

"GETTING IT ALL TOGETHER": THE DEVELOPMENT OF APPROPRIATE RELATIONSHIPS  
BETWEEN FEDERAL AND STATE GOVERNMENTS FOR STATISTICAL PROGRAMS

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The Importance of Federal-State Cooperation in  
Obtaining Subnational Data

The requirement for subnational data on the composition and characteristics of the population, the economic condition of small areas, and the nature, scope and effects of programs designed to meet the needs of the nation and its people is shared by governments at all levels. At the Federal level, information is needed to formulate legislation which will respond to critical needs, to allocate resources available for distribution to State and local governments, and to assess the degree to which federally supported programs are meeting specified goals. At the State level, small area data must be used in the sub-state allocation of federally available resources, and in the planning, development and implementation of State initiatives to complement those sponsored by the Federal government. Local governments, which play the critical role in ensuring that goods and services are appropriately and equitably distributed, must use similar, though frequently more detailed, information to allocate available support and to determine the nature and scope of needs which are not or can not be met with existing resources.

The use of subnational statistics in the allocation of Federal funds alone serves to indicate the importance of complete and accurate State and local data. In Fiscal Year 1975, fourteen Federal agencies<sup>1/</sup> used data on total population as the primary element in distributing the benefits of 75 programs. The obligations under these programs, which resulted in the provision of almost \$33.7 billion to State and local governments, were distributed as matching categorical grants, fully funded categorical grants, or bloc/revenue sharing grants.<sup>2/</sup> In addition to data on total population, information on per capita income, specific age groups, low income, and/or unemployment must be used to complete the allocation of resources under the majority of the Federal programs providing benefits to State and local governments.<sup>3/</sup> When the data required to perform governmental functions beyond the allocation of Federal funds are added to this base, the breadth and depth of information needs expand significantly.

Why should the Federal, State and local governments cooperate in the production of statistics? At a minimum, because it is clearly in the interest of the benefit recipients to provide complete and accurate population estimates. Exhibit I to OMB Circular A46 requires the use of standard data on total population for all Federal programs which make use of total population data in the distribution of Federal benefits. The data on total population must be the most current and comprehensive published by the Bureau of the Census. Under the Census Cooperative Federal/State Program on Local Population Estimates, the State and Federal governments are finally working together to produce the single set of county estimates required for

Federal as well as State planning and funding purposes.

But the scope of mutual data needs extends well beyond the production of population statistics. The Congress through legislation, and the Federal executive agencies through program regulations, have increasingly emphasized the responsibility and role of State agencies in the treatment of national problems. At each level of government, both general statistics and program specific information are needed to plan, administer, and evaluate the allocation of resources. While less detailed data may be needed as we move from the local to the State to the Federal level, consistent, comparable, and accurate information is needed across the board. Federal and State governments alike have recognized the need to work jointly on information collection and production activities to reduce respondent burden and to improve the scope, uniformity and quality of statistical data. Cooperative statistical programs represent a necessary and viable approach to meeting needs in the most economical and efficient manner.

The Objectives and Status of the Federal-State  
Cooperative Statistical Programs

The Federal-State Cooperative Systems of Data Collection include those federally initiated or sponsored statistical programs in which State agencies participate in the collection, processing or utilization of routinely needed information. Such initiatives are characterized by joint efforts of representatives at all governmental levels to produce or use federally standardized information about State or local activities or functions. The cooperative systems are undertaken for the mutual benefit of the participants, and contain data of a recurrent nature which is intended to have broad applicability. Several ongoing Federal-State cooperative statistical programs are described below.

The Crop and Livestock Reporting Program-  
Statistical Reporting Service, Department of Agriculture.

The objective of The Crop and Livestock Reporting Program is "to avoid duplication of effort and confusion of conflicting reports and to promote economy and efficiency of operations." The system is predicated on the fact that the "Federal service is primarily concerned with national estimates and estimates for the individual States" while the State agency "is particularly interested in the collection, development, and publication of more detailed information than is provided in the Federal program of reports."

A key feature of the Agriculture program is the provision by the Federal government of an agricultural statistician who directs the program in the State. The terms of the agreement establish a formal framework within which the national govern-

ment retains control of the statistical techniques and operations used in each survey by making them the responsibility of its own employee as "Statistician in Charge." The Statistical Reporting Service supports approximately 400 field-based professionals responsible for the crop and livestock reporting program in 47 participating States.

A unique feature of this program is the provision of funds by the States to the Federal Government. These funds, paid under the terms of the individual State cooperative agreements, are used by the Statistical Reporting Service to cover the additional cost of collecting and processing the sub-State (county-level) data required by the State over and above the national need.

The Employment, Hours and Earnings System-  
Bureau of Labor Statistics, Department of Labor.

The Cooperative Employment, Hours, and Earnings System is designed to eliminate duplication of collection efforts at the State and Federal levels, to increase the comparability and timeliness of information collected, and to extend the scope of coverage of the survey to the broadest possible number of establishments. Like the Department of Agriculture, the Department of Labor supports personnel at the State level as the key strategy for accomplishing its objectives.

In cooperation with the Employment and Training Administration, the Bureau of Labor Statistics funds approximately 400 positions in State Employment Security Offices. These individuals are responsible for editing data and completing follow-up activities with non-respondents. In addition, BLS supports an average of two to three professionals in each of eight Federal regional offices. The regional personnel are responsible for training new State employees, answering technical questions relating to surveys, and monitoring the application of survey methodology by the States. Staff at the national level complement the efforts of field personnel by:

- (1) Producing survey manuals to ensure comparability,
- (2) Sponsoring training seminars, and
- (3) Developing and disseminating new analysis techniques.

The Cooperative Federal/State Program on Local Population Estimates-Bureau of the Census, Department of Commerce.

The Census Cooperative Federal/State Program on Local Population Estimates was initiated in 1967 to develop an annual series of county population estimates prepared jointly by the Bureau of the Census and the State agencies designated by their Governors to work with the Bureau. This activity results in the production of a single set of county estimates for potential State and Federal planning and funding purposes, and concurrently increases the timeliness of reporting through the direct involvement of a single State agency designated by the Governor.

Although no funds are specifically allocated to the

States under the Census Cooperative Program, the budget for the local population estimates effort has proven adequate for the additional activities, including the conduct of regional conferences to determine the estimation methods most appropriate to each State as well as the publication and provision of annual county population estimates to each of the States.

The Medicaid Management Information System-Social and Rehabilitation Services, Department of Health, Education and Welfare.

The Medicaid Management Information System was authorized by legislation enacted in 1972 (P. L. 92-603). Development of the general systems design, including specification of the data elements to be maintained in the automated systems at the State level, was completed under contract at the Federal level. State personnel are, in turn, being trained by various systems design and development contractors, and are responsible for submitting individual State plans detailing the State's proposed system development procedures.

Upon approval of a State's plan, the agency becomes eligible to receive 90 percent matching funds for the execution of system development activities. Although funds were not available for grants to the States until 1974, the law allows States to receive matching dollars retroactive to 1972, if they have developed systems meeting the approved design specifications. The Medicaid Management Information System is expected to improve data quality and increase the availability of information for program management, monitoring, and planning. In addition to the matching developmental funds, the law allows for provision of 75 percent matching funds to the States for costs of operating the system. This assistance is made available to the State following approval of its operational system design and products by the Social and Rehabilitation Service.

The Cooperative Health Statistics System-National Center for Health Statistics, Department of Health, Education and Welfare.

The Cooperative Health Statistics System is designed to establish a coalition among the various levels of government for the purpose of developing an economical and effective system to assess the health status of the nation. Simultaneously, the implementation of the Cooperative System has the goal of eliminating various problems of earlier health statistics activities, including:

- (1) Duplication of effort at the Federal, State and local levels;
- (2) Inequities in the support provided to the States for data system development and operation;
- (3) Lack of small area data in sufficient detail and with large enough samples to meet needs within States;
- (4) Inadequate supplies of trained statistical manpower and computer capabilities; and
- (5) Unmet State needs for data systems assistance, and information for the planning and administration of State and local health programs.

The establishment of the Cooperative Health Statistics System has been planned in two overlapping stages: a research and development phase and an operational phase. The research and development phase, instituted late in 1971, is designed to examine alternatives for the content, structure, and methods of the Cooperative System in order to identify prototypes for the several statistical components which would include comparable definitions, standards, and procedures to collect, process, analyze and present the needed vital and health statistics through a Federal-State-local data network. Activities under the research phase of the program are being conducted through the funding of six to eight developmental contracts for each of the system components. The results of the independent investigations are then reviewed and analyzed, leading to the selection of a single recommended model for the particular component.

Under the operational phase of the system, contracts are awarded for planning the individual State's program for collection of a particular statistical component, and subsequently for the implementation of individual system components. To encourage coordination among the several State-level health agencies which may be responsible for implementation of various statistical components, in some cases the National Center for Health Statistics has funded a position at the State level for providing liaison among the contributing agencies.

When fully designed and implemented, the Cooperative Health System will provide statistics on health manpower, health facilities, hospital care, household health status, ambulatory care, long term care, and vital records. To date, 39 of the States have participated in the planning phase of the program for at least one component, and more than 80 contracts have been awarded to the States for implementation of various components.

In addition to the research, planning, and implementation contracts for system components, the Cooperative Health Statistics System provides for:

- (1) Training of health statisticians for systems implementation and data analysis;
- (2) Expansion of technical assistance by NCHS; and
- (3) Extension of services provided by the Data Use and Analysis Laboratory to develop, test, and demonstrate the application of special tabulations and analyses of data generated by the Cooperative System's several components for community use. Further, this activity supports special research and development in the problem-oriented analysis of a variety of data useful for local planning purposes.

The Common Core of Data Program-National Center for Education Statistics, Department of Health, Education and Welfare.

The Common Core of Data Program represents the first comprehensive effort to improve the scope, quality, and timeliness of information on the nation's educational system. Through the review of educational issues and an assessment of

current data collection activities, NCES expects to specify the new types of information which are needed and to eliminate the collection of data which is no longer relevant. Following completion of the design effort, NCES will modify its surveys as necessary, using standard terminology which has been developed cooperatively over a period of years by the Federal, State, and local education agencies.

For the near-term, limited manpower and dollar resources have made it necessary for NCES to concentrate the Common Core of Data efforts on meeting the recurring statistical data requirements of Federal legislators and administrators. Implementation of the revised data sets, however, is expected to benefit both producers and users of education statistics. The producers can anticipate a reduction in duplicative reporting, for the Common Core program is intended to increase the compatibility of data now sought by numerous components of the Education Division. The users can expect increased timeliness of data, as well as improved quality, based on the adoption of standard definitions by the recordkeeping and reporting agencies.

Plans for a longer term, integrated Federal/State/local system of educational data are also included under the Common Core of Data effort. Implementation of a more ambitious program, however, will not be undertaken until additional resources are available for use at the State and local levels. Under the Education Amendments of 1974 (P.L. 93-380), the National Center for Education Statistics has been specifically mandated "to assist State and local agencies in improving and automating their statistical and data collection activities." NCES is currently studying alternative modes of providing assistance to data producers and users. In cooperation with the State agencies, NCES will develop a multi-year plan for the provision of statistical systems assistance. Implementation of the assistance program is expected to pave the way for an expanded cooperative program of education statistics.

The Criminal Justice Comprehensive Data System-Law Enforcement Assistance Administration, Department of Justice.

The Comprehensive Data System is designed primarily to provide State and local governments with the mechanisms to produce and analyze statistical data for planning, management, and evaluation. As a byproduct, the program provides to the Federal government the national data needed on crime and the administration of justice. Prior to the establishment of this program, almost no data was available on the administration of justice at the State and local levels.

To participate in the Comprehensive Data System, a State must establish a Statistical Analysis Center, develop an Offender-Based Transaction Statistics program, assume responsibility for Uniform Crime Reports, institute a Management and Administrative Statistics program, and design a program to provide technical assistance to participating local agencies.

The Statistical Analysis Centers are responsible for coordinating all of the State's activities in the Comprehensive Data System, and are expected to provide analytical capabilities for policy makers within their respective States. These Centers, which are now operational in 36 of the States, provide input to the Criminal Justice State Planning Agencies.

The Offender-Based Transaction Statistics program is designed to identify persons arrested for serious offenses, and to follow the individual as he passes through the criminal justice system. The original Comprehensive Data System concept required that the Offender-Based Transaction Statistics be developed in cooperation with a computerized criminal history program under development by the FBI; subsequent experience with this concept has argued against its continuation.

The Uniform Crime Reports System, the oldest of the existing criminal justice statistical programs, was incorporated into the Comprehensive Data System in 1972. With this shift, the State agencies became responsible for collection and quality control, including the application of Standardized Audit Systems, of data on crimes known to the police, arrests, offenses cleared by arrest, law enforcement employees, law enforcement officers killed, and other aspects of law enforcement.

The Management and Administrative Statistics Component of the Comprehensive Data System is expected to provide a mechanism for the States to examine their internal needs for data to describe the State systems and to develop the programs to provide the needed information. The Organization of Directors of State Statistical Analysis Centers is attempting to develop a common set of Management and Administrative Statistics data requirements. It is anticipated that many of the LEAA programs could be modified in the future to use State-provided data in place of information now collected by the Bureau of the Census.

Funding for State and local participation in the Comprehensive Data System is provided under three sections of the Omnibus Crime Control Act of 1973. Grants are awarded to the States for the development and operation of the Statistical Analysis Centers from resources available for National Criminal Justice Information Statistical Services. These funds are used to support core staff at the State level to produce federally required data, and, in combination with other resources, are used to fund contracts for the development of program components as well as State participant conferences. Operation of the Comprehensive Data System components at the State level is supported through discretionary monies available under two additional sections of the Omnibus Act. These funds, which are provided to the States under matching grants, are used to implement the various program components of the Comprehensive Data System.

#### An Assessment of the Current Federal-State Cooperative Statistical Programs

Consistently, the Federal-State Cooperative Systems of Data collection include the specification of

federally required information and the definition of data elements included in the programs. At varying levels, attempts are made to ensure the quality and comparability of data within and across the States. And, by definition, each of the cooperative programs involves coordination and joint participation of the Federal and State agencies, as well as involvement of other relevant data producers.

Outnumbering these common features are the cooperative systems' characteristics which vary from program to program. For example, some of the cooperative systems in existence today involve all States equally (e.g. the Cooperative Employment, Hours and Earnings System of the Bureau of the Labor Statistics), while others, such as the Cooperative Health Statistics System, involve the States at variable levels. Reasons for the variability in State participation in the several cooperative systems include lack of interest on the part of the States, inadequate resources at the Federal level to support nationwide participation, and inability of the States to meet the requirements of joint participation.

Likewise, the scope of the several Cooperative Systems varies substantially. Some programs, such as the Census Cooperative Federal/ State Program on Local Population Estimates, deal with a single, clearly defined problem, while others, such as the Comprehensive Data System of the Law Enforcement Assistance Administration, attempt to meet a number of diverse needs.

In addition to variations in scope and coverage, there are also differences in the types of data which are collected through the cooperative programs. The major thrust of cooperative Federal-State efforts has been on the direct production of general purpose, baseline statistics. Two programs of long standing, the Crop and Livestock Reporting Program at Agriculture and the Employment, Hours and Earnings Program at Labor are clearly in this category. Among the newer cooperative endeavors, the Census Cooperative Federal/State Program on Local Population Estimates, the Cooperative Health Statistics System, and the Common Core of Data for Elementary and Secondary Education all have a primary emphasis on the production of general statistics. The Medicaid Management Information System, and the Comprehensive Data System of the Law Enforcement Assistance Administration, on the other hand, are designed primarily to produce administrative data required for the operation and evaluation of programs at the State level. In addition, several of the newer cooperative systems contain components to provide services over and above data collection and processing *per se*. For example, the Comprehensive Data System of the Law Enforcement Assistance Administration provides funding for State Statistical Analysis Centers, and the Cooperative Health Statistics System includes training of health statisticians for systems implementation and data analysis, as well as provision of direct problem solving assistance to States through the production of special tabulations and analyses.

The variability in the types of data collected

through the Cooperative Systems is accompanied by inconsistencies among the programs in the degree of coordination within the respective Federal agencies between the particular cooperative program and other statistical and data collection activities of the agency. More specifically, there is no consistent policy or procedure followed by agencies having cooperative programs to ensure that data needs of agency components other than the system sponsors are considered or met in the design and implementation of the cooperative program. Furthermore, there is virtually no coordination among Federal agencies, and among the respective sponsors of cooperative statistical programs, to ensure that cross-agency needs are addressed through the statistical systems sponsored.

Coupled with the inconsistencies in the degree to which the cooperative statistical systems serve Federal agency statistical needs are variations in the extent to which federally-sponsored cooperative programs are interdependent with State statistical efforts, and serve State information needs. Programs such as the Medicaid Management Information System are clearly designed to provide data needed by the States, with a byproduct being the capability to produce a more limited set of statistical information required by the Federal government. The Common Core of Data Program of NCES, on the other hand, has been primarily designed to standardize and produce data required by the Federal government, with the service of specific state information requirements left as a secondary, though useful, byproduct.

Finally, in the development and operation of the Federal State Cooperative Systems of Data Collection there are considerable differences in the types of administrative and financial arrangements which are employed. In the Crop and Livestock Reporting Program of USDA, a Federal employee actually directs the program in each of the States; in most of the other programs, the Federal government contracts with the States to produce the required information. The Census Cooperative Program, however, provides neither manpower nor dollars to the participants, but relies on technical coordination and consultation with State representatives to produce the needed results. The extent to which State personnel are involved in the design of the cooperative systems also varies from program to program. In the case of the Medicaid Management Information System, for example, the system design was completed primarily at the Federal level, while alternative designs for the components of the Cooperative Health Statistics System were initially developed through contracts with State agencies. Similarly, in the design and implementation phases of the cooperative programs some Federal agencies have worked essentially one-on-one with their State counterparts while others, such as the National Center for Education Statistics, have sponsored multi-state and national conferences as an integral part of the systems development phase.

#### Proposed Policies for the Improvement of Federal-State Cooperative Statistical Programs

From the foregoing discussion, it is clear that the current Federal-State Cooperative Systems of Data Collection are, individually and collectively, serving a variety of statistical needs of the State and Federal governments. Equally evident, however, is the fact that the programs now in existence have been developed by the agencies in isolation from one another and in the absence of any policy guidelines at the Federal level. Considerable differences exist among the programs in the extent and types of Federal agency data needs which are served, the control which the agency exercises over systems' operations and standards, the mechanisms employed for coordinating systems' design and implementation activities, and the level and type of support to participants.

In spite of the efforts of the individual Federal agencies to work cooperatively with State and local governments in the production of statistics, the demands for information at all levels have proliferated in response to the requirements of statutory allocation formulae, program targeting needs, and decentralization of decision making. Further, the lack of coordination in data collection activities among the various agencies has led to duplication of effort, non-transferability of data, and insufficient attention to particular data sets which may be needed by one or more agencies.

At OMB, we are placing renewed emphasis on the improvement of the Federal-State Cooperative Statistical Systems. While our chief role will be to bring greater order and coordination to these programs, we believe our efforts will also impact upon the individual agency initiatives. Our primary vehicle for instigating change will be "A Framework for Planning U.S. Federal Statistics, 1978-1989." The framework, which is being drafted by OMB and will be developed in cooperation with data users and producers across the nation, will recommend policies and steps to be taken to improve the Federal statistical system. The policies which are proposed in the balance of this paper concerning the Federal-State Cooperative Statistical Programs are among those which may be included in the Framework. They will be subject to review and modification during the coming year. We would welcome your comments on our proposals.

Based on the information now available, it appears necessary, first and foremost, to define the appropriate role of the Federal government and the limits of Federal responsibility for the cooperative statistical programs. The definition of the role and responsibility of the Federal government must include, at a minimum, policies with respect to:

- . the degree to which the cooperative systems should focus on data production in contrast to data utilization;
- . the extent to which non-Federal needs for State and local area data should be incorporated, and the associated costs for their production and use underwritten, by the Federal government; and
- . the appropriate division of labor and costs among cooperative program partic-

ipants at the Federal, State and local levels.

Given the likelihood that the Federal-State Cooperative Systems of Data Collection will be required, individually and collectively, to operate in an environment of limited budgetary resources, it will be necessary to establish priorities within the virtually limitless activities which could be sponsored or supported from the Federal level. Thus, we recommend that the responsible Federal agencies place the highest priority on efforts which will enable all States to produce the minimum data sets prescribed by their respective agencies. Coupled with this emphasis should be continuous initiatives by the Federal agencies to work with their State counterparts in the design of data systems so that States may capitalize on the Federal development in establishing the more elaborate systems which may be required to meet their own needs. Non-Federal data needs should be incorporated by the States individually; the costs for their production and use should be borne by the States, whether such costs are incurred by the State for its own internal processing or for the additional expense of using federally sponsored systems to process State information not needed at the national level. The Federal sponsors of cooperative systems should be responsible for:

- . the design of data bases required to meet Federal statistical reporting requirements;
- . the development and dissemination of data standards and definitions of terminology to ensure inter-State comparability;
- . the sponsorship of seminars and training sessions necessary to ensure the consistent application of the data system; and
- . the provision of matching funds to support systems development and operation to the States willing to meet the federally prescribed requirements and standards.

The balance of the burden for systems operation should be borne by the participating states.

Second, our review suggests that each Federal agency should establish mechanisms to ensure that its Federal-State Cooperative System of Data Collection is systematically integrated with the agency's overall statistical program. Too often, the cooperative programs have been developed and implemented by separate, specially established units of the agencies' statistical centers. The result has been that the individual cooperative programs have not taken into account, let alone been designed to serve, the relevant statistical needs of the sponsoring agency. For the States, this pattern has caused substantial difficulty as they have attempted to meet the requirements of the ongoing programs as well as those of the so-called "cooperative program." A further problem has been the almost systematic exclusion of federally-required administrative data from the scope of the cooperative systems. At the State and local levels, data producers have thus been required to collect and provide sometimes duplicative and often differently defined data sets to the same Federal agency.

Each of the Federal agencies sponsoring a cooperative statistical system must take the steps required to eliminate this condition, including, if necessary, administrative and program realignments.

Third, it appears that general and agency specific standards and guidelines should be developed for and applied to the collection of data through the cooperative statistical programs. In each of the Federal-State Cooperative Systems of Data Collection, some attempt has been made to prescribe the definitional, quality, and timeliness standards which should be followed in the production of the required data by the participating States. But the completeness of these standards, and their application in the operation of the various programs, have been spotty. The development of such standards should be the responsibility of the Federal agency sponsoring the program; adherence to such standards should be a necessary condition of the States' eligibility to receive Federal support for the production of statistical information. Staff should be placed in the Federal regional offices to provide the training and technical coordination necessary for the States to meet the prescribed standards, and to monitor the States' operations to ensure that standards are applied and met.

Fourth, our investigation suggests that each of the Federal agencies should review the status of its cooperative statistical program as a basis for determining the nature and scope of technical and financial assistance needed by the States. Recent reviews of the cooperative statistical systems by the Office of Management and Budget have revealed substantial variations in the ability of the States to participate in the several federally sponsored programs. In order to bring all of the States to a point where they can provide the minimum data sets required, it will be necessary to shift priorities and establish assistance and funding initiatives to address individual State problems.

Finally, it is proposed that the Statistical Policy Division of the Office of Management and Budget establish mechanisms to coordinate the activities of the several Federal agencies sponsoring Cooperative Statistical Programs, and, in addition, establish a focal point in each of the States to coordinate State-level input to the Federal level on the Cooperative Systems. Many of the problems of the Cooperative programs are specific to the individual agencies, and are best handled by the respective Federal and State participants. Other difficulties in program development and operation have resulted from a lack of guidance from OMB on the appropriate scope and respective responsibilities of participants for these efforts. Even if all of these needs were met, however, certain roadblocks to the successful operation of joint participation in the collection, processing and utilization of federally standardized information about State and local activities and functions would remain. These problems arise from the lack of coordination at the Federal level of the several cooperative programs, and the parallel absence of centralized efforts in most States to review and evaluate the demands and operations of the Federal-State Cooperative Systems of Data Collection. In those States where efforts have been made to coordinate and centralize statis-

tical activities, progress has been stymied by the lack of coordination at the Federal level. The result at the Federal level is a general lack of knowledge on the part of the several agencies concerning the content and structure of other federally sponsored programs. At the State level, there is evidence that the lack of Federal and State coordination among the several programs has resulted in inconsistent and duplicative demands for data by various Federal agencies.

OMB, the sponsoring Federal agencies and the State participants must join together to address these problems. The Statistical Policy Division of OMB is ready to undertake the leadership and coordination activities which will be required for the participants in the Cooperative Programs to "get it all together." The responsible Federal agencies must cooperate in assessing their current status, preparing action plans for addressing needs, implementing necessary changes, and working with OMB and other agencies to arrive at optimum solutions. The joint participation of data producers at the State and local levels will be a necessary precondition to the success of any policy development or implementation.

#### FOOTNOTES

<sup>1</sup>The fourteen Federal agencies include: the Departments of Agriculture, Commerce, Defense, Health, Education and Welfare, Housing and Urban Development, the Interior, Justice, Labor, Transportation, Treasury, the Environmental Protection Agency; the Appalachian Regional Commission; the Civil Service Commission; and the Water Resources Council.

<sup>2</sup>\$22.5 billion were distributed to State agencies; \$11.2 billion were distributed directly to local agencies. Approximately one-third of the total funds were made available through bloc/revenue sharing grants, while two-thirds of the resources were provided under full or matching categorical grants. Data on specific age groups were used to allocate an additional \$3.1 billion in Federal resources, primarily for education programs. (Grants-in-aid in the form of loans and direct transfers to individuals are excluded from all figures cited).

<sup>3</sup>For further details, see "The Use of Data on Population in Federal Grants-in-Aid to State and Local Governments in Fiscal 1975" prepared by Charles A. Ellett, Statistical Policy Division, U.S. Office of Management and Budget.