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2 ORGANIZATION OF THE FEDERAL STATISTICAL SYSTEM

Elements of the Present Statistical Intelligence System

THE INTRODUCTORY REFERENCE TO STATISTICAL AGENCIES indicates the various classes of Federal offices making up the system on which we depend for information. We here set forth in greater detail and in somewhat different order the elements of that system. Table 2 includes the coordinating office and the more important of the agencies that collect, process or analyze statistics serving some purpose beyond the purely administrative ends of the agencies themselves. If strictly operational statistics were included the exhibit would take in virtually every agency of the government.

TABLE 2
Elements of the Statistical Intelligence System, 1948

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
<i>Coordinating Agency</i>		
Division of Statistical Standards, Bureau of the Budget (Executive Office of the President)	Coordinate and improve statistical work; review reporting plans and questionnaires.	None
<i>Public Purpose Collection Agencies (with or without analytical duties)</i>		
Bureau of the Census (Commerce)	Collect, compile, and publish statistics about the American people and their economy; provide bases for Congressional representation.	Statistical description of resources of the U. S.; complete censuses (population, agriculture, irrigation, drainage, manufactures, mineral industries, housing, distribution, government) and interim surveys; foreign trade and shipping; consumer income; current survey of the labor force.
Bureau of Agricultural Economics (Agriculture)	Acquire, analyze, interpret, and diffuse economic and statistical information on agricultural production and distribution and land utilization and conservation in their broadest aspects.	Crop and livestock production and inventories; crop forecasts; food processing and consumption; farm population, labor, and wages; farm management; farm ownership values, transfers, taxation, and finance; prices farmers pay and receive; farm income.
Bureau of Labor Statistics (Labor)	Collect, analyze, and distribute information on subjects connected with labor in the broadest sense.	Employment, wages, hours, payrolls, and earnings; wholesale and retail prices; industrial relations and hazards; foreign labor conditions; labor productivity; family consumption and expenditures; housing and residential construction.

* Since data in a given field may be analyzed by several agencies concerned with different programs, the appearance of the same subject under different bureaus or offices does not necessarily mean a duplication of activity.

TABLE 2 (cont.)

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
<i>Public Purpose Collection Agencies (with or without analytical duties) (cont.)</i>		
National Office of Vital Statistics (see Public Health Service)		
Bureau of Mines (Interior)	Conduct scientific and technical research on mining for conservation of minerals and human life and for development of new sources and uses; study economic aspects of mining, quarrying, metallurgical and other mineral activities and disseminate such information.	Mineral statistics (production, consumption, inventories, uses, resources, accidents); foreign production and international trade in minerals; mineral resources and industries of the world.
<i>Statistical Methods Agency</i>		
Statistical Engineering Laboratory, National Bureau of Standards (Commerce)	Foster research in the theory of mathematical statistics, the design and execution of complex scientific experiments and engineering tests, and the processing, presentation, and interpretation of data therefrom; prepare tolerances and sampling inspection clauses for Federal specifications.	Preparation of manuals of statistical methods, glossaries of statistical engineering terms and symbols, indexes and guides to statistical literature for use in physical-science and engineering laboratories; statistical service provided for the Test Boards of the Department of the Army by special arrangement.
<i>Analysis, Research, and Service Agencies</i>		
Office of International Trade (Commerce)	Administer export controls; analyze foreign trade of the U. S., and the trade and production of foreign countries that influence U. S. trade.	Analyses of data on U. S. foreign trade (from Census Bureau); trade and production of foreign countries.
Office of Business Economics, incl. National Income Division (Commerce)	Provide business with basic measures of the national economy and analyses of the economic outlook; do research on the working of the economy as a basis for policy formation.	Estimates of national income; structure of industry; sales; consumer expenditures; capital expenditures; sources and uses of business funds; new and unfilled orders; foreign transactions of the U. S.; foreign investments and U. S. balance of international payments.
Division of Research and Statistics (Board of Governors of the Federal Reserve System)	Analyze economic and credit conditions for use of Board of Governors in formulating monetary and credit policies and for general use of governmental agencies and the public.	Banking and monetary statistics; indexes of industrial production, department store statistics; compilations of international financial statistics.
Office of Domestic Commerce (Commerce)	Foster manufacturing, distribution, service, and transport industries in the U. S. through assembling, analyzing, interpreting, and disseminating statistical and economic information for the use of government and the public.	'Industry Reports' showing production, consumption, imports, exports, with general information about the industry; development of marketing programs and analyses of marketing problems (State, regional, and local market indicators), wholesale and retail trade studies.

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
Council of Economic Advisers (Executive Office of the President)	Assist the President in annual and midyear economic report to Congress; analyze and interpret economic trends; appraise Federal economic programs in the light of goals of maximum employment and production set forth in the Employment Act of 1946.	Monthly 'Economic Indicators', which digests for the President and other officials in the executive offices important global series produced by governmental agencies.
Fiscal Division, Bureau of Budget (Executive Office of the President)	Provide a background of social accounts for fiscal policy recommendations; analyze Federal expenditures by agencies, programs, and funds; conduct <i>ad hoc</i> studies and formulate recommendations on proposed Federal programs and legislation.	Analysis of 'The Budget of the United States Government' which summarizes and classifies appropriations and expenditures by agency; analysis of economic series in cooperation with the Council of Economic Advisers.
Division of Tax Research (Treasury)	Provide technical assistance to the Secretary and Congressional committees for use in the formulation and execution of tax policy.	Review of <i>Statistics of Income</i> prepared by the Bureau of Internal Revenue before publication; occasional preparation of special statistical tabulations for publication.
Office of Technical Staff (Treasury)	Give technical assistance to the Secretary on management of public debt and assist in Treasury financing.	Prices and yields of public marketable securities issued by the U. S. Government and Federal agencies.
<i>Administrative and Regulatory Agencies†</i>		
Production and Marketing Administration (Agriculture)	Administer legislation on soil conservation, use of agricultural resources, commodity standards, agricultural exchange regulations, agricultural market regulations, price support program, national school lunch program.	Current information on market conditions, movement, stocks, quality, and prices of farm products; financial reports from licensed warehouses under the U. S. Warehouse Act; financial reports from dealers in fresh fruits and vegetables.
Weather Bureau (Commerce)	Compile weather records, make weather reports and forecasts.	Complete weather records, weekly summary of weather and crop conditions.
Public Health Service (Federal Security Agency)	Protect and improve public health; prevent disease; prepare publicity and information for health education.	Vital and morbidity statistics; diseases and their causes, incidence, effects, and treatment; life tables.
Bureau of Internal Revenue (Treasury)	Collect personal and business income taxes, excise taxes.	Reports of internal revenue receipts; income deductions, tax liability, and other financial data reported on Federal tax returns; production and withdrawals of alcohol, alcoholic beverages, tobacco products, and oleomargarine.

† In most cases the name of the administrative or enforcement agency is given because it is the name with which the public is familiar; but the statistical functions are usually carried out by the staff of a subordinate division.

TABLE 2 (cont.)

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
<i>Administrative and Regulatory Agencies† (cont.)</i>		
Social Security Administration (Federal Security Agency)	Administer Federal program of old-age and survivors insurance and Federal-State programs of unemployment insurance, public assistance, special health and welfare programs; investigate new methods of providing social security and promoting child welfare.	Compilation and analysis of data on claimants and beneficiaries under the social security program; employment, payrolls, business establishments (industry, geographical location); annual and life history data on employees (age, industry, taxable earnings); social security financial operations, grants to States.
Forest Service (Agriculture)	Administer and develop national forests; cooperate with States and forest landowners in furthering forestry and in carrying out the provisions of Federal cooperative forestry acts; conduct forest and range research.	Administrative national forest statistics, forest fires, tree planting, etc. when activity is partly financed by Federal funds; extent, amount, and growth and drain of timber resources; stumpage, log, and lumber prices; lumber distribution and consumption.
Interstate Commerce Commission (independent office)	Regulate rates and service of railroads and other common carriers engaged in interstate commerce; promote safety of common carriers.	Financial and operating data of railways, bus, truck, and pipe lines, water carriers, private freight car lines and freight forwarders engaged in interstate commerce; special analyses of transportation problems; railroad construction indices; accident reports.
Housing and Home Finance Agency (independent office)	Foster home ownership and better housing standards; improve mortgage lending practices and assist in stabilizing real estate values; assist communities to eliminate slum conditions and to provide dwellings for low income groups.	Housing production, prices of housing materials, labor supply and costs, housing supply and needs, rates of obsolescence, trends of interest rates, volume of mortgage loans, loan delinquencies.
Corps of Engineers (Army)	Maintain and improve rivers, harbors, and waterways for purposes of navigation, control of floods and related hydroelectric development.	Freight, passengers, and vessels in waterborne commerce of the U. S. (canal, river, coastwise, lake, and ocean traffic); commerce of the ports (statistics on import and export traffic from Census Bureau).
Bureau of Human Nutrition and Home Economics, Agr. Res. Adm. (Agriculture)	Investigate and suggest plans and methods for more effective utilization of agricultural products and disseminate such information; study economic problems including rural housing and household equipment, household buying, and levels of family consumption.	Quantities consumed and expenditures for food and other goods and services by groups of families, classified by income, size, and other characteristics; adequacy of diets of various population groups; effect of price and income changes on adequacy of diet; estimates of nutrients in national food supply; studies of consumer buying behavior.
Bureau of Plant Industry, Soils, and Agricultural Engineering, Agr. Res. Adm. (Agriculture)	Do research aimed at stabilization of crop production and more efficient farming.	Technology and production of fertilizers, consumption of mixed fertilizers, fertilizer materials and their plant food content.

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
Bureau of Dairy Industry, Agr. Res. Adm. (Agriculture)	Do research to improve economic welfare of dairy industry.	Milk production in dairy herd improvement associations; number and average production of cows on test; analyses of breeding worth of individual cows and bulls.
Bureau of Animal Industry, Agr. Res. Adm. (Agriculture)	Prevent and control animal diseases; assist the development of livestock, poultry, and domestic fur animal industries.	Reports on livestock slaughtered in Federally inspected plants; reports dealing with incidence of animal diseases; reports on national poultry improvement plan.
Railroad Retirement Board (independent office)	Administer Railroad Retirement Acts and Railroad Unemployment Insurance Acts.	Railroad retirement annuities, survivor benefits, unemployment and sickness benefits; railroad wages, employment.
Employment Service, Social Security Administration (Federal Security Agency)	Administer Federal-State employment, Federal farm placement, and veterans' employment services; promote uniformity in statistical procedures; publish information on opportunities for employment.	Manpower utilization studies; labor market conditions and outlook; hiring specifications, wages, hours, working conditions, housing, by area, industry, and occupation.
Tariff Commission (independent office)	Investigate and report on operations of customs laws, including their relation to Federal revenues and their effects on industries and labor.	Production and sales of synthetic organic chemicals; quantities, values, and countries of origin of each imported commodity each month (data from the Census Bureau).
Office of Economic Research (Federal Works Agency)	Study construction trends to guide programming and timing of public works construction.	Analysis of economic and statistical data as they affect public construction; volume of construction contracts let by State and local governments (by States, counties, localities, and type).
Bureau of Community Facilities (Federal Works Agency)	Administer advances for planning local public works to States and non-federal public agencies; provide educational facilities for veteran training, dispose of war public works projects; administer programs for disaster relief, and public works construction in territories outside the U. S.	Statistics on each phase of planning program (applications, plans completed, advances repaid); data reflecting status and progress of disposals of public properties.
Public Roads Administration (Federal Works Agency)	Administer Federal funds authorized for highway construction; investigate services afforded to traffic, population, and lands by highways of each State.	Information on completed projects, construction mileage and costs, use of funds, wage rates on Federal-aid highway construction, materials and supplies used, prices and price trends of selected items, income from and expenditures on highways; analyses of motor vehicle registrations, motor fuel use.
Federal Power Commission (independent office)	Regulate electric utilities and natural gas pipe line companies engaged in interstate commerce; license hydroelectric developments.	Data on electric utility industry (financial statistics, power and fuel data, rates) and the part of the natural gas industry that is subject to the Commission's regulatory jurisdiction.
Federal Deposit Insurance Corporation, Division of Research and Statistics (independent office)	Collect and interpret data on operating and closed banks; prepare analyses with respect to deposit insurance; advise the Board of Directors on banking and other economic questions.	Data on assets and liabilities of all operating banks, on examinations and earnings of all operating insured banks, and on insured banks in involuntary liquidation; information on finances of Federal deposit insurance.

TABLE 2 (cont.)

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
<i>Administrative and Regulatory Agencies† (cont.)</i>		
Veterans' Administration (independent office)	Administer veteran benefit programs: medical, hospital, and domiciliary care; pensions and disability compensation; life insurance; education and training; loans, and readjustment allowances.	Disbursements to veterans and survivors and number of beneficiaries under each program, by war and geographic area; size and characteristics of veteran population by war, including time series projections, geographic distribution, age, and other demographic items.
Securities and Exchange Commission (independent office)	Administer legislation dealing with issuance of and trading in securities designed to eliminate fraud, manipulation and other abuses; regulate public utility holding companies and their subsidiaries respecting security issues, reorganization, and other matters; regulate provisions of trust indentures regarding trustees; regulate investment advisers and investment companies.	Profits and operations of American listed corporations; resources and liabilities of securities brokers and dealers and investment companies; data on securities registered with the Commission; underwriting participation in securities publicly offered for sale; new securities offered for cash sale; cash retirements of corporate securities; volume and composition of individuals' savings; quarterly industrial financial reports series (jointly with the Federal Trade Commission); plant and equipment expenditures (jointly with the Department of Commerce); weekly summary of bond and capital markets.
Fish and Wildlife Service (Interior)	Conduct scientific and technical research on and coordination of conservation and management of public fish and wildlife resources; manage fish and wildlife resources on Federal areas or under international agreements.	Fishery statistics, economic and biological; operating units employed in the fisheries, yield of fish, production of manufactured fishery products, stocks of frozen and cured fish; current market data on landings, receipts, shipments, and prices of fishery commodities; evaluation of fisheries; studies on investments, costs of production, and marketing in the fish industry; wildlife population data.
Maritime Commission (independent office)	Further the development and maintenance of an adequate and well balanced American merchant marine; regulate wages and working conditions of seamen.	Inventory of ocean-going merchant fleets; employment of U. S. flag ocean-going fleet; utilization of freight and passenger capacities; port and voyage time in various trades and services; commodity movements of oceanborne traffic by carrying line, flag of vessel, and trade route.
Federal Communications Commission (independent office)	Regulate interstate and international communications by wire and radio.	Operations of telecommunications (telegraph, telegram, cable, radio telegraph, radio telephone) and broadcast industries; analyses of trends in communications industries.
Office of Foreign Agricultural Relations (Agriculture)	Collect, interpret, and disseminate information on foreign competition and demand for agricultural products to encourage and promote U. S. agriculture.	Foreign agricultural statistics including production, international trade, prices, stocks, and utilization; U. S. foreign trade in agricultural commodities (data from Census Bureau).
Federal Trade Commission (independent office)	Prevent monopolies, unfair business practices of persons, partnerships, and corporations engaged in interstate commerce (except banks and common carriers); maintain competition.	Quarterly balance sheet and income statements of nonlisted corporations classified by industries and size groups (jointly with the Securities and Exchange Commission), studies of corporate mergers and acquisitions, indexes of industry concentration.

AGENCY AND LOCATION IN GOVERNMENT	CHIEF STATUTORY FUNCTIONS	STATISTICS PRODUCED OR ANALYSES MADE FOR OUTSIDE USE*
Civil Aeronautics Board (independent office)	Foster the development of an air transportation system adequate to the present and future of U. S. foreign and domestic commerce, postal service and national defense; regulate air carrier operations; promulgate safety rules and standards; investigate and analyze aircraft accidents.	Station operations including employees, ticket sales, scheduled and actual departures, loads enplaned; hours, freight and mail ton-miles, passenger and seat miles flown; fuel and oil consumption; plane miles scheduled and flown; number of aircraft and aircraft engines; expenses by type of aircraft; revenue and balance sheets; accidents; basic data on foreign airlines.
Office of Education (Federal Security Agency)	Administer funds for vocational education and land-grant colleges; do research and collect data on education.	Basic data on education (faculty, enrollment, expenses) of State school systems, public schools, classes for exceptional children, public and private high schools, colleges and universities.
Comptroller of the Currency (Treasury)	Supervise national banks by bank examination and report analysis.	Statements of condition of all national banks, bank earnings and dividends.
Immigration and Naturalization Service (Justice)	Administer immigration and naturalization laws.	Immigration and emigration (age, nationality, sex, occupation of aliens, their legal status in the U. S., their geographical distribution); deportation of aliens; characteristics of aliens naturalized; reports on passenger movement between the U. S. and foreign countries.
Federal Bureau of Investigation (Justice)	Investigate violations of U. S. laws; collect evidence in cases where the U. S. is or may be a party.	Crime reports on murder, manslaughter, rape, robbery, aggravated assault, burglary, larceny, auto theft, by size of city, region, time and place.
Civil Aeronautics Administration (Commerce)	Provide aids to air navigation; make traffic regulations; maintain operating standards; license airmen; investigate and analyze civil air accidents.	Characteristics and utilization of air navigation facilities; data on certificated airmen and airmen schools, inspection and maintenance activities, violations of Civil Air Regulations; analyses of current shipments and unfilled orders for civil and military aircraft and parts (data from Census Bureau); amount and type of private flying, occupations of aircraft owners.
Office of International Finance (Treasury)	Advise and assist the Secretary on international financial and monetary matters affecting the U. S. (gold and silver policies, the Exchange Stabilization Fund, foreign exchange rates, international monetary cooperation).	International capital movements and short term foreign assets and liabilities of American banks and corporations; analyses of balances of payments and financial and fiscal positions of foreign countries.

Statutory Bases of Statistical Activities

The statutes on which the activities of statistical agencies are based have been enacted over many years and cover a diversity of programs. Table 2 suggests the character of the legislative mandate of each major agency. Detailed presentation of the relevant laws is out of the question, but the following exam-

ples will serve to indicate the nature of the legislation. The problems of overlapping jurisdictions and of confused authority that are faced in some areas of statistical activity, and the central question of coordination, have their roots in these statutes.

COORDINATING AGENCY

Division of Statistical Standards, Bureau of the Budget. The activities of this agency rest upon two legislative acts and a series of Executive Orders.¹ The Budget and Accounting Act of 1921, 67th Congress, 1st Session, provides (Title II, Sec. 209) that

"The Bureau (of the Budget), when directed by the President, shall make a detailed study of the departments and establishments for the purpose of enabling the President to determine what changes (with a view of securing greater economy and efficiency in the conduct of the public service) should be made in (1) the existing organization, activities, and methods of business of such departments or establishments, (2) the appropriations therefor, (3) the assignment of particular activities to particular services, or (4) the regrouping of services. The results of such study shall be embodied in a report or reports to the President, who may transmit to Congress such report or reports or any part thereof with his recommendations on the matter covered thereby."

More recent and more specific in its authorization is the Federal Reports Act of 1942. This has to do primarily with the clearance of report forms, but has certain broader references. Under this Act it is declared to be the policy of Congress:

Sec. 2 ". . . that information which may be needed by the various Federal agencies should be obtained with a minimum burden upon business enterprises (especially small business enterprises) and other persons required to furnish such information, and at a minimum cost to the Government, that all unnecessary duplication of efforts in obtaining such information through the use of reports, questionnaires, and other such methods should be eliminated as rapidly as practicable; and that information collected and tabulated by any Federal agency should in so far as is expedient be tabulated in a manner to maximize the

¹ For the historical background to this legislation see Sec. 3, Legal basis of the present coordinating authority.

usefulness of the information to other Federal agencies and the public.

Sec. 3 "(a) With a view to carrying out the policy of this Act, the Director of the Bureau of the Budget (hereinafter referred to as the 'Director') is directed from time to time (1) to investigate the needs of the various Federal agencies for information from business enterprises, from other persons, and from other Federal agencies; (2) to investigate the methods used by such agencies in obtaining such information; and (3) to coordinate as rapidly as possible the information collecting services of all such agencies with a view to reducing the cost to the Government of obtaining such information and minimizing the burden upon business enterprises and other persons, and utilizing, as far as practicable, the continuing organization, files of information and existing facilities of the established Federal departments and independent agencies.

"(b) If, after any such investigation, the Director is of the opinion that the needs of two or more Federal agencies for information from business enterprises and other persons will be adequately served by a single collecting agency, he shall fix a time and place for a hearing at which the agencies concerned and any other interested persons shall have an opportunity to present their views. After such hearing, the Director may issue an order designating a collecting agency to obtain such information for any two or more of the agencies concerned, and prescribing (with reference to the collection of such information) the duties and functions of the collecting agency so designated and the Federal agencies for which it is to act as agent. Any such order may be modified from time to time by the Director as circumstances may require, but no such modification shall be made except after investigation and hearing as hereinbefore provided.

"(c) While any such order or modified order is in effect, no Federal agency covered by such order shall obtain for itself any information which it is the duty of the collecting agency designated by such order to obtain.

"(d) Upon the request of any party having a substantial interest, or upon his own motion, the Director is authorized within his discretion to make a determination as to whether or not the collection of any information by any Federal agency is necessary for the proper performance of the functions of such agency or for any other proper purpose. Before making any such determination, the Director may, within his discretion, give to such agency and to other interested persons an adequate opportunity to be heard or to submit statements in writing. To the extent, if any, that the Director determines the collection of such information by such agency is unnecessary, either because it is not needed for the proper performance of the functions of such agency or because it can be obtained from another Federal agency or for any other

reason, such agency shall not thereafter engage in the collection of such information.

“(e) For the purpose of this Act, the Director is authorized to require any Federal agency to make available to any other Federal agency any information which it has obtained from any person after the date of enactment of this Act, and all such agencies are directed to cooperate to the fullest practicable extent at all times in making such information available to other such agencies: *Provided*, That the provisions of this Act shall not apply to the obtaining or releasing of information by the Bureau of Internal Revenue, the Comptroller of the Currency, the Bureau of the Public Debt, the Bureau of Accounts, and the Division of Foreign Funds Control of the Treasury Department: *Provided further*, That the provisions of this Act shall not apply to the obtaining by any Federal bank supervisory agency of reports and information from banks as provided or authorized by law and in the proper performance of such agency’s functions in its supervisory capacity.

Sec. 5 “No Federal agency shall conduct or sponsor the collection of information, upon identical items, from ten to [or] more persons (other than Federal employees considered as such) unless, in advance of adoption or revision of any plans or forms to be used in such collection,

“(a) The agency shall have submitted to the Director such plans or forms, together with copies of such pertinent regulations and other related materials as the Director shall specify; and

“(b) The Director shall have stated that he does not disapprove the proposed collection of information.”

PUBLIC PURPOSE COLLECTION AGENCIES (WITH OR WITHOUT ANALYTICAL DUTIES)

Bureau of the Census. The authority for the work of the Census Bureau is drawn from a number of laws. Among the basic provisions (13 USC) are

Sec. 201 “A census of population, agriculture, irrigation, drainage, distribution, unemployment and mines shall be taken by the Director of the Census in the year 1930 and every ten years thereafter.” (June 18, 1929, Ch. 28, Sec. 1, 46 Stat. 21; May 17, 1932, Ch. 190, 47 Stat. 158)

Sec. 211 “The information furnished . . . shall be used only for the statistical purposes for which it is supplied. No publication shall be made . . . whereby the data furnished by any particular establishment or individual can be identified . . .” (June 18, 1929, Ch. 28, Sec. 11, 46 Stat. 25)

Sec. 215 “The Secretary of Commerce . . . on request of the Director of the Census, is hereby authorized to call upon any other department

or office of the Government for information pertinent to the work herein provided for." (June 18, 1929, Ch. 28, Sec. 15, 46 Stat. 25)

The most recent addition to the laws specifying the duties of the Census Bureau is Public Law 671 as passed in 1948 by the 80th Congress, 2d Session. This act systematizes the several censuses of manufacturing, mining, and business and formally authorizes comprehensive current surveys. It provides

"That the Director of the Bureau of the Census . . . is authorized and directed to take, compile and publish the censuses of manufactures, of mineral industries, and of other businesses, including the distributive trades, service establishments, and transportation (exclusive of means of transportation for which statistics are required by law to be filed with a designated regulatory body), in the year 1949 and every fifth year thereafter, and each such census shall relate to the year immediately preceding the taking thereof: Provided, That the census of manufactures shall not be taken in 1949 . . .

"That the Director is further authorized to make such surveys as are deemed necessary to furnish annual and other interim current data on the subjects covered by the censuses provided for in this and other Acts."

The authorization of current surveys on all the subjects which the Bureau covers in its censuses is a major step toward the centralization of primary collection.

Bureau of Agricultural Economics. The functions of this Bureau were provided for in the original legislation establishing the Department of Agriculture in 1862 (5 USC, 511 and 514). This reads in part:

"There shall be at the seat of government a Department of Agriculture, the general design and duties of which shall be to acquire and to diffuse among the people of the United States useful information on subjects connected with agriculture, in the most general and comprehensive sense of that word.

"The Secretary of Agriculture shall procure and preserve all information concerning agriculture which he can obtain by . . . the collection of statistics . . ."

Basic provisions for monthly crop reports are contained in the following statute (7 USC, Sec. 411a):

"The monthly crop report, which shall be gathered as far as practicable from practical farmers, shall be printed and distributed on or before

the twelfth day of each month, and shall embrace statements of the conditions of crops by States, in the United States, with such explanations, comparisons, and information as may be useful for illustrating the above matter . . ." (Mar. 4, 1909, Ch. 301, 35 Stat. 1053; Mar. 4, 1917, Ch. 179, 39 Stat. 1157)

The scope of the regularly authorized activities of the Bureau of Agricultural Economics is summarized in Public Law 266, 80th Congress, 1st Session:

Economic investigations

"For conducting investigations and for acquiring and diffusing useful information among the people of the United States, relative to agricultural production, distribution, land utilization, and conservation in their broadest aspects, including farm management and practice, utilization of farm and food products, purchasing of farm supplies, farm population and rural life, farm labor, farm finance, insurance and taxation, adjustments in production to probable demand for the different farm and food products; land ownership and values, costs, prices and income in their relation to agriculture, including causes for their variations and trends, \$2,000,000 . . ."

Crop and livestock estimates

"For collecting, compiling, abstracting, analyzing, summarizing, interpreting, and publishing data relating to agriculture, including crop and livestock estimates, acreage, yield, grades, staples of cotton, stocks, and value of farm crops and numbers, grades and value of livestock and livestock products on farms, production, distribution, and consumption of turpentine and rosin pursuant to the Act of August 15, 1935 and for the collection and publication of statistics of peanuts as provided by the Act approved June 24, 1936, as amended May 12, 1938 . . . \$2,375,400 . . ."

Bureau of Labor Statistics. The general statutory bases for the activities of the Bureau are to be found in 1888 and 1913 legislation:

"That there shall be at the seat of Government a Department of Labor the general design and duties of which shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of

promoting their material, social, intellectual and moral prosperity.” (June 13, 1888, U. S. Stats. at Large, No. 25)

“The Bureau of Labor Statistics . . . shall collect, collate and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same . . .” (March 4, 1913, U. S. Stats. at Large, No. 37, Part 1)

Although this legislation has been interpreted very broadly from the beginning, Congress has from time to time amended the laws by directing the Bureau specifically to undertake certain functions, for example:

“The Bureau of Labor Statistics shall also collect, collate, report and publish at least once each month full and complete statistics of the volume of and changes in employment, as indicated by the number of persons employed, the total wages paid, and the total hours of employment, in the service of the Federal Government, the States and political subdivisions thereof, and in the following industries and their principal branches: (1) Manufacturing; (2) mining, quarrying and crude petroleum production; (3) building construction; (4) agriculture and lumbering; (5) transportation, communication and other public utilities; (6) the retail and wholesale trades; and such other industries as the Secretary of Labor may deem it in the public interest to include.” (July 7, 1930, Ch. 873, 46 Stat. 1019)

“The Bureau of Labor Statistics . . . is authorized and directed to make continuing studies of productivity and labor costs in the manufacturing, mining, transportation, distribution, and other industries.” (June 7, 1940, Ch. 267, 54 Stat. 249)

Bureau of Mines. In 1880 the Mineral Resources Division of the Geological Survey, Department of the Interior, began to collect mineral statistics. The statutory basis in accordance with which the Bureau of Mines carries on its present activities appears in the Act of May 16, 1910, as amended by the Act of February 25, 1913 (37 Stat. 681):

“That it shall be the province and duty of the Bureau of Mines . . . to conduct inquiries and scientific and technological investigations concerning mining and the preparation, treatment and utilization of mineral substances with a view to improving health conditions, and increasing safety, efficiency, economic development, and . . . conserving of resources through the prevention of waste in the mining, quarrying, metallurgical, and other mineral industries; to inquire into the economic

conditions affecting these industries; . . . and to disseminate information concerning these subjects in such manner as will best carry out the purposes of this Act."

National Office of Vital Statistics, Public Health Service.
USC Section 101, Title 13:

"There shall be a collection of the statistics of the births and deaths in registration areas annually, the data for which shall be obtained only from and restricted to such registration records of such States and municipalities as in the discretion of the director possess records affording satisfactory data in necessary detail, . . ."

The character of the statutes under which the nonadministrative statistical agencies operate is exemplified by the Acts quoted above. Each has certain specific authorizations (only a few of which have been cited), but the major activities have developed over the years under very broad mandates. It is obvious that these mandates overlap, and that there are broad sectors that could be claimed by two or more agencies.

AGENCIES ENGAGED PRIMARILY IN ANALYSIS, RESEARCH, AND SERVICE

The work of analytical agencies constitutes a highly important part of the system of statistical information. We cite statutes defining the duties of certain of these.

Bureau of Foreign and Domestic Commerce. Analytical and service functions have been more heavily stressed than collection functions in the work of the chief units of this Bureau in recent years, although these agencies are still responsible for some primary collection. Some of the traditional duties of the Bureau are indicated by the following statutory provisions:

15 USC, Sec. 175: "It shall be the province and duty of the Bureau of Foreign and Domestic Commerce, under the direction of the Secretary of Commerce, to foster, promote, and develop the various manufacturing industries of the United States, and markets for the same at home and abroad, domestic and foreign, by gathering, compiling, publishing, and supplying all available and useful information concerning such industries and such markets, and by such other methods and means as may be prescribed by the Secretary of Commerce or provided by law.

And all consular officers of the United States, including consuls general and consuls, are required, and it is made a part of their duty, under the direction of the Secretary of State, to gather and compile, from time to time, useful and material information and statistics in respect to the subjects enumerated in Section 596 of Title 5, in the countries and places to which such consular officers are accredited, and to send, under the direction of the Secretary of State, reports as often as required by the Secretary of Commerce of the information and statistics thus gathered and compiled, such reports to be transmitted through the State Department to the Secretary of the Department of Commerce." (Feb. 14, 1903, Ch. 552, Sec. 5, 32 Stat. 827; April 5, 1906, Ch. 1366, Sec. 3, 34 Stat. 100; Aug. 23, 1912, Ch. 350, Sec. 1, 37 Stat. 407; Mar. 4, 1913, Ch. 141, Sec. 1, 37 Stat. 736)

15 USC, Sec. 176: "A purpose of the Bureau of Foreign and Domestic Commerce is the collection, arrangement, and classification of such statistical information as may be procured, showing, or tending to show, each year the condition of the manufactures, domestic trade, currency, and banks of the several States and Territories." (R.S. Sec. 335; Feb. 27, 1877, Ch. 69, Sec. 1, 19 Stat. 241; Aug. 23, 1912, Ch. 350, Sec. 1, 37 Stat. 407)

The National Income Division of the Office of Business Economics is one of the strategic analytical units in the Federal system. The work of this Division, which provides a set of integrated accounts of the nation's economy, was initiated as a consequence of Senate Resolution 220, 72d Congress, 1st Session, which requested

". . . estimates of the portions of the national income originating from agriculture, manufacturing, mining, transportation, and other gainful industries and occupations, and estimates of the distribution of the national income in the form of wages, rents, royalties, dividends, profits, and other types of payments."

Council of Economic Advisers. Under Public Law 304, 79th Congress, Chapter 33 of the 2d Session (The Employment Act of 1946) it is the duty and function of this Council

"To assist and advise the President in the preparation of the Economic Report;

to gather timely and authoritative information concerning economic developments and economic trends, both current and prospective, to analyze and interpret such information . . . and to compile and submit to the President studies relating to such developments and trends;

to develop and recommend to the President national economic policies to foster and promote free competitive enterprise, to avoid economic fluctuations or to diminish the effects thereof, and to maintain employment, production and purchasing power."

In exercising its functions under this Act

"... the Council shall, to the fullest extent possible, utilize the services, facilities, and information (including statistical information) of other Government agencies as well as of private research agencies, in order that duplication of effort and expense may be avoided."

The authority of the Council under this Act is broad enough to justify collection by the Council itself of such information, but it is the stated intention of the Act that the Council shall utilize the services of all other agencies, public and private, to the fullest extent possible. The ability of the Council to carry out its mandate is dependent, obviously, upon the existence of a comprehensive system of current economic reports. A coordinated program of economic statistics is implied in this legislation, but means of implementing such a program are not defined.

Joint Committee on the Economic Report. The relevant duties of the Joint Committee are set forth in the Employment Act of 1946, which authorizes that Committee "to make a continuing study of matters relating to the Economic Report", and "to utilize the services, information and facilities of the departments and establishments of the Government, and also of private research agencies". If the Joint Committee is to operate effectively, it must have available an integrated system of information on current economic processes. It is notable indeed that a special study of current gaps in our statistical knowledge was initiated by a request from members of the Joint Committee to the staff of that Committee. This study has been published as a Joint Committee Print under the title 'Statistical Gaps' (80th Cong., 2d Session).

ADMINISTRATIVE AND REGULATORY AGENCIES

We pass to examples of the statutes relating to the statistical activities of certain administrative and regulatory agencies.

Social Security Administration. The administrative needs of the Social Security Administration largely determine what statistics are collected, but these statistics, which have their origin in program operations, constitute one of the richest bodies of economic and social information in this country. The basic laws providing for the collection of contributions used for the payment of old-age and survivors insurance and unemployment insurance benefits need not be detailed. Primary data are for wages paid and number of workers on payrolls, which are submitted by State agencies. The following extracts from legislation relating to Social Security pertain to statistical operations:

Social Security Act, August 14, 1935

Title 1, Sec. 2a (6): "A State plan for old-age assistance must . . . provide that the State agency will make such reports, in such form and containing such information, as the [Administrator] may from time to time require, and comply with such provisions as the [Administrator] may from time to time find necessary to assure the correctness and verification of such reports."

Title III, Sec. 303 (a): "The [Administrator] shall make no certification for payment to any State unless he finds that the law of such State, approved by [him] under Title IX, includes provision for . . .

(6) The making of such reports, in such form and containing such information, as the [Administrator] may from time to time require, and compliance with such provisions as the [Administrator] may from time to time find necessary to assure the correctness and verification of such report; . . ."

Wagner-Peyser Act, 48 Stat. 113, Sec. 3 (a) providing for the establishment of the United States Employment Service

"The bureau shall also assist in coordinating the public employment offices throughout the country and in increasing their usefulness by developing and prescribing minimum standards of efficiency, assisting them in meeting problems peculiar to their localities, promoting uniformity in their administrative and statistical procedure, furnishing and publishing information as to opportunities for employment and other

information of value in the operation of the system, and maintaining a system for clearing labor between the several States.”

Federal Trade Commission. Authorization for the gathering and compilation of statistics by this Commission is contained primarily in Section 6 of the Trade Commission Act (Public Law 203, 63d Cong., as amended by Public Law 447, 75th Cong.):

“To gather and compile information concerning, and to investigate from time to time the organization, business conduct, practices, and management of any corporation engaged in commerce, excepting banks and common carriers subject to the Act to regulate commerce, and its relation to other corporations and to individuals, associations and partnerships.

To require . . . corporations engaged in commerce . . . to file with the Commission . . . annual or special . . . reports or answers in writing to specific questions . . .

To make public from time to time such portions of the information obtained by it hereunder, except trade secrets and names of customers, as it shall deem expedient in the public interest; . . .”

Bureau of Internal Revenue. The annual publication of statistics relating to the operations of certain tax laws is mandatory, under the provisions of Section 63 of the Internal Revenue Code:

“The Commissioner, with the approval of the Secretary, shall prepare and publish annually statistics reasonably available with respect to the operation of the income, war profits and excess profits tax laws, including classifications of tax payers and of income, the amounts allowed as deductions, and credits, and any other facts deemed pertinent and valuable.”

Furthermore, “data, estimates and statistics” must be furnished by the Bureau of Internal Revenue to the Joint Committee on Internal Revenue Taxation under the terms of Section 5012 of the Internal Revenue Code.

Public Health Service. Public Law 410, 78th Congress, 2d Session, Title III, Sec. 313:

“To secure uniformity in the registration of mortality, morbidity, and vital statistics the Surgeon General shall prepare and distribute suitable

and necessary forms for the collection and compilation of such statistics which shall be published as a part of the health reports published by the Surgeon General."

Office of Education. Basic legislation goes back to an Act creating a Department of Education in 1867, with the duties of

"... collecting statistics and facts as shall show the condition and progress of education in the several States and Territories, and ... diffusing such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

Various specific functions, of which the following is an example, are now discharged by the Office of Education:

"... It shall be the duty of the Federal Board for Vocational Education to make, or cause to have made studies, investigations, and reports, with particular reference to their use in aiding the States in the establishment of vocational schools and classes and in giving instruction in agriculture, trades and industries, commerce and commercial pursuits, and home economics. Such studies, investigations, and reports shall include agriculture and agricultural processes and requirements upon agricultural workers; trades, industries, and apprenticeships, trade and industrial requirements upon industrial workers, and classification of industrial processes and pursuits; commerce and commercial pursuits and requirements upon commercial workers; home management, domestic science, and the study of related facts and principles; and problems of administration of vocational schools and of courses of study and instruction in vocational subjects." (Public Law 347, 64th Congress, Sec. 6)

Civil Aeronautics Authority. Public Law 706, 75th Congress, 3d Session, Sec. 306:

"The Administrator is empowered and directed to collect and disseminate information relative to civil aeronautics (other than information collected and disseminated by the Authority under titles IV and VI of this Act and by the Air Safety Board); to study the possibilities of the development of air commerce and the aeronautical industry; and to exchange with foreign governments, through appropriate governmental channels, information pertaining to civil aeronautics."

In this summary relating to the statutory bases of the activities of statistical agencies we have cited extracts from a diversity of laws directed toward a variety of purposes. The origins of these agencies range widely from the earliest years of our republic to the most recent decade. The first census of the population was taken in 1790. Responsibility for mineral statistics, originally vested in the Geological Survey in 1880, was transferred to the Bureau of Mines in 1925. The Bureau of Labor Statistics descends from legislation in 1888 and in 1913. The statistical functions of the Interstate Commerce Commission go back to 1887. They were extended by the Hepburn Act of 1906, the Valuation Act of 1913, and the Transportation Act of 1920. Many of the agencies sprang up during the New Deal; the Securities and Exchange Commission derives its statistical authority from the Securities Act of 1933-34, and the Social Security Administration began with a broad mandate to gather statistics in 1935.

Since Congress never granted authority to more than a few statistical agencies in any one year it is natural that jurisdictional lines are not sharply defined. The work of the Bureau of the Census overlaps that of other public collection agencies. In its censuses of industry it has common jurisdiction over employment and payrolls with the Bureau of Labor Statistics; in its census of mines it has common jurisdiction over statistics on the production of coal and iron and other minerals with the Bureau of Mines; in its census of agriculture it has common jurisdiction over crop and livestock statistics and even over records of farm employment with the Bureau of Agricultural Economics. The current reporting work of the Bureau of the Census, which may cover any subject of census interest, could, under a liberal interpretation of the law, comprehend almost the whole range of economic and social processes. Statistics on the marketing of food products and on food prices in wholesale and retail markets are clearly a concern of the Bureau of Agricultural Economics; they are no less clearly in the field of interest of the Bureau of Labor Statistics, for they bear upon living

costs and the welfare of working men and women. The Bureau of Labor Statistics is specifically charged with the duty of reporting on employment in agriculture, a subject of interest also to the Bureau of Agricultural Economics. Lines of authority of the Bureau of Labor Statistics and the Bureau of Mines are crossed, for each is under authority or under orders to gather statistics that will define trends in the productivity of labor in the mines. Under Public Law 733 (the Research and Marketing Act of 1946) the Department of Agriculture is given authority for research in distribution and marketing that cuts across activities of both the Department of Commerce and the Department of Labor.

Functions of the special purpose agencies tend to overlap, and to impinge upon those of the public purpose agencies. This is understandable not only because they were set up at different times, but also because in many cases they have the job of regulating the same business firms from different points of view. For example, the Interstate Commerce Commission regulates the rates of railroads; under an act of 1920 it has power to regulate railroad securities. The Securities and Exchange Commission regulates the flotation of new securities to the public and the sale of railroad securities on the exchanges. Both agencies, in order to perform their functions, need statistics from the Pennsylvania Railroad or from the Chesapeake and Ohio. The Securities and Exchange Commission overlaps also with the Federal Trade Commission whose job is to prevent unfair competitive practices among business corporations and to act as a watchdog over industries that threaten to become unduly concentrated in a few firms. Both agencies need statistics that will show ownership of corporations, their assets and liabilities, their sales and earnings, the nature of their products, and even their investment intentions. Nearly all the special purpose agencies overlap in some respect with the Bureaus of the Census, Labor Statistics, or Mines. Both the Census Bureau and the Interstate Commerce Commission gather employment statistics for the railroad and trucking industries, though from different sources.

The Federal Power Commission and the Federal Communications Commission have overlapped in the past with the census of electrical industries. The Securities and Exchange Commission must gather some information of the type compiled in the census of manufactures, and the Social Security Administration and the Bureau of Labor Statistics both have authority to gather and publish employment statistics.

With such a history of disparate development of piecemeal legislation dealing with a variety of problems a unified system of statistical reporting is not to be expected. However, as time has passed the parts of our economic and social systems have coalesced. Connections appear among originally unrelated processes. Comparisons take on new significance. Statistical series today serve purposes additional to, and often quite other than, those they were originally intended to serve. The process of fitting together originally unrelated parts, of coordinating statistical series of diverse origins and scope, has begun under the pressure of obvious current needs. Adequate national income accounts are possible only on the basis of comprehensive, integrated economic reports. The activities of the Council of Economic Advisers and of the Joint Committee on the Economic Report require coordinated records of economic processes. Vital statistics and morbidity statistics are related parts of a whole, although unity is still to be achieved in the reporting system. A review of the diverse special purpose statutes that are the legal foundation of our system of statistical intelligence indicates the need of superimposing order through the operation of an over-all coordinating body.

Some bases of coordination are provided by recent laws, notably the Federal Reports Act of 1942 and, in the economic realm, the Employment Act of 1946. The latter does so by implication only, however, and over only part of the field covered by statistical reports. The former deals with a matter of central importance but, in its direct operation, with only one phase of what is a many sided enterprise. Yet the essential machinery for effective coordination exists. Later recommen-

dations suggest certain organizational and administrative modifications that seem desirable.

Personnel and Costs

Estimates of the number of employees engaged in statistical activities in civilian agencies of the Federal government in the fiscal year 1947-48 are given in Table 3. The total thus employed was 10,385, a figure equal to 0.9 percent of all civilian employees of the government, and to 2.1 percent of all the employees of the administrative, statistical, and analytical agencies directly covered in this survey.

TABLE 3
Statistical and Total Personnel, Federal Civilian Agencies
Year ended June 30, 1948

	FULL-TIME EMPLOYEES ENGAGED IN STATISTICAL WORK	TOTAL PERSONNEL OF AGENCIES INCLUDED	STATISTICAL PERSONNEL AS % OF TOTAL
<i>All civilian agencies</i>	10,385	} 1,200,000* 500,123*	0.9 2.1
5 public purpose collection agencies	5,214**	5,214	100.0
8 analysis & service agencies	852	1,184	72.0
54 administrative & regulatory agencies	4,248	493,654	0.9
1 coordinating agency	66	66	100.0
1 statistical methods agency	5	5	100.0

See Appendix C for detailed agency data and bases of allocation of statistical personnel.

* Civilian employees in the Executive Branch of the Federal government excluding the Departments of the Army (except Corps of Engineers), Navy, and Air Force in fiscal 1948 numbered 1,200,000; employees of the collection, analytical, administrative, regulatory, and coordinating agencies included in this table numbered 500,123.

** For reconciliation with Table 1, see Appendix C, note a.

Half of the statistical personnel in Federal agencies are employed by the five major collection agencies—the Bureaus of the Census, Agricultural Economics, Labor Statistics, Mines, and the National Office of Vital Statistics. Almost as many are employed by administrative and regulatory agencies, although here they represent a minor fraction (slightly less than 1 percent) of the total operating personnel of these

agencies. In the statistical picture the activities of these administrative and regulatory agencies are highly important, for they provide a large proportion of our information about economic and social processes. But the purely statistical work of these agencies is a relatively slight part of their total operations. The record is completed by the analytical and service agencies, the statistical methods agency, and the coordinating agency, whose employees total less than 1,000. These agencies, which stand at the top of the statistical pyramid, are largely devoted to interpretation and (in the case of the coordinating agency) to over-all administration.

The total cost of Federal statistical activities in fiscal 1947-48 was approximately \$42 million. The broad distribution of this total, which comprehends 69 agencies, is shown in Table 4. The detailed cost record for fiscal 1947-48 is given in Appendix D which lists all the major statistical activities of the Federal civilian government; it includes, in fact, almost all

TABLE 4
Expenditures on Statistics and Related Research, Analysis, and Service, Federal Civilian Agencies
Year ended June 30, 1948

	EXP. ON STATISTICS (INC. PRINTING)	STAT. EXP. AS % OF TOTAL AGENCY BUDGET	EXP. ON PRINTING AND BINDING	PRINTING EXP. AS % OF STAT. EXP.
<i>All civilian agencies</i>	\$42,039,510	0.7*	\$1,211,369	2.9
5 public purpose collection agencies	21,053,297	100.0	485,231	2.3
8 analysis & service agencies	4,985,092	76.3	166,300	3.3
54 administrative & regulatory agencies	15,593,121	0.5**	559,838	3.6
1 coordinating agency	373,000	100.0	—	—
1 statistical methods agency	35,000	100.0	—	—

See Appendix D for detailed agency data and bases of allocation of statistical expenditures.

* The percentage (0.7) relates expenditures on statistics to \$6 billion, the sum of the budgets of the civilian departments, the independent offices, and the Executive Office.

** The percentage (0.5) relates expenditures on statistics to \$3,124 million, the sum of the budgets of administrative and regulatory agencies, excluding grants, subsidies, and other administered funds.

the agencies that spend even small amounts to collect or analyze statistics for use by other agencies or the public.

The sums given for collection agencies, analysis and service agencies, and the coordinating agency include the total budgets of these units.² For administrative and regulatory agencies that produce statistics as a byproduct of major operations the costs here cited include only the expenses involved in making the statistics available for use by the agency itself, by other Federal agencies, and by the public. It is assumed that the initial costs incurred in collecting these statistics are properly chargeable against the operations of the agencies in performing their administrative duties, since they would be incurred whether the statistics were made available for general use or not. The expenses allocated by these administrative agencies to statistical activities as thus defined constitute one-half of 1 percent of their total budgets. The relatively low cost of obtaining statistics from this source is to be emphasized. One of our major resources for statistical purposes is found in this large body of administrative and regulatory agencies that produce highly valuable public purpose statistics as byproducts of the work done in discharging their statutory functions. The quantitative importance of these agencies as actual and potential sources of statistics is suggested in Table 5, which indicates that in 1938 and in 1948 the administrative agencies collected between 80 and 90 percent of the statistical information gathered by all agencies.³

Because of the extensive organizational changes during the past twenty years it is difficult to trace the historical record of total Federal expenditures on statistical activities. Appendix E shows certain important elements of this record

² Except for the Office of International Trade and the Office of Domestic Commerce in the Department of Commerce and the Division of Tax Research and the Office of Technical Staff in the Treasury Department (see App. D).

³ This comparison is rough indeed. Because it relates to collection of data, not to publication, and for other reasons, too much significance should not be attached to it except as a general indication of the important role of administrative agencies as sources of statistical information.

TABLE 5
Statistical Returns to Federal Civilian Agencies

	YEAR ENDED JUNE 30, 1938				YEAR ENDED JUNE 30, 1948		
	No. of Forms Million	%	No. of Entries per Form	No. of Entries Million	%	No. of Forms Million	%
<i>Total</i>	185.7	100.0	50.7 ^a	6,881	100.0	214.5	100.0
<i>Public purpose collection (nonadmin.)</i>	23.2	17.1		552	8.0	17.1	8.0
Bureau of Census (Commerce)	5.0 ^b		44	220		7.2 ^b	
Census of Unemployment	12.0		14	168		—	
Bureau of Agr. Econ. (Agr.)	4.3		28	120		6.9	
Bureau of Labor Stat. (Labor)	1.8		18	32		2.8	
Bureau of Mines (Interior)	0.1		121	12		0.2	
<i>Administrative & other</i>	112.5	82.9		6,329	92.0	197.4	92.0
Bur. of Internal Rev. (Treasury)	17.0 ^c		55	985		82.6 ^c	
Bureau of Customs (Treasury) ^d	8.4		56	470		17.4	
Soc. Sec. Adm. & R. R. Ret. Bd.	30.7 ^e		55 ^e	1,688		26.8 ^c	
Prod. & Mktg. Adm. (Agr.)	14.0 ^f		29.1	407		10.2	
Federal Crop Insurance Corp. (Agr.)	0.0		—	0		5.4	
Public Health Service (Fed. Sec. Agcy.)	0.2		68	14		7.4	
Housing & Home Fin. Agcy.	1.8 ^g		59.4	107		7.0	
Veterans' Administration	0.3		80	24		23.6	
Fish & Wildlife Serv. (Interior)	0.0		—	0		0.4	
Office of Education (Fed. Sec. Agcy.)	0.1		38	4		0.5	
Weather Bureau (Commerce)	0.5		87	44		0.8	
Civil Aeronautics Adm. (Commerce)	0.2		51	10		1.8	
Geological Survey (Interior)	0.2		112	22		2.5	
Bur. of For. & Dom. Com. (Commerce)	0.3		14	4		—	
Other	38.8		67	2,600		13.0 ^h	

This table shows the number of administrative and of nonadministrative returns made by the public to the Federal government in fiscal 1938 and 1948. The reader should note: *Number of returns* defines the total number of forms returned during the year (e.g., one form filed monthly by 2,000 respondents constitutes 24,000 returns a year).

Administrative returns include applications or registrations, such as forms used in applying for materials, grants, loans, licenses, or privileges; and all other forms used in applying a Federal law or regulation to an individual or firm, or in administering a program.

Nonadministrative returns serve as the basis for no individual action but provide general information for use by the government and the public.

With one exception, the figures are based on records maintained by the Division of Statistical Standards showing all repetitive forms used by Federal agencies subject to Budget Bureau review under the terms of the Federal Reports Act of 1942. The Bureau of Internal Revenue, which is specifically exempted from the Federal Reports Act, supplied its own figures.

^a The average number of entries per form for all agencies is the weighted average of entries for the individual agencies.

^b Includes the National Office of Vital Statistics.

^c Employer social security tax returns are in the Social Security Administration figure.

^d Includes shippers' export declarations.

^e Estimates based on average number of entries per form for the Bureau of Internal Revenue.

^f The sum of the number of returns to the Agricultural Adjustment and Commodity Exchange Administrations.

^g The sum of the number of returns to the United States Housing Authority, Federal Home Loan Bank Board, and Federal Housing Administration.

^h Excluded are 75 million returns on the Drivers Daily Log, filled out daily by 250,000 operators of commercial contract carriers. These are filed with the companies but do not go to the Interstate Commerce Commission; the latter occasionally checks them in company offices for compliance with safety regulations.

for the fiscal years 1929, 1934, 1939, 1948, with appropriations or estimates for 1949. For the five public purpose collection agencies expenditures increased from some four and a quarter million in fiscal 1929 to a budgeted aggregate of \$23 million in fiscal 1949. The two periods of most rapid increase were 1934-39 and 1939-48, the latter, of course, spanning the war years. (This record does not show the full wartime expansion and the subsequent reduction of agency budgets.) The aggregate figures for 20 agencies (including some that were created during the period covered) increased from something over \$5 million to almost \$30 million. The sixfold increase reflects, of course, higher prices and salaries as well as more extensive collection and more intensive analysis.