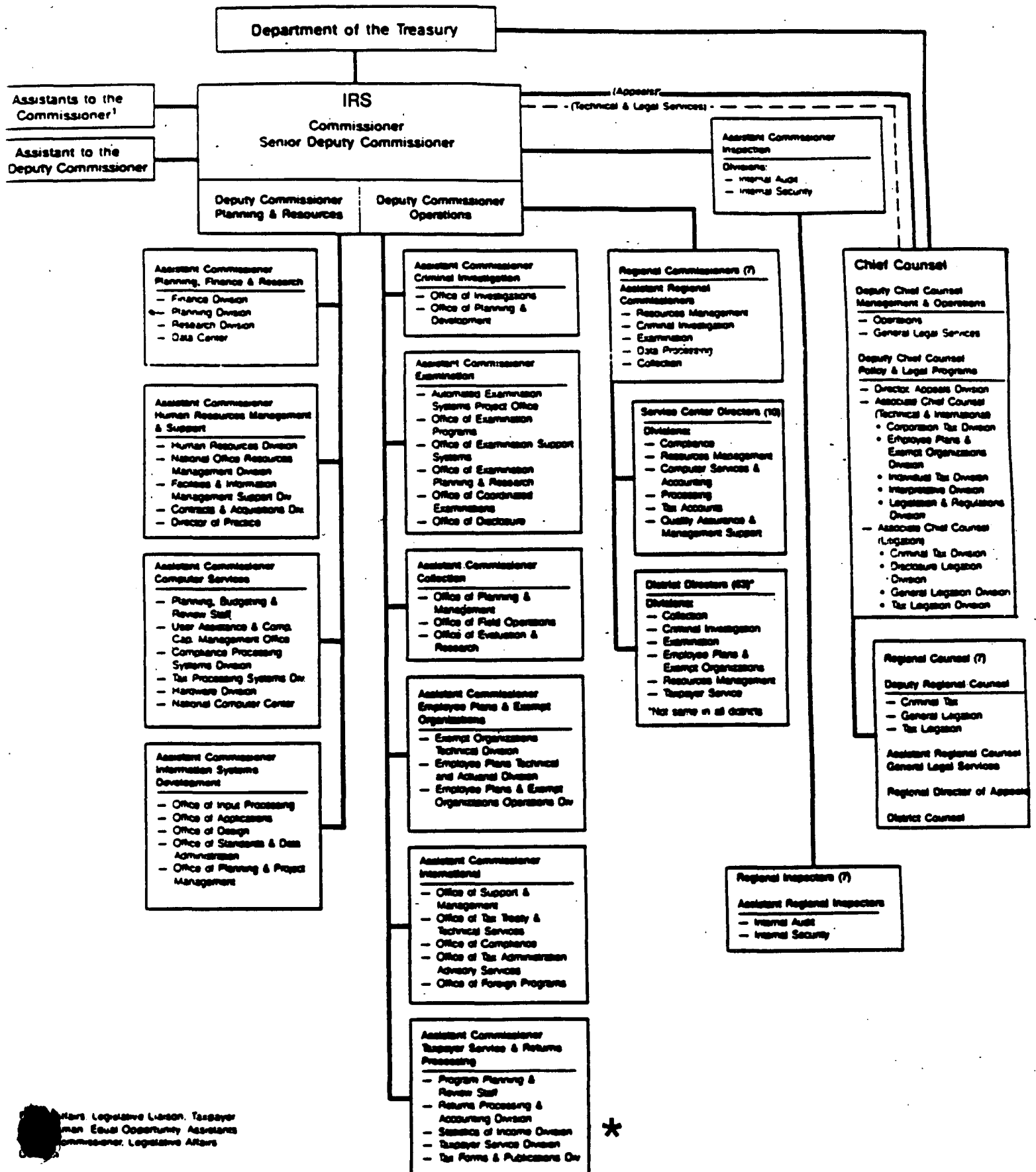
BUREAU OF LABOR STATISTICS
Organizational Chart



**STATISTICS OF INCOME DIVISION
INTERNAL REVENUE SERVICE**

DEPARTMENT OF THE TREASURY

INTERNAL REVENUE SERVICE ORGANIZATION CHART



Statistics of Income Division Organization Chart

