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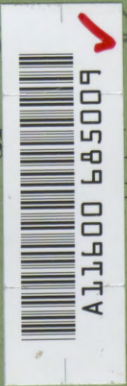
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FULL OPPORTUNITY AND NATIONAL GOALS AND PRIORITIES ACT

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HEARING BEFORE THE SUBCOMMITTEE ON EVALUATION PLANNING OF SOCIAL PROGRAMS OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

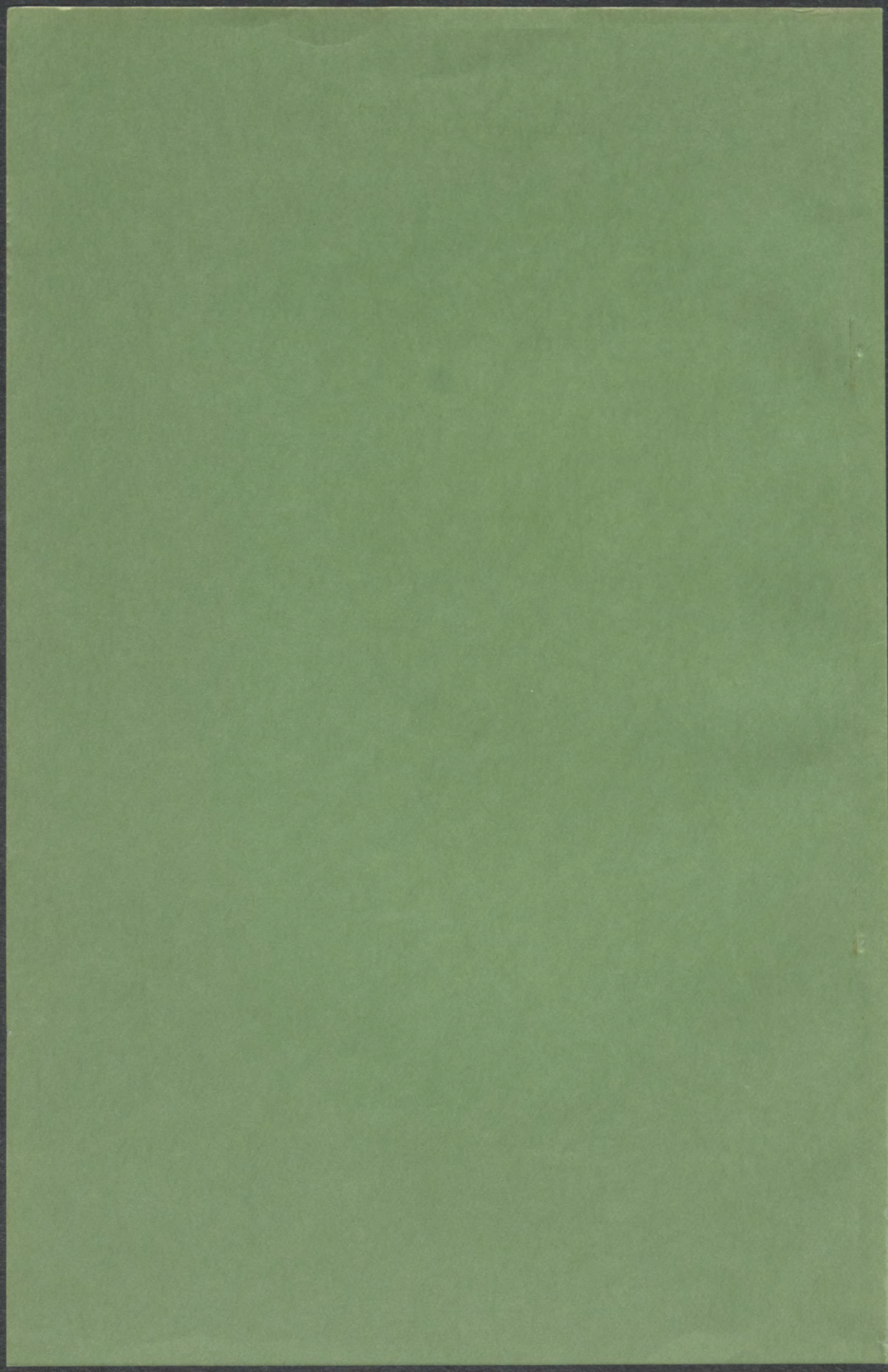
S. 5

TO PROMOTE THE PUBLIC WELFARE

JULY 13, 1971

Printed for the use of the Committee on Labor and Public Welfare





**FULL OPPORTUNITY AND NATIONAL GOALS AND
PRIORITIES ACT**

HEARING
BEFORE THE
SPECIAL SUBCOMMITTEE ON EVALUATION
AND PLANNING OF SOCIAL PROGRAMS
OF THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
NINETY-SECOND CONGRESS
FIRST SESSION
ON
S. 5
TO PROMOTE THE PUBLIC WELFARE

JULY 13, 1971



Printed for the use of the Committee on Labor and Public Welfare

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1971

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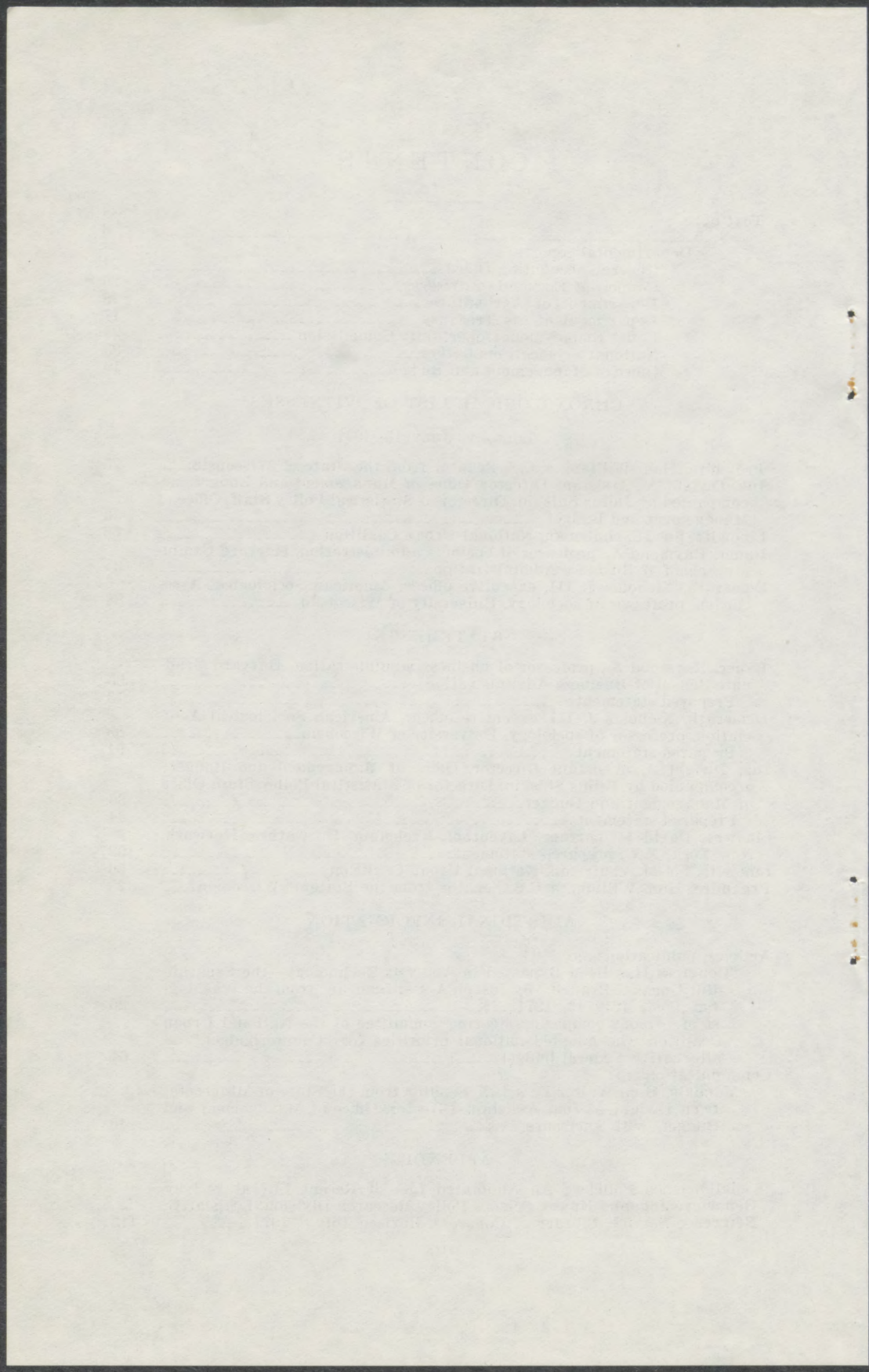
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FULL OPPORTUNITY AND NATIONAL GOALS AND PRIORITIES ACT

TUESDAY, JULY 13, 1971

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON EVALUATION AND
PLANNING OF SOCIAL PROGRAMS OF THE COMMITTEE ON
LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to notice, in room 6202, New Senate Office Building, Senator Walter F. Mondale (chairman of the subcommittee) presiding.

Present: Senator Mondale.

Staff members present: Herbert Jasper, professional staff member; John K. Scales, minority counsel.

Senator MONDALE. The subcommittee will come to order. This morning we will have hearings on the Full Opportunity and National Goals and Priorities Act, S. 5.

I am delighted to have my colleague, the distinguished Senator from Wisconsin, present to open these hearings. The bill is intended to assist the Nation to reorder its priorities. Senator Proxmire has done perhaps as much as anyone in the Congress to start us down this road.

This hearing, in a sense, continues extensive hearings which were conducted on S. 5 (91st Congress) by this subcommittee during 1969 and 1970. It also builds further upon the record of hearings in the 90th Congress on an earlier measure, S. 843, conducted by Senator Harris in the Government Operations Committee. I ask at this time that the full text of the hearings in those Congresses be incorporated by reference in our hearing record.

It is now 41½ years since I first introduced legislation to create new institutions and procedures to improve the quantity, quality and visibility of information needed to make intelligent judgments in the human field. I was convinced then, and I am even more convinced today, that we legislate too much by intuition and hunch, particularly in the human field.

It is time to systematize and rationalize our efforts to fashion programs involving the welfare of our people and billions of dollars of their hard-earned tax money. Both the present administration and the previous administration have endorsed the objectives of this legislation but believed that sufficient progress could be made toward achieving them without the new structures called for.

I must say that I am greatly disappointed at the failure of the executive branch to make rapid strides toward the development of social reporting. I believe that experience since 1967 shows that we badly need the new statutory mechanisms proposed in this bill under title I. Title II, initiated by Senator Javits of New York, should greatly strengthen Congress in coping with the mass of judgments and choices which lie hidden in the President's budget.

May I say at this point that Senator Javits could not be with us. It was necessary for him to be at a funeral today and, of course, we will miss him because of his important contributions to this subject area.

I think that this hearing will help to demonstrate the need for a statutory mandate for the development of social indicators and for strengthening the analytical capabilities of both branches of government. I hope that we can move quickly to adopt a measure in this field.

(A copy of S. 5 along with the departmental reports follow:)

92^d CONGRESS
1ST SESSION

S. 5

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1971

Mr. MONDALE (for himself, Mr. JAVITS, Mr. ANDERSON, Mr. CRANSTON, Mr. FONG, Mr. GRAVEL, Mr. HARRIS, Mr. HART, Mr. HARTKE, Mr. HUGHES, Mr. HUMPHREY, Mr. INOUE, Mr. KENNEDY, Mr. MCGEE, Mr. MCGOVERN, Mr. MONTOYA, Mr. MUSKIE, Mr. NELSON, Mr. PELL, Mr. PERCY, Mr. RANDOLPH, Mr. STEVENSON, and Mr. WILLIAMS) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To promote the public welfare.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Full Opportunity and
4 National Goals and Priorities Act."

TITLE I—FULL OPPORTUNITY

DECLARATION OF POLICY

7 SEC. 101. In order to promote the general welfare, the
8 Congress declares that it is the continuing policy and respon-
9 sibility of the Federal Government, consistent with the pri-

1 mary responsibilities of State and local governments and the
2 private sector, to promote and encourage such conditions as
3 will give every American the opportunity to live in decency
4 and dignity, and to provide a clear and precise picture of
5 whether such conditions are promoted and encouraged in
6 such areas as health, education and training, rehabilitation,
7 housing, vocational opportunities, the arts and humanities,
8 and special assistance for the mentally ill and retarded, the
9 deprived, the abandoned, and the criminal, and by measuring
10 progress in meeting such needs.

11 SOCIAL REPORT OF THE PRESIDENT

12 SEC. 102. (a) The President shall transmit to the Con-
13 gress not later than February 15 of each year a report to
14 be known as the social report, setting forth (1) the overall
15 progress and effectiveness of Federal efforts designed to
16 carry out the policy declared in section 101 with particular
17 emphasis upon the manner in which such efforts serve to
18 meet national social needs in such areas as health, education
19 and training, rehabilitation, housing, vocational opportunities,
20 the arts and humanities, and special assistance for the men-
21 tally ill and retarded, the deprived, the abandoned, and the
22 criminal; (2) a review of State, local, and private efforts
23 designed to create the conditions specified in section 101; (3)
24 current and foreseeable needs in the areas served by such
25 efforts and the progress of development of plans to meet such

1 needs; and (4) programs and policies for carrying out the
2 policy declared in section 101, together with such recom-
3 mendations for legislation as he may deem necessary or
4 desirable.

5 (b) The President may transmit from time to time to
6 the Congress reports supplementary to the social report,
7 each of which shall include such supplementary or revised
8 recommendations as he may deem necessary or desirable
9 to achieve the policy declared in section 101.

10 (c) The social report, and all supplementary reports
11 transmitted under subsection (b) of this section, shall, when
12 transmitted to Congress, be referred to the Committee on
13 Labor and Public Welfare of the Senate and the Committees
14 on Education and Labor and Interstate and Foreign Com-
15 merce of the House of Representatives. Nothing in this sub-
16 section shall be construed to prohibit the consideration of
17 the report by any other committee of the Senate or the House
18 of Representatives with respect to any matter within the juris-
19 diction of any such committee.

20 COUNCIL OF SOCIAL ADVISERS TO THE PRESIDENT

21 SEC. 103. (a) There is created in the Executive Office
22 of the President a Council of Social Advisers (hereinafter
23 called the Council). The Council shall be composed of three
24 members who shall be appointed by the President, by and
25 with the advice and consent of the Senate, and each of whom

1 shall be a person who, as a result of his training, experience,
2 and attainments, is exceptionally qualified to appraise pro-
3 grams and activities of the Government in the light of the
4 policy declared in section 101, and to formulate and recom-
5 mend programs to carry out such policy. Each member of
6 the Council, other than the Chairman, shall receive compen-
7 sation at the rate prescribed for level IV of the Executive
8 Schedule by section 5315 of title 5 of the United States Code.
9 The President shall designate one of the members of the
10 Council as Chairman who shall receive compensation at the
11 rate prescribed for level II of such schedule.

12 (b) The Chairman of the Council is authorized to em-
13 ploy, and fix the compensation of, such specialists and other
14 experts as may be necessary for the carrying out of its func-
15 tions under this Act, without regard to the provisions of
16 chapter 51 and subchapter III of chapter 53 of such title
17 title 5, United States Code, governing appointments in the
18 competitive service, and without regard to the provisions of
19 relating to classification and General Schedule pay rates,
20 and is authorized, subject to such provisions, to employ such
21 other officers and employees as may be necessary for carry-
22 ing out its functions under this Act, and fix their compen-
23 sation in accordance with the provisions of such chapter 51
24 and subchapter III of chapter 53.

25 (c) It shall be the duty and function of the Council—

1 (1) to assist and advise the President in the prepa-
2 ration of the social report;

3 (2) to gather timely and authoritative information
4 and statistical data concerning developments and pro-
5 grams designed to carry out the policy declared in
6 section 101, both current and prospective, and to develop
7 a series of social indicators to analyze and interpret such
8 information and data in the light of the policy declared
9 in section 101 and to compile and submit to the President
10 studies relating to such developments and programs;

11 (3) to appraise the various programs and activities
12 of the Federal Government in the light of the policy
13 declared in section 101 of this Act for the purpose of
14 determining the extent to which such programs and
15 activities contribute to the achievement of such policy,
16 and to make recommendations to the President with
17 respect thereto;

18 (4) to develop priorities for programs designed to
19 carry out the policy declared in section 101 and recom-
20 mend to the President the most efficient way to allocate
21 Federal resources and the level of government—Fed-
22 eral, State, or local—best suited to carry out such
23 programs;

24 (5) to make and furnish such studies, reports there-
25 on, and recommendations with respect to programs,

1 activities, and legislation to carry out the policy de-
2 clared in section 101 as the President may request.

3 (6) to make and furnish such studies, reports there-
4 on, and recommendations with respect to programs,
5 activities, and legislation as the President may request
6 in appraising long-range aspects of social policy and
7 programing consistent with the policy declared in sec-
8 tion 101.

9 (d) Recognizing the predominance of State and local
10 governments in the social area, the President shall, when
11 appropriate, provide for the dissemination to such States and
12 localities of information or data developed by the Council
13 pursuant to subsection (c) of this section.

14 (e) The Council shall make an annual report to the
15 President in January of each year.

16 (f) In exercising its powers, functions, and duties under
17 this Act—

18 (1) the Council may constitute such advisory com-
19 mittees and may consult with such representatives of
20 industry, agriculture, labor, consumers, State and local
21 governments, and other groups, organizations, and in-
22 dividuals as it deems advisable to insure the direct
23 participation in the Council's planning of such interested
24 parties;

1 (2) the Council shall, to the fullest extent possible,
2 use the services, facilities, and information (including
3 statistical information) of Federal, State, and local gov-
4 ernment agencies as well as of private research agencies,
5 in order that duplication of effort and expense may be
6 avoided;

7 (3) the Council shall, to the fullest extent possible,
8 insure that the individual's right to privacy is not in-
9 fringed by its activities; and

10 (4) (A) the Council may enter into essential con-
11 tractual relationships with educational institutions, pri-
12 vate research organizations, and other organizations as
13 needed; and

14 (B) any reports, studies, or analyses resulting from
15 such contractual relationships shall be made available to
16 any person for purposes of study.

17 (g) To enable the Council to exercise its powers, func-
18 tions, and duties under this Act, there are authorized to be
19 appropriated (except for the salaries of the members and
20 officers and employees of the Council) such sums as may be
21 necessary. For the salaries of the members and salaries of
22 officers and employees of the Council, there is authorized to
23 be appropriated not exceeding \$900,000 in the aggregate for
24 each fiscal year.

1 TITLE II—NATIONAL GOALS AND PRIORITIES

2 DECLARATION OF PURPOSES

3 SEC. 201. The Congress finds and declares that there is
4 a need for a more explicit and rational formulation of national
5 goals and priorities, and that the Congress needs more de-
6 tailed and current budget data and economic analysis in order
7 to make informed priority decisions among alternative pro-
8 grams and courses of action. In order to meet these needs and
9 establish a framework of national priorities within which
10 individual decisions can be made in a consistent and consid-
11 ered manner, and to stimulate an informed awareness and
12 discussion of national priorities, it is hereby declared to be the
13 intent of Congress to establish an office within the Congress
14 which will conduct a continuing analysis of national goals
15 and priorities and will provide the Congress with the infor-
16 mation, data, and analysis necessary for enlightened priority
17 decisions.

18 ESTABLISHMENT

19 SEC. 202. (a) There is established an Office of Goals
20 and Priorities Analysis (hereafter referred to as the "Office")
21 which shall be within the Congress.

22 (b) There shall be in the Office a Director of Goals and
23 Priorities Analysis (hereafter referred to as the "Director")
24 and an Assistant Director of Goals and Priorities Analysis
25 (hereafter referred to as the "Assistant Director"), each of

1 whom shall be appointed jointly by the majority leader of
2 the Senate and the Speaker of the House of Representatives
3 and confirmed by a majority vote of each House. The Office
4 shall be under the control and supervision of the Director,
5 and shall have a seal adopted by him. The Assistant Director
6 shall perform such duties as may be assigned to him by the
7 Director, and, during the absence or incapacity of the Direc-
8 tor, or during a vacancy in that office, shall act as the Direc-
9 tor. The Director shall designate an employee of the Office
10 to act as Director during the absence or incapacity of the
11 Director and the Assistant Director, or during a vacancy in
12 both of such offices.

13 (c) The annual compensation of the Director shall be
14 equal to the annual compensation of the Comptroller General
15 of the United States. The annual compensation of the Assist-
16 ant Director shall be equal to that of the Assistant Comp-
17 troller General of the United States.

18 (d) The terms of office of the Director and the Assist-
19 ant Director first appointed shall expire on January 31,
20 1973. The terms of office of Directors and Assistant Directors
21 subsequently appointed shall expire on January 31 every
22 four years thereafter. Except in the case of his removal under
23 the provisions of subsection (e), a Director or Assistant Di-
24 rector may serve until his successor is appointed.

1 (e) The Director or Assistant Director may be removed
2 at any time by a resolution of the Senate or the House of
3 Representatives. A vacancy occurring during the term of the
4 Director or Assistant Director shall be filled by appointment,
5 as provided in this section.

6 (f) The professional staff members, including the Di-
7 rector and Assistant Director, shall be persons selected with-
8 out regard to political affiliations who, as a result of training,
9 experience, and attainments, are exceptionally qualified to
10 analyze and interpret public policies and programs.

11 FUNCTIONS

12 SEC. 203. (a) The Office shall make such studies as it
13 deems necessary to carry out the purposes of section 201.
14 Primary emphasis shall be given to supplying such analysis
15 as will be most useful to the Congress in voting on the
16 measures and appropriations which come before it, and on
17 providing the framework and overview of priority considera-
18 tions within which a meaningful consideration of individual
19 measures can be undertaken.

20 (b) The Office shall submit to the Congress on March 1
21 of each year a national goals and priorities report and copies
22 of such report shall be furnished to the Committee on Appro-
23 priations of the Senate and of the House of Representatives,
24 the Joint Economic Committee, and other interested com-
25 mittees. The report shall include, but not be limited to—

1 (1) an analysis, in terms of national goals and
2 priorities, of the programs in the annual budget submitted
3 by the President, the Economic Report of the President,
4 and the Social Report of the President;

5 (2) an examination of resources available to the
6 Nation, the foreseeable costs and expected benefits of
7 existing and proposed Federal programs, and the re-
8 sources and cost implications of alternative sets of na-
9 tional priorities; and

10 (3) recommendations concerning spending priori-
11 ties among Federal programs and courses of action, in-
12 cluding the identification of those programs and courses
13 of action which should be given greatest priority and
14 those which could more properly be deferred.

15 (c) In addition to the national goals and priorities re-
16 port and other reports and studies which the Office submits
17 to the Congress, the Office shall provide upon request to any
18 Member of the Congress further information, data, or analy-
19 sis relevant to an informed determination of national goals
20 and priorities.

21 POWERS OF THE OFFICE

22 SEC. 204. (a) In the performance of its functions under
23 this title, the Office is authorized—

24 (1) to make, promulgate, issue, rescind, and amend

1 rules and regulations governing the manner of the oper-
2 ations of the Office;

3 (2) to employ and fix the compensation of such
4 employees, and purchase or otherwise acquire such fur-
5 niture, office equipment, books, stationery, and other
6 supplies, as may be necessary for the proper perform-
7 ance of the duties of the Office and as may be appropri-
8 ated for by the Congress;

9 (3) to obtain the services of experts and consult-
10 ants, in accordance with the provisions of section 3109
11 of title 5, United States Code; and

12 (4) to use the United States mails in the same
13 manner and upon the same conditions as other depart-
14 ments and agencies of the United States.

15 (b) (1) Each department, agency, and instrumentality
16 of the executive branch of the Government, including inde-
17 pendent agencies, is authorized and directed, to the extent
18 permitted by law, to furnish to the Office, upon request
19 made by the Director, such information as the Director con-
20 sider necessary to carry out the functions of the Office.

21 (2) The Comptroller General of the United States shall
22 furnish to the Director copies of analyses of expenditures
23 prepared by the General Accounting Office with respect to
24 any department or agency in the executive branch.

25 (3) The Office of Management and Budget shall furnish

1 to the Director copies of special analytic studies, program and
 2 financial plans, and such other reports of a similar nature
 3 as may be required under the planning-programing-budget-
 4 ing system, or any other law.

5 (c) Section 2107 of title 5, United States Code, is
 6 amended by—

7 (1) striking out the “and” at the end of paragraph

8 (7);

9 (2) striking the period at the end of paragraph (8)
 10 and inserting in lieu thereof a semicolon and the word
 11 “and”; and

12 (3) adding at the end thereof the following new
 13 paragraph:

14 “(9) the Director, Assistant Director, and employees
 15 of the Office of Goals and Priorities Analysis.”.

16 JOINT ECONOMIC COMMITTEE HEARINGS

17 SEC. 205. The Joint Economic Committee of the Con-
 18 gress shall hold hearings on the national goals and priorities
 19 report and on such other reports and duties of the Office as it
 20 deems advisable.

21 PAYMENT OF EXPENSES

22 SEC. 206. All expenses and salaries of the Office shall
 23 be paid by the Secretary of the Senate from funds appropri-
 24 ated for the Office upon vouchers signed by the Director or, in
 25 the event of a vacancy in that Office, the Acting Director.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUL 20 1971 7 AM '71

Honorable Harrison A. Williams, Jr.
Chairman, Committee on Labor
and Public Welfare
United States Senate
4230 New Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman:

This is in response to your request of February 4, 1971 for the views of this Office on S. 5, the "Full Opportunity and National Goals and Priorities Act."

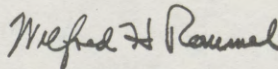
In testimony on S. 5 before the Special Subcommittee on Evaluation and Planning of Social Programs of your Committee, Mr. Dwight A. Ink, an Assistant Director of this Office, set forth our reasons for opposing this bill.

We support the objectives of S. 5 to assure that both the Congress and the President receive the best possible advice and counsel about the social environment and social needs. Nevertheless, we believe that the proposals contained in S. 5 are not the most effective means of achieving those objectives.

In his testimony, Mr. Ink outlined the responsibilities of this Office, particularly those of our statistical policy staff. In addition, Mr. Ink outlined the roles of the Domestic Council, the Federal departments and agencies, and the Presidential Commission on Federal Statistics in accomplishing the objectives of S. 5. These agencies are currently engaged in a coordinated effort designed to provide necessary information on social programs. For example, this Office and the Domestic Council are developing a Performance Measurement System to improve the management of Federal social programs. Also, the President's Departmental Reorganization Program will substantially improve the Cabinet's ability to advise the President on social matters.

For the reasons outlined in Mr. Ink's testimony on July 13, 1971, we recommend against enactment of S. 5.

Sincerely,



Wilfred H. Rommel
Assistant Director for
Legislative Reference



THE GENERAL COUNSEL OF THE TREASURY
WASHINGTON, D.C. 20220

JUL 23 1970

Dear Mr. Chairman:

Reference is made to your request for the views of this Department on S. 5, the, "Full Opportunity and National Goals and Priorities Act."

Title I of the bill, which would establish a Council of Social Advisers and would require the President to transmit to the Congress an annual social report, is of interest to this Department.

Section 101 of title I of the bill would declare it to be the "continuing policy and responsibility of the Federal Government, consistent with the primary responsibilities of State and local governments and the private sector, to promote and encourage such conditions as will give every American the opportunity to live in decency and dignity, and to provide a clear and precise picture of whether such conditions are promoted and encouraged in such areas as health, education, and training, rehabilitation, housing, vocational opportunities, the arts and humanities, and special assistance for the mentally ill and retarded, the deprived, the abandoned, and the criminal, and by measuring progress in meeting such needs."

Section 102 of title I would require the President to transmit to the Congress an annual social report, setting forth (1) the overall progress and effectiveness of Federal efforts designed to carry out the policy declared in section 101, (2) a review of State, local, and private efforts designed to create the conditions specified in section 101, (3) current and foreseeable needs in the areas served by such efforts and the progress of development of plans to meet such needs; and (4) programs and policies for carrying out the policy declared in section 101, together with such recommendations for legislation as he may deem necessary or desirable.

Section 103 of title I would create in the Executive Office of the President a Council of Social Advisers composed of three members appointed by the President. It would be the duty and function of the Council to (1) assist the President in the preparation of the social report; (2) gather information and statistical data concerning developments and programs designed to carry out the policy declared in section 101, and to develop a series of social indicators; (3) appraise the various programs and activities of the Federal Government in the light of the policy declared in section 101 for the purpose of determining the extent to which such programs and activities contribute to the achievement of such policy; (4) develop priorities for programs designed to carry out

-2-

the policy declared in section 101 and recommend to the President the most efficient way to allocate Federal resources and the level of government best suited to carry out such programs; and (5) make such studies, reports, and recommendations with respect to programs, activities, and legislation as the President may request to carry out the policy declared in section 101, and to appraise long-range aspects of social policy and programing.

The Department has no independent knowledge of the need for the establishment of a Council of Social Advisers. It would appear, however, that the functions of the proposed Council would be largely duplicative of activities already being carried out within the Federal Government.

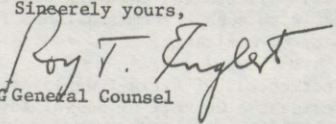
The distinction between the social health of the Nation to which the Council of Social Advisers would be addressed, and the economic health of the Nation now covered by the Council of Economic Advisers is vague and could involve substantial areas of overlap. For example, the current annual report of the Council of Economic Advisers, transmitted to the Congress in February, 1971, contains detailed discussions and statistical analyses of current problems and trends in such areas as poverty, income maintenance, education, jobs, and training.

The functions of the proposed Council of Social Advisers in the areas of Federal program appraisal, development of program priorities, and allocation of Federal resources would appear to duplicate activities currently conducted within the Executive Office as a part of the regular budget preparation and review process, and within Executive Departments as a part of the program evaluation process.

Accordingly, the Department recommends against enactment of the bill.

The Department has been advised by the Office of Management and Budget that there is no objection from the standpoint of the Administration's program to the submission of this report to your Committee.

Sincerely yours,


ACTING General Counsel

The Honorable
Harrison A. Williams, Jr., Chairman
Committee on Labor and Public Welfare
United States Senate
Washington, D.C. 20510



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

July 23 1971

Honorable Harrison A. Williams, Jr.
Chairman
Committee on Labor and Public Welfare
United States Senate

Dear Mr. Chairman:

This is in reply to your request of February 4, 1971, for a report on S. 5, the "Full Opportunity and National Goals and Priorities Act."

Title I of this bill declares the continuing policy and responsibility of the Federal Government to be "to promote and encourage such conditions as will give every American the opportunity to live in decency and dignity..." It further considers it the responsibility of the Federal Government to provide a clear and precise picture of conditions in relation to this policy, and, in furtherance of this aim, it provides for the President to present a Social Report annually to the Congress and for the establishment of a Council of Social Advisers to the President.

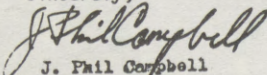
Title II of this bill provides for establishment of an Office of Goals and Priorities Analysis within the Congress to "conduct a continuing analysis of national goals and priorities" and "provide the Congress with the information, data, and analysis necessary for enlightened priority decisions."

This Department supports the objectives of Title I of the bill. However, we believe satisfactory progress is being made within the Executive Branch of the Federal Government through the Domestic Council, the Office of Management and Budget, and the Departments in attaining those objectives. Thus, we do not believe legislation to implement Title I of the bill is needed, and, accordingly, we recommend against its enactment.

Title II of the bill appears to propose creation of an analytical staff which also would have responsibility for developing recommendations to the Congress relative to national social priorities and funding levels for Federal programs. This Department defers to the Congress with respect to its requirements for an office of goals and priorities analysis.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,


J. Phil Campbell
Acting Secretary

THE CHAIRMAN OF THE
COUNCIL OF ECONOMIC ADVISERS
WASHINGTON

July 20, 1971

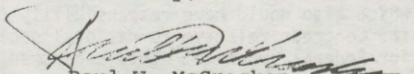
Dear Mr. Chairman:

This is in response to your request for our views on S. 5, the "Full Opportunity and National Goals Priorities Act."

We appreciate the compliment implied for the Employment Act of 1946, the Economic Report of the President and the Council of Economic Advisers by the close imitation of them all provided in Title I of S. 5. However, we believe that the differences between the area covered by the Employment Act and the area covered by S. 5 are so great as to make the Employment Act formula inapplicable. The goals of the Employment Act were much more specific and quantifiable, and the relevant instruments were more limited in number and variety. Moreover, the body of specialized knowledge dealing with the achievement of the goals was more highly developed. New conditions and objectives in the country call for new procedures and organization in the government. The establishment, a year ago, of the Domestic Council and the Office of Management and Budget, and the major reorganization of departments proposed by the President, are steps to adapt to the new situation. Perhaps other steps are needed, but we do not believe that an exact replication of the Employment Act of 1946 would be appropriate.

The Office of Management and Budget has no objection to the submission of this report.

Sincerely,



Paul W. McCracken

Honorable Harrison A. Williams, Jr.
Chairman
Committee on Labor and Public Welfare
United States Senate
Washington, D. C. 20510



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-160932

February 23, 1971

Dear Mr. Chairman:

By letter dated February 4, 1971, you requested our report on S. 5, 92d Congress, the proposed Full Opportunity and National Goals and Priorities Act. The stated purpose of this measure is "To promote the public welfare" and essentially its design is, primarily through the establishment of a Congressional Office of Goals and Priorities Analysis, to provide Congress with more detailed budget data and economic analysis to enable it to make informed priority decisions. The specific direction of the measure is to promote and encourage such conditions as will give every American the opportunity to live in decency and dignity, and to provide a clear and precise picture of whether such conditions are promoted and encouraged in such areas as health, education and training, rehabilitation, housing, vocational opportunities, the arts and humanities, and special assistance for the mentally ill and retarded, the deprived, the abandoned, and the criminal, and by measuring progress in meeting such needs. A Council of Social Advisers to the President is provided for in the bill for the purpose of obtaining information on the progress and need for social improvement and provision is also made for an annual social report to the Congress by the President.

While we believe that there is a need for the Congress to have the kind of information and assistance which is contemplated by S. 5, the manner of obtaining such information and assistance is a matter of policy for determination by the Congress.

While the recently enacted Legislative Reorganization Act of 1970 does not focus upon and is not limited to the precise purposes of S. 5, the implementation of that act, particularly titles II and III, will afford Congress informative sources on a broader spectrum. Such sources could provide the Congress with the information anticipated from the proposed Office of Goals and Priorities Analysis. For this reason we direct the Committee's consideration to whether, with the passage of the Legislative Reorganization Act of 1970, there is now a specific need for the proposed Office of Goals and Priorities Analysis.

With regard to the particulars of S. 5, while the main thrust of the proposals in the bill relate to the assessment of national goals and priorities and the development of recommendations concerning spending

B-160932

priorities, a function for which the General Accounting Office does not have primary responsibility and one which it should not seek, our Office does have the capability for rendering assistance and making analyses of ongoing programs. We have created within the Office staff capability to make systems analyses and have, from time to time, during the past several years made such analyses at the request of congressional committees and in consequence of legislation.

We have also used these staff resources in connection with work undertaken on our own initiative related to the costs and effectiveness of ongoing programs. While the resources of this staff are now rather meager, we plan to enlarge its capability as the demands warrant.

As presently drafted, subsection 103(b) states in effect that chapter 51 and subchapter III of chapter 53 of title 5 of the United States Code, govern appointments in the competitive service, when in fact, those provisions relate to classification and the General Schedule. This appears to be a printing error. We suggest that line 16, page 4, be inserted following line 18 on that page.

Subsection 204(b)(2) would direct the Comptroller General to furnish to the Director of Goals and Priorities Analysis copies of analyses of expenditures prepared by the General Accounting Office. Ordinarily our reports are not designated as analyses of expenditure reports. We suggest that the Committee consider revising this section to provide that the Director shall be furnished such reports prepared by the General Accounting Office as may be agreed upon by the Director and the Comptroller General.

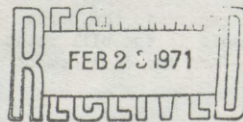
Sincerely yours,

Assistant

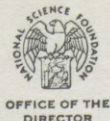
W. K. Sullivan
Comptroller General
of the United States

The Honorable Harrison A. Williams, Jr., Chairman
Committee on Labor and Public Welfare
United States Senate

SENATE COMMITTEE ON
LABOR AND PUBLIC WELFARE



NATIONAL SCIENCE FOUNDATION
WASHINGTON, D.C. 20550



JUL 21 1971

Honorable Harrison A. Williams, Jr.
Chairman, Committee on Labor
and Public Welfare
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

This is in further response to your request of March 29, 1971, for the comments of the National Science Foundation on S. 5, the "Full Opportunity and National Goals and Priorities Act."

Title I of S. 5 describes a task of staggering dimensions and I have some concern that the proposed Council of Social Advisors might be overwhelmed if it sought to perform the activities specified in Section 102(a) in any specific and detailed way. Moreover, many of the activities of the proposed Council in S. 5 would duplicate those already being performed by Federal agencies and departments. For example, NSF is involved in research projects that will improve social reporting and further develop social and urban indicators. A Council of Social Advisors would duplicate these and other ongoing efforts to improve our knowledge of social needs and the management of social programs.

Title II of S. 5 would establish an Office of Goals and Priorities Analysis within the Congress. We defer to the Congress on its need for such an office.

The Office of Management and Budget has advised us that there is no objection to the submission of this report from the viewpoint of the Administration's program.

Sincerely yours,

Raymond L. Bisplinghoff
Raymond L. Bisplinghoff
Acting Director



EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
WASHINGTON, D.C. 20506

OFFICE OF
THE CHAIRMAN

February 16, 1971

Dear Mr. Chairman:

Thank you for forwarding to this Commission for comment S.5, the Full Opportunity Act, introduced by Mr. Mondale for himself and a number of his colleagues, a bill to promote the public welfare. This proposal calls for the establishment of a Council of Social Advisers to the President which would make a social report to the President and generally review national activities of a social nature similar to the functions of the Council of Economic Advisers in assessing national activities of an economic nature. So also does this bill call for the establishment of a Joint Committee on the Social Report similar to the Joint Economic Committee.

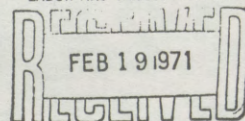
This proposal appears to be somewhat tangential to the activities of the Commission. However, since the social report would review the manner in which the nation meets its social needs in such areas as health, education and training, it might well also provide detailed information on the status of employment discrimination in the United States. If it were to consider within its purview the analysis of such discrimination and the continued review of programs to alleviate discriminatory patterns, then this Commission would consider this Council of direct relevance to its statutory objectives.

Sincerely,

William H. Brown III

Honorable Harrison A. Williams, Jr.
Chairman, Committee on Labor and
Public Welfare
United States Senate
Washington, D.C. 20510

SENATE COMMITTEE ON
LABOR AND PUBLIC WELFARE



Senator MONDALE. We are delighted to have Senator Proxmire with us this morning.

**STATEMENT OF HON. WILLIAM PROXMIRE, A U.S. SENATOR
FROM THE STATE OF WISCONSIN**

Senator PROXMIRE. Thank you, Mr. Chairman. I deeply appreciate the opportunity to testify on S. 5, the Full Opportunity and National Goals and Priorities Act.

The Joint Economic Committee, which I have the honor to chair, has long considered the question of public spending priorities to be a central one in public economic policy. It has such obvious importance that it is a national tragedy that Congress still does a poor job of assessing spending priorities. I know that you share fully in this concern.

Moreover, for the past 5 years, the Joint Economic Committee has explored rather specifically the question of priority determination and the related fields of cost benefit analysis and economic evaluation of public spending. We have had a number of hearings and issued several reports. Last month the committee continued with hearings on the question of spending priorities. Among other witnesses, we heard from the Brookings Institution scholars who have just published an extensive analysis on the subject, as you know.

In February of 1970, the committee in a report entitled, "Economic Analysis and the Efficiency of Government" concluded that the Congress requires a capability to provide objective policy analysis and program evaluation studies on a continuing basis. In that report, the committee recommended that an Office of Economic Evaluation and Analysis be established as an autonomous nonpartisan staff unit within the Joint Economic Committee. The proposed office would be responsible to all congressional offices and would assist them in obtaining analytical studies, data and information on policy and program alternatives.

It was also recommended that additional funds for procuring specific analyses of Federal programs and policy areas be appropriated and allocated to the committees with substantive program capabilities. These studies would provide Congress with independent appraisals of programs and decisions and would reduce congressional reliance on the executive branch for such information.

On October 1, 1969, in a Senate speech, I pointed out the need for creation of a top-flight, highly qualified staff unit in the Joint Economic Committee to produce for the Congress detailed studies of the relative costs and priorities of administration proposals. This was based on the need of the Congress for more highly sophisticated and higher quality information than is now available to it. I cited such questions as the supersonic transport, the SST; the need to know whether the huge cost of manned space flights produced such benefits as to be worth the vast differences in costs of instrument flights; and the annual cost of operating the Navy's eight antisubmarine warfare carriers—to name a few.

I said then and must repeat now, that we desperately need a highly qualified group of analysts to provide the facts so that Congress can de-

termine whether programs should have highest national priority, the costs and benefits to be gained from them and the alternative programs and their costs. I proposed at that time that the Joint Economic Committee set up a staff of about eight to 10 highly qualified economists, statisticians and program experts to provide Congress and its Members with the economic and budgetary analysis it needs to make in-depth decisions and to judge executive branch proposals.

Congress has ceded far too many decisions to the executive branch. Indeed, Congress with its modest staff resources, is too often at the mercy of executive department decisions. The bureaucracy, armed with enormous staff reports, information, analysis, and studies, too often finds little difficulty in wresting policy initiatives from the legislative branch.

As you may have noticed, Mr. Chairman, in the papers this morning a fine article by Joe Califano, pointing out that the executive branch has over 4,000 computers. The Congress uses three, almost all of them for housekeeping functions in connection with payroll. The Joint Economic Committee has access to one that they are able to use a little bit for some analysis but, of course, the disparity is conspicuous and overwhelming and puts us at a great disadvantage.

Senator MONDALE. I am glad you made that point. I would ask the staff to put that in the record because I think that is terribly important. Senator Percy made the same point before this committee last year that if you can deny people access to computers, in this day and age you have a tremendous advantage. We have seen this in education measures. When the executive branch approves the position that we are supporting, we are immediately supplied with voluminous, sophisticated computer-supported information. When they don't, we don't get any information. The computers have selective "paralysis." They are helpful when they favor us and they break down and "blow fuses" when they don't. I think that the Congress demeans itself when it denies itself its own capability. I am not being critical of this administration. I think it has been standard.

(The article referred to follows:)

[From the Washington Post, July 13, 1971]

CONGRESS HAS BEEN BYPASSED IN ANALYSIS TECHNOLOGY—THE SEPARATE BUT UNEQUAL BRANCH

(By Joseph A. Califano, Jr.)

The Congress is presently the separate but unequal branch of the federal government. Discussion in the press and on the Hill about this sorry condition has centered on the revelations in the Pentagon papers and the role of the Congress in foreign affairs. Senators rise on the floor to place blame on the Executive branch for withholding information or intentionally misleading the Congress.

The basic reason for the decline in congressional effectiveness and status, however, lies not with the Executive branch or some federal bureaucrats whose concern is often for the approbation of constituencies independent of the President or the Congress. Responsibility for its separate but unequal status rests largely with the Congress itself.

The judgments of the 535 members of the Congress, like anyone else's, can hardly be better than the information on which those judgments are based. The Congress is dependent upon the Executive branch for most of its information, with an occasional and too often superficial assist from outside experts. Of the three branches of the government, the Congress is the most inadequately staffed and least efficiently organized.

The Congress has a Legislative Reference Service which can put into statutory language virtually any idea any congressman wants drafted into a bill he desires to introduce. The General Accounting Office serves as an investigatory arm to expose waste in government contracts or office furnishings excessively luxurious for federal employees. Both organizations serve all congressmen well on their spheres of operation. Moreover, there are an increasing number of bright young staffers working on the Hill, particularly on the Senate side and in some key House committees.

But the Congress has ignored the revolution in analytical technology. As Representative John Culver of Iowa has pointed out, the Congress has only three or four computers, and those computers operate in large measure on payrolls and housekeeping matters. It has no central system analysis staff and only a scattering of such analysts among its committee staffs, many of whom left the Executive branch after the change in administrations in 1969 and have every intention of returning to the Executive should the Democrats assume control of the White House in 1973.

Contrast the Executive branch, which now has some 4,000 computers working almost entirely on substantive policy issues. Analysts and programmers of increasing sophistication hold key staff positions not only in the Office of Management and Budget and the Department of Defense, but increasingly in the domestic departments of the government. Shrewd and brilliant a legislator as he is, Chairman Mills must turn to the Department of Health, Education, and Welfare and its computers (or a systems-oriented research center like the Urban Institute which is largely dependent on Executive branch contracts) when he wants detailed information on the financial impact of various welfare reform alternatives. The Pentagon, both within its own walls, as well as in its think tanks like Rand and the Institute for Defense Analysis, can war-game any number of strategic or budgetary alternatives, while the Armed Services and Foreign Affairs Committees still base most of their decisions on the work of small staffs and the gut reactions and empirical idiosyncrasies of committee members.

The impact of this congressional failure to staff itself adequately and to take advantage of the analytical tools of modern technology is at least as responsible for the second class citizenship of the Congress among the three branches of government as the seniority system or the antediluvian committee structure.

The Executive branch is by far the most significant force in the conception, development and enactment into legislation of new substantive programs. The stark fact is that neither the Congress nor any of its committees has the consistent capability—without almost total reliance on the informational and analytical resources of the Executive branch—of developing coherent, large-scale Federal programs.

When President Lyndon Johnson decided in 1967 to develop a program to close the housing gap in the United States as rapidly as possible without distorting the capital markets of the country or putting too much pressure on the construction labor force, months of computer runs and analytical work by the Council of Economic Advisers and the Department of Housing and Urban Development were necessary, first to determine the size of the gap and then to produce the 10-year program for closing it. When the Housing Act of 1968 was sent to the Congress, there was little discussion of the validity of the data base of the Executive branch or its statistical and analytical projections. The Congress and its committee staffs were simply not equipped to analyze the program intelligently in these terms. Most of the discussion in the Congress involved the parochial rivalries of interest groups that had been jousting for decades in the housing arena. The congressional debate essentially constituted a search for some means to balance the relatively narrow interests of banks, homebuilders, real estate brokers and trade unions. Congress, of course, is the proper forum for such interests to make their views known on a legislative program proposed by the Executive. But the Congress should also be a forum where Executive branch analyses and programs can be independently evaluated.

On the military side of the budget, the situation reached a point in the 1960s where the Pentagon would analyze and make decisions on the basis of program packages related to the capabilities of combinations of forces from all three services to meet potential threats to our national security. This is the context in which Secretary of Defense Robert McNamara would present his annual posture statements. Yet, for appropriations purposes, largely because of the way the Congress is organized, the limited capability of congressional staffs and its old-

fashioned appropriations procedures, these program packages would be retranslated into budgetary line items.

The lack of adequate staffing and analytical capability results in the kind of meat-ax approach that so often characterizes efforts to cut the defense budget. The success of a few Senators in 1969 and 1970 when they focused with sophisticated specificity on selected programs, like Sen. Walter F. Mondale's successful attack on the nuclear carrier program of the Navy, was in no small measure due to the expertise of former Pentagon and Budget Bureau analysts who were willing to assist the Senators on the Hill and provide the data and analysis appropriate to the use of a scalpel instead of an ax on the defense budget.

The Joint Economic Committee does a remarkable job particularly when it is realized that virtually all its basic data comes from the statistical offices of the Commerce and Labor Departments, the Council of Economic Advisers and the Federal Reserve Board. Yet, think for a moment what the situation might be if that committee had the statistical and analytical capability to do their own computer runs, their own independent basic analyses and projections. I am not speaking here of duplicating the capability that exists in the Bureau of Labor Statistics or the Commerce Department's Office of Business Economics, but simply the kind of capability that exists in most of the large banks and corporations of our nation. Many of the more sophisticated members of the Joint Economic Committee, like Senator William Proxmire and Congressman Henry Reuss, were convinced at an early stage on the basis of personal experience and shrewd perception that inflation was getting out of hand in the Johnson administration and that the Nixon economic game plan would go awry. But their conviction was essentially a gut reaction. Their ability to develop their own projections and economic scenarios supported by detailed analyses and statistics, was sharply limited because they lacked the staff and the computer technology to do their own analytical thing.

Finally, and this is perhaps the most difficult and sensitive area in which to urge the Congress to engage in cold self-examination, the committee structure no longer conforms to the realities of American life. Committee jurisdictional problems are a major inhibition to a functional, problem oriented analysis of our national problems. Senator Humphrey's proposal for a National Security Committee recognizes this in the foreign policy, military affairs and foreign aid area. But there is no visible recognition of this in the domestic area.

This issue is crisply drawn between the Executive branch and the Congress as a result of the President's reorganization proposals. The President has suggested that the domestic program side of the Executive branch be organized into four basic departments: Human Resources, Community Development, Economic Development and Natural Resources. The difficulties the reorganization faces stem not simply from narrow private interest groups like agriculture or business or labor, who wish to retain constituency-oriented departments. Even more important—as almost any congressman or senator will admit privately—is the impact of that reorganization on congressional committee jurisdiction. The rhetorical level of debate is filled with concerns about our farmers or our businessmen or our workingmen. The tough arguments in the Congress are more often concerned with what committees of the President's reorganization proposals. The most serious hurdle these Executive Branch reorganization proposals face may be the essentially retrogressive and parochial attitudes of substantive committees of the Congress.

In its struggle to stay abreast of the Executive Branch, the Congress may retard more efficient Executive reorganization, rather than pursue its own reorganization to come to terms with the reality of American society and its problems in the 1970s. Thus, one can hear comments that if the President's Department of Natural Resources is enacted into law, arrangements must be made to maintain the portions of the new department formerly in the Agriculture Department within the jurisdiction of the Senate and House Agriculture Committees and the portions presently in the Interior Department within the jurisdiction of the Senate and House Interior and Insular Affairs Committees—or indeed to grant both committees jurisdiction over certain areas. This is something akin to those stagecoach owners who first refused to transport rail tracks and later added a brace of stallions to the coach to compete with the railroads.

Most large institutions, like most governments, are more likely to deteriorate and crumble from within rather than without. Institutions, like people, tend to

bring their problems on themselves. As the Congress thrashes out in frustration at its separate but unequal status among the branches of government, it must realize that its houses are made of glass. Before its members throw too many stones, they might recognize that they hold in their own hands the power to vote themselves the staff and analytical capability they need, to establish a central systems analysis and program evaluation office, to reorganize their committees and thus to assume their constitutional role as the most effective and responsive representative legislature in the history of mankind.

Senator PROXMIRE. It is a matter of just recognizing the fact that knowledge is power. Knowledge is authority. Knowledge makes you effective.

As our society becomes more complex and our technology more advanced, and as the Federal budget grows ever larger, the Congress finds itself increasingly approving policies for which we, as individual legislators, have too little knowledge.

As the need for comprehensive and systematic analysis has grown, and as the need for public decisions on complex and highly technical matters has expanded, we have provided the executive branch with the staff and resources to deal meaningfully with many of these matters.

But we have failed to provide the Congress with the facts and resources necessary to make informed decisions based on an understanding of costs, benefits, and other important economic facts. My proposal is an important step in returning the policy initiative to the Congress where it belong; and its costs, I should add, would be very modest.

In April, 1970, I requested on the part of the Joint Economic Committee, an addition to its funds for the fiscal year 1971 in the amount of \$125,000 to permit extension of the committee's ongoing work in the field of program analysis and evaluation of priorities and stressed the aforementioned vital need for expertise available to Congress.

The committee's request for additional funds made the point that such a program would undertake to stimulate and utilize policy analysis work done in the analytical community; stay abreast of information and analytical results as these develop in the executive branch; establish liaison with university experts and those in research institutions; undertake to test assumptions and check studies made available both in and out of the Government; and, above all, provide evaluation and analysis to Members of Congress and staff.

The \$125,000 was intended to enable the committee to add three highly qualified professional staff members plus administrative help, to work exclusively in the evaluation of public programs, their costs and benefits and the assessment of priorities. We did not believe that the amount requested would permit us to do a complete job by any means on the total of Federal programs but it did represent what we consider to be a manageable first step. We felt that it would be enough to demonstrate effectively what can be done with modern analytical techniques to assist Congress in reaching appropriate decisions on the matters brought before it.

Subsequently, the committee was granted \$50,000 of this request by the Senate but in conference it was reduced to \$30,000. This amount has permitted us to undertake additional program analysis and pri-

ority evaluation but admittedly on a very thin, very minimal basis. We are doing the best we can with limited resources.

We have continued to conduct program analysis in the area of defense spending, emphasizing resource allocation in both procurement and in military assistance. I will be glad to discuss some or all of our projects with you, if you wish. I think most members know about our work on the C5-A cargo plane but we have also done a good deal in analyzing sole-source procurement; total package contracting; cost overruns, contract claims against the Government, and Government-owned property in the hands of contractors, to mention a few. All of these have a very definite relation to economic efficiency, particularly since military contracting involves such huge sums of money.

We have also undertaken a series of studies of Federal subsidy programs: identifying their cost, developing economic principles that will enable the Congress to understand and evaluate these programs, and pursuing case studies to evaluate existing subsidy programs.

With the assistance of the Urban Institute, the Joint Economic Committee is completing a study of employment programs from the point of view of economic effectiveness and cost-benefit relations. We will be most happy to share this study with the Labor and Welfare Committee when it is completed. As a matter of fact, I intend to submit it to your chairman when it is ready.

Last year we completed a study of Federal transportation focusing on the highway program and the SST. We also analyzed the cost benefit relations of our criminal justice system. Finally, we are developing a series of cost-benefit studies to evaluate selected Government programs.

All of this has been done on a part-time basis. Obviously, we could go much further with an adequate staff, even three or four more good analysts.

S. 5 is a praiseworthy bill because it recognizes the vital need for priorities evaluation. I oppose it, however, because it undertakes to establish an Office of Goals and Priorities Analysis on a basis that would separate it completely from the general economic analysis and formulation of economic policy in the Congress. To do so would, I believe, vitiate its effect seriously.

I think the Joint Economic Committee has long made it obvious that program evaluation and priority choice is at the very center of economic policy determination. The Employment Act charges us with promoting policies that will lead to "maximum employment, production, and purchasing power." The setting of full employment policy is the first step in priority analysis—it establishes the amount of resources that will be available to pursue both private and public priorities.

At the same time, achieving the viable and healthy economy envisaged under the Employment Act demands that resources be allocated to their most efficient use—this is, of course, the heart of priority analysis. And this process of maintaining full employment and allocating resources efficiently determines the fundamental nature of an economy and society. Athens and Sparta, while ethnically and

technologically similar, were vastly different societies because their priorities were so different. They allocated their resources in different ways.

We at the Joint Economic Committee have recognized this fundamental factor in economic policymaking and have undertaken to make strong recommendations to the Congress over the years on the subject of spending priorities. We have also tried to add to Congress' capability to assess costs and benefits or programs. This kind of evaluative analysis is clearly a very necessary instrument in assessing priorities. We have not done as much as we should have done. We would like to have more funds to do more. I intend to keep seeking additional funds.

Mr. Chairman, I just do not think that we can divorce the determination of priorities from basic economic policymaking. We must face this basic fact. For that reason, I greatly fear that the proposal to set up a completely independent office to carry on priority analysis for the entire Congress would not be effective. I think the job will be much better done under the direct supervision and control of the Joint Committee that is charged by law with the basic responsibility of advising the Congress on matters of national economic policy. That is my deep conviction.

I would, therefore, recommend that this subcommittee consider the establishment of a separate staff unit in the Joint Economic Committee to carry out the functions set forth in section 203 of the bill. This would follow the proposal I have just outlined. We will be glad to supply staff assistance to your staff should you so desire.

By the same token, I think that it is inappropriate to divorce social policy from economic policy for the same reasons that I have already cited in connection with priorities. The attempt to separate social objectives from the formulation of basic economic policy is unrealistic, in my opinion.

You may ask why? Here's why: The most fundamental question in determining social policy is the availability of resources and the question of alternative uses of those resources.

We cannot determine social policies in a vacuum. We can only determine them with reference to the skills and materials available and the way in which their expenditure on any particular function relates to achievement of other objectives. That is the reason why I think the Urban Coalition performed such very tremendous service for the Congress and the country when they came up with their alternate budget. Their alternate budget, it seems to me, did give a priority alternative to indicate what our social priorities ought to be and did it in the only way that it seems you can do it effectively, that is, hitting the President's budget directly and explicitly and showing where they would allocate the funds. For this reason, I strongly urge that in lieu of setting up a separate social council, that the committee consider expanding the Council on Economic Advisers so as to incorporate the objectives of S. 5 and specifically to make clear that the Council should provide a precise and clear picture of objectives in the fields of health, education, rehabilitation, housing and the like. To some extent, of course, this is already done but I concede that it is not done sufficiently and that this should be corrected.

Mr. Chairman, I don't like to be negative but I must in the light of my own experience as chairman of the Joint Economic Committee, urge you to reconsider S. 5 in the respects which I have set forth.

Senator MONDALE. Thank you, Senator Proxmire. Would you not agree that the structure embodied in the Employment Act of 1946 with the Council of Economic Advisers, the Joint Economic Committee, and the annual economic report has had a profound and beneficial effect on the development of economic policy and its understanding in this country?

Senator PROXMIRE. I think it has. As a matter of fact, it is very interesting to consider the progress of economic policy. It just happened that I went back to Harvard graduate school to study and take graduate courses in economics and government in 1946 after World War II. Economic policy was literally just beginning and a lot of the statistics we have now weren't conceived. GNP was pretty much of a new concept. We had very few money statistics and so forth. So, the development of economic policy followed the creation of the President's Economic Report and the Joint Economic Committee, the Council of Economic Advisers. You are absolutely right. I think this enormously helped to advance economic policy. We still have a long, long way to go. To look at our economy today, it could hardly be worse in many ways, but at least we are asking the right questions and I think there is an alternative to the administration's economic game plan.

Senator MONDALE. At least they are listening to you.

Senator PROXMIRE. That is right. They don't have the chairman of the economic advisers as number one policy maker now. That is the Secretary of the Treasury, who is not an economist.

Senator MONDALE. Would you not agree that there are several strengths in the present economic structure? First, it does attract some of the finest professional economists in the country and, therefore, the Council of Economic Advisers has been a very distinguished body. The top economists in the country do feel that this call by the President to the Council of Economic Advisers is a high call, worthy of their response?

Senator PROXMIRE. No question about it. Consistently they have had three of the best economists in the country on the Council.

They have had excellent staff.

Senator MONDALE. That was my second point, that the Council of Economic Advisers has been an institution of sufficient prestige to attract the finest and gifted staff from the beginning.

Senator PROXMIRE. Yes, indeed, I agree.

Senator MONDALE. Would you not say that the annual economic report has been a unique institution in itself as an engine for truth and analysis? The annual report has been used by university departments of economics, by businesses, by independent economists, as well as by the Congress and the Joint Economic Committee to carry on an annual sophisticated discussion of economics, of economic statistics, of economic policy and the rest. It has been a unique and important engine for progress.

Senator PROXMIRE. All that is very true and I think in addition to that, most important of all it requires the President of the United States to focus on economic policies and to consider what the alter-

natives are to achieve the goal of growth and high level employment and price stability and so forth. It requires him to do that, put it all together in a report.

Senator MONDALE. Would you not also agree that probably the key to this has been the tension that exists between the executive and the legislative? In other words, by the creation of a Joint Economic Committee, the Congress has kept the pressure on the Council of Economic Advisers and the executive to come up with data that are usable, that are contemporarily relevant, and that are understandable. The J.E.C. has probed the candor of the economic report as well as contemporary economic policy and the matter of priorities to which you made reference. It has been the tension that has existed between the executive and legislative because of the Joint Economic Committee that has been one of the key elements in the growing evolution and strength of that whole process? Would you not agree to that?

Senator PROXMIRE. Yes, that is true.

Senator MONDALE. I don't know how these three elements were developed in that way, but I think the whole process has been one of the most creative and successful efforts in American Government. I am enormously impressed by it. That is why I initially proposed the creation of a Joint Social Committee to parallel the responsibility of the Joint Economic Committee.

Senator PROXMIRE. The Joint Economic Committee, I think you are right, has made a lot of progress. There is a lot of potentiality here but as I have indicated, we have a long, long way to go. The Congress I think does a pathetic job. The Government does a pathetic job in determining our priorities. We just don't do it. We stumble into it. Whatever is proposed by the President, we modify a little bit here and there but there is no effective, coherent, organized way that we can get at it. We are just beginning to get at that level. So, although we have this potentiality, which you point out, I think the Joint Economic Committee has reached only a small portion of the potential it should reach. Once again, I think I follow the path down which you are leading me.

Senator MONDALE. You seem a little reluctant, though, to travel it.

Senator PROXMIRE. Of course, I see at the end of that path that if this has worked so well for economics in the country, why shouldn't it work for sociology? Why shouldn't it work for social priorities?

Senator MONDALE. Exactly what I was going to ask.

Senator PROXMIRE. The answer is that I think these things are interwoven and I think deeply interwoven. I think once you separate them and try to create a system of priorities without reference to economic resources, I think it can be exciting and it can be stimulating and it can be controversial but I don't think it can be effective.

Senator MONDALE. Isn't it true that in the over 20-year history of the Council of Economic Advisers they have, for all practical purposes, contributed nothing in the human problem analysis field? Wouldn't that be fair to say? Except for general economics.

Senator PROXMIRE. The question is, do you think in the 23 years of the Joint Economic Committee a contribution may be beginning in the economic area but not in the social area?

Senator MONDALE. Yes.

Senator PROXMIRE. I wouldn't agree with that at all.

Senator MONDALE. Can you point to anything that they have done of significance in the human problem analysis field?

Senator PROXMIRE. You sound like one of my opponents when I am running for office, name one thing you have done since you have been there.

Senator MONDALE. I am on your side. I was in Milwaukee just yesterday bragging about you and got a tremendous hand.

Senator PROXMIRE. But I do believe—let me put it this way, housing and employment—

Senator MONDALE. What have they done to analyze the housing problem? I am on a housing committee. I have been on it as you have for 7 years and I can't think of a single thing that the Council of Economic Advisers has done that is meaningful in terms of analyzing housing.

Senator PROXMIRE. You asked about the Council of Economic Advisers. I thought you meant the Joint Economic Committee because I think we have been able to develop the fact that the heart of housing progress is in a monetary policy that we are working with. We have issued reports and we tried to get the Federal Reserve Board and now we are on the verge of it—within 60 days the Federal Reserve Board is going to come forward with a program on housing, thanks to our prodding them.

Senator MONDALE. Let us take education. What has the Council of Economic Advisers done to analyze education? How do children learn and that sort of thing?

Senator PROXMIRE. This is exactly why we want to develop this new unit that you are suggesting within the Joint Economic Committee so that we can prod them on that and get them doing it.

Senator MONDALE. You see, I think you are on very strong grounds when you argue for some kind of priorities analysis by the Joint Economic Committee and by the Council of Economic Advisers in the general economics field. But I have talked to several former members of the Council of Economic Advisers. They all admit privately that they have done practically nothing in the human problem field. None of them are skilled in the human problem field. They are general economists.

What they have done is terribly impressive and terribly important but this whole question of trying to develop a similar initiative in human problems is long overdue and long neglected. We need the same kind of approach, in my opinion, in these human fields, the same sort of effort to develop some contemporary relevance, the same need to bring the top Walter Heller-type social scientists into the highest level of governmental advice, the same need for the annual report, the same need for executive-legislative tension in the development of solutions to human problems and in the development of social—

Senator PROXMIRE. I see where you are going now. I didn't perceive it fully before. As far as the executive branch is concerned, isn't it true that this is a clear responsibility, as far as health, education, and welfare are concerned of a Cabinet department—of the Health, Education, and Welfare Department?

Senator MONDALE. That is correct.

Senator PROXMIRE. That is their job. They have offices equipped for that. They have enormous staffs who have that responsibility and you have the same thing with respect to housing with HUD. That is their job. They may or may not be doing a good job or have done a good job in the past but that is their function and it seems to me it is up to your Committee on Labor and Welfare to go after HEW and you do.

Senator MONDALE. Would you suggest then that since we have a Treasury Department and a Commerce Department we should disband the Council of Economic Advisers?

Senator PROXMIRE. No, because I think that economic policy is not just a matter of Treasury Department and the Commerce Department or the Labor Department. It cuts across those departments as it cuts across a lot of congressional committees.

Senator MONDALE. Don't you think there is similar cross-cutting in human problems?

Senator PROXMIRE. As a matter of fact, with respect to education, for example, it is concentrated in your committee and that is concentrated in the Health, Education, and Welfare Department. There is some proliferation but its main thrust is right there.

Senator MONDALE. I respectfully disagree. You have the Bureau of Indian Affairs, you have the tremendous education program at the Department of Defense, you have the National Science Foundation and you have all sorts of related programs. As you know, the problem with these departments is that you get fired when you tell the truth. You hired a person who had been fired for telling the truth about the C5-A. One of the things that is unique about the Council of Economic Advisers is that you bring to that institution people of such high professional standing that they are not going to stand behind a lot of this departmental parochialism. They have their professional reputations at stake. They take a Government-wide view of a problem.

To deal with these executive departments, where everybody is an expert on a little piece of a problem, we need to take a total, strategic look at human problems the way we have taken a total, strategic look at economic problems.

Senator PROXMIRE. I think this is right and I do think that there is more strength in unity than in competition as far as this is concerned. I would welcome, Mr. Chairman, you joining us in developing the Joint Economic Committee into a broader, more effective unit and also requiring the President's economic report to set forth exactly the kind of thing we are talking about this morning. That is what economics is all about. Economics isn't just a matter of efficiency. It is efficiency for a purpose.

Senator MONDALE. If that is what it is all about, how come they have never bothered with the human purposes?

Senator PROXMIRE. They haven't been charged with it. They haven't been required to by the Congress because it is an uncomfortable thing to do, but I think they could be and they should be.

Senator MONDALE. Thank you very much.

Senator PROXMIRE. Thank you, Mr. Chairman.

Senator MONDALE. We may have to discuss this further on the Senate floor. Thank you very much for your most useful contribution.

Our next witness is Mr. Dwight Ink, Assistant Director of the Office of Management and Budget. Mr. Ink, I will place your full statement in the record as though read and you may proceed as you wish.

STATEMENT OF DWIGHT A. INK, ASSISTANT DIRECTOR, OFFICE OF MANAGEMENT AND BUDGET; ACCOMPANIED BY JULIUS SHISKIN, DIRECTOR OF STATISTICAL POLICY STAFF, OFFICE OF MANAGEMENT AND BUDGET

Mr. INK. Thank you, Mr. Chairman. I have with me, Mr. Shiskin, who is Director of our Statistical Policy Staff in the Office of Management and Budget, to join me in the appearance.

Senator MONDALE. All right.

Mr. INK. Mr. Chairman, I would like to begin by stating that, as I think you know, we are very much in agreement with the emphasis which you and this committee have placed over a period of years now on the importance of goals and priorities and better means of assessing progress or lack of progress towards those goals.

I think the work of this committee has contributed in a significant way to the broadening interest and concern for these things. I think we all agree that the problems of the times have moved more rapidly than much of our ability and capacity to understand the nature of the problems. And our ability to accurately measure the extent to which we are, or are not, meeting goals and targets is something which needs a great deal of developmental work.

We do continue to feel that the proposed council is not the best mechanism for approaching this matter and we do feel that the proposed council would significantly overlap the Domestic Council which was established about a year ago and which was based upon the experience of several administrations, both Democratic and Republican, concerning the need for drawing together in a much broader way, as you have just been indicating in the last few minutes, the thinking, planning, and programing with respect to social problems.

It seems to us that the Domestic Council has the built-in strength of its membership being department heads. It is in a strong position, therefore, to coordinate the work of departments and its members can both advise on policy issues and act to implement them. It seems to us that the machinery has a capacity for drawing on a very wide range of thinking, which is particularly important in dealing with social programs. No two States are the same. Each community is different. Each neighborhood is different. I often think of them like human beings. We have over the years tended to fragment our thinking, fragment our efforts, in part through the categorical grant programs. We need ways of looking at the totality of community problems.

Therefore, work in this area with respect to development of social indicators involves not only the problem of aggregating meaningful data but also how best to disaggregate meaningful data as it bears upon individual areas in the communities.

Although I don't want to overstress this point, Mr. Chairman, we believe that the proposed departmental reorganization will help. We think it will help to solve some of the kinds of problems that you and

Senator Proxmire were just discussing, where programs spill across departmental lines and we believe that under the proposed reorganization, the cabinet heads will have more opportunity to do more of the kind of balancing and drawing together of options and program-wide proposals than is now the case. For example, water and sewer programs are split up among three departments. Just to develop water policy programs now is very difficult because it is split among Agriculture, Interior Department, and the Defense Department. These programs would be brought together under the President's reorganization proposals.

We also would plan to have, in the event the Congress were to approve these departments, an undersecretary in each of these departments for policy and evaluation to give a higher emphasis and to place higher on the work agenda of these departments, in the development of goals and priorities and the establishment of evaluation efforts.

Another area which I mentioned very briefly that I think is of interest is the shift which has been made during the past year in the managerial focus. It is enunciated in what used to be the Bureau of the Budget, now OMB Circular A-44, in which the principal emphasis used to be on efficiency and now has been shifted to effectiveness. Mr. Chairman, our efforts in this direction are at a very early stage. We do feel that the shift in emphasis, however, is significant.

The last managerial effort I mention is the effort to develop performance measurement systems for key programs and establishing priorities and objectives and a more systematic means for meeting them.

A great deal of interest has been expressed through the hearings of this committee and your work in other committees with respect to a social report to the Nation. We approach that, with mixed feelings. The Federal Government now has a good many reports, some of them very good, some of them very significant in social areas. There is, of course, a "state of the Union" message and there is the budget document. However, we recognize that there are elements in the proposed social report which go beyond what is now formulated in any one of those documents.

We would agree that the concept should be given serious consideration. The principal word of caution that we would stress in examining this question is that in view of the relatively early stage of development of the social indicators, it is important that a report not be developed which would be misleading, and would suggest a quality and reliability of information which is not in existence today and which is not available.

I would like to conclude these remarks, if I may, by asking Mr. Shiskin to briefly outline what we regard as a very worthwhile and promising effort in the Office of Management and Budget to develop what we regard as vital building blocks in the very important area of social indicators.

Then, we would be happy to answer questions.

Senator MONDALE. All right, Mr. Shiskin?

Mr. SHISKIN. Thank you, Senator Mondale. We want to take a few minutes to describe the work that we have been doing during the past

2 years on social indicators. This work began in the summer of 1969 with a very small staff.

Our role is a developmental one. We lean heavily on the Federal statistical agencies to contribute the actual statistical information. For example, statistics on education are developed by the National Center for Educational Statistics. The work on health, the statistical work on health, is done at the National Center for Health Statistics. The work on crime statistics is carried out in the Department of Justice and so forth. So, while the OMB staff is very small, the overall effort is a substantial one.

Let me turn to a few of the problems that we run into. Unlike the economic areas, we have found that there is no theoretical framework for which we can collect a set of social indicators. Before 1946, when the first—

Senator MONDALE. What kind of educational statistics are you trying to collect? What questions are you asking?

Mr. SHISKIN. Well, there are, as you know, Senator, a vast array of educational statistics on the input of various resources in education.

Senator MONDALE. What are you seeking to develop?

Mr. SHISKIN. We are seeking measures of output, what people learn from the educational system as well as some measures of input.

Senator MONDALE. What questions are you asking?

Mr. SHISKIN. We are building work on education around the following questions: The first is—we call these social concerns, for lack of a better term—is everyone in society achieving basic skills? The second social concern is—are there opportunities for those able to and interested in pursuing advanced learning?

Now, to do this we are compiling information on enrollment and graduation. We have selected five different series for this purpose. We are also compiling data on measures of achievement and we have selected four series on that. Under opportunities for those able and interested in pursuing advanced learning, we have an area of enrollment. We have selected five series on enrollment. Then, we have data on graduation and we have taken two series on that. So, this gives you an example of what we are trying to do in the field of education.

Mr. INK. I would stress that we regard this as a building block, Mr. Chairman, in the broad effort to improve social indicators. How we develop social indicators that better measure what we are doing or what we are failing to do is the kind of work that the National Science Foundation and others are working on. We are developing programs in that area. The National Science Foundation, as you may know, in each of the last 2 years has doubled its budget request for work on social indicators and I wanted to distinguish between this building block concerning existing data and the more sophisticated development of how you get at what is most truly significant.

Senator MONDALE. What is the budget of the Domestic Council in the Executive Office of the President? What size is it this year?

Mr. INK. I don't have the budget here but the Domestic Council, Mr. Chairman, has requested a total of 70 positions for fiscal year 1972.

Senator MONDALE. 70 positions?

Mr. INK. That includes clerical.

Senator MONDALE. How many did you have this year?

Mr. INK. I believe it is 47 or 48. I would have to check.

Senator MONDALE. Do you know the size of Domestic Council's budget?

Mr. INK. I am sorry. I don't off hand.

Senator MONDALE. Could you submit for the record the size of the budget for last year, the proposed size, the positions, and the specialties involved in those positions, for the record?

Mr. INK. Yes, sir. The budget material on the size of the Domestic Council was given to the Appropriations Committee. We would be happy to supply that for the record.

Senator MONDALE. I would like to know also what kinds of specialties these professionals possess. In other words, I would like to know what kinds of people are being hired.

Mr. INK. Yes.

(The information to be furnished follows:)

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 20 1971

Honorable Walter F. Mondale
Chairman, Special Subcommittee on
Evaluation and Planning of Social Programs
Senate Committee on Labor and Public Welfare
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

In response to your request made at the Tuesday, July 13, hearing on S. 5, I am submitting the following information about the Domestic Council:

Fiscal Year 1972 Revised Budget Request \$1,898,000

Fiscal Year 1971 1,528,000

Permanent Positions-Fiscal
Year 1971 - 52

Permanent Positions-Fiscal
Year 1972 - 70

Domestic Council Staff:

Assignments for staff members are flexible and will vary according to current priorities, particularly below the Assistant Director level.

Director -- John D. Ehrlichman.

Mr. Ehrlichman is an attorney.

Deputy Director -- Kenneth R. Cole, Jr.

Mr. Cole has a degree in business administration.

Assistant Directors --

Edwin L. Harper
Background in Political Science-Government.
His area of specialization is Planning.

Egil Krogh, Jr.
Attorney. His areas of specialization are
law enforcement and drug abuse.

Edward L. Morgan

Attorney. His areas of specialization are education and other social problems.

John C. Whitaker

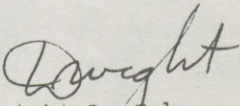
Mr. Whitaker has a Ph.D in Geology. His areas of specialization include natural resources and the environment.

Of the sixteen current additional professionals, the largest number have backgrounds in law. Others have backgrounds in public administration and business administration, and one staff member has a background in military service.

Professional staff members most recently hired include Raymond Waldmann, with degrees in chemistry, law, and humanities-economics, and formerly with Arthur D. Little; Dr. Roy Morey, former professor of political science; Miss Vicki L. Keller, and Miss Sallyanne Payton. The attached press release will provide information about the latter two people.

The balance of Domestic Council positions are clerical and secretarial.

Sincerely,


Dwight A. Ink
Assistant Director

Enclosure

FOR IMMEDIATE RELEASE

April 29, 1971

Office of the White House Press Secretary

THE WHITE HOUSE

The President today announced that Vicki L. Keller and Sallyanne Payton are joining the staff of the Domestic Council as Associates. They will be full time staff members working with various Departments and Agencies in the formation of domestic policy and programs.

Miss Keller, a native of Oakland, California, has been a senior associate with McKinsey & Co., a New York based international management consulting firm, since 1966. She is a Phi Beta Kappa graduate of the University of California (1964) and she was in the top third of her class at Harvard Business School where she earned an MBA in 1966. She resides in New York City.

Miss Payton has been a lawyer with the Washington, D.C., firm of Covington & Burling for the past two and one-half years. She is serving as a member of the Committee on Federal Legislation of the Health and Welfare Council and has been working for the past year with a community organization funded by the District of Columbia Narcotics Treatment Administration to operate a drug addiction rehabilitation center. Born in Los Angeles, Miss Payton earned a B.A. with honors at Stanford University in 1964. She received her LL.B. from Stanford Law School in 1968 and was elected a member of the Board of Editors of the Stanford Law Review. She resides in Washington, D.C..

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Mr. INK. One thing I would like to point out is that the Domestic Council is not the vehicle we are looking to for the development of social indicators. I had reference to the Domestic Council more with respect to the development of priorities and goals.

Senator MONDALE. Yes.

Mr. INK. The Council of course is made up of the Department heads and is chaired by the President. What you have reference to is the staff, I believe.

Senator MONDALE. Yes, it is the staff of the Council I am talking about.

Mr. INK. The work on the social indicators being developed in the Office of Management and Budget with most of the developmental work being done through other agencies, such as the National Science Foundation, is a far more technical activity than would be carried out by the staff of the Domestic Council. I might also mention that Dr. David of the Office of Science and Technology also has an interest in the developmental area. Here, as we see it, we are really on the threshold stage.

Senator MONDALE. Mr. Shiskin is the staff man in charge of coordinating that?

Mr. INK. Yes, sir; under the direction of Arnold Weber who is the Associate Director of the Office of Management and Budget. He is not in the country today or he would have been here testifying.

Senator MONDALE. Very well. We always expect incumbent administrations to oppose this proposal so I won't push you any further on that. When and if the Governments are out of office, they usually come in and testify for it. That was true of the Johnson administration and I am sure it will be true of this one. Thank you very much.

Mr. INK. Thank you, Mr. Chairman. Mr. Chairman, if it would be of interest to the committee, we would be happy, outside the hearing to go into more depth on the work that is underway.

Senator MONDALE. If you would submit for the record any more expanded information on this we would be glad to include it in the record because we would be interested in knowing what work you are doing. Thank you very much.

(The prepared statement of Mr. Ink follows:)

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

STATEMENT OF DWIGHT A. INK
ASSISTANT DIRECTOR FOR OFFICE OF MANAGEMENT AND BUDGET
BEFORE THE SPECIAL SUBCOMMITTEE ON EVALUATION AND
PLANNING OF SOCIAL PROGRAMS OF THE SENATE
COMMITTEE ON LABOR AND PUBLIC WELFARE ON S.5,
"THE FULL OPPORTUNITY AND NATIONAL GOALS AND PRIORITIES ACT"

Mr. Chairman and Members of the Subcommittee:

I appreciate the opportunity to appear before the Subcommittee to express the views of the Administration with respect to bill S.5 -- the Full Opportunity and National Goals and Priorities Act.

I don't imagine that anyone now seriously questions the need for greater emphasis on the formulation of National goals and priorities. The increasing proportion of the Federal budget that is being devoted to Federal domestic social programs underscores the importance of finding ways to obtain the best and most realistic assessment of our current social condition, and of developing the goals designed to correct and improve the social environment for all of our people.

S.5 deals with the crucial matters of how both the Congress and the President can obtain the best possible advice and counsel about the social environment. These proposals take us to the heart of the matter, as far as the Federal establishment is concerned, and I believe that the Hearings on this bill and its predecessors will

aid substantially in sharpening our thinking on how best to meet this crucial need. We support the intent of S. 5 and are very sympathetic with the desire to find more effective means for both the Executive and Legislative branches to assess our social condition, although we do not agree with some of the machinery that is proposed.

I must confess that I appear before the Subcommittee this morning with questions as well as some suggested answers. My principal area of concern is to evaluate the organization and management implications of the new mechanism proposed by S. 5 from the point of view of the Executive Branch, and to compare them to how the processes of social advice, goal setting and priority determination operate at the present time.

First, I would like to discuss the proposal for establishment of a Council of Social Advisers, as stated in Title III of the bill, and how this proposal related to the way in which the President now seeks and obtains advice and counsel on social concerns;

Second, I would like to relate that discussion to the need for the annual Social Report to the Nation as proposed in Title II of S. 5;

Third, I would like to describe the work now being done on the development and use of social indicators in the Federal establishment; and

Finally, I would like to offer a brief observation from an Executive Branch point of view, with respect to the proposal to establish an Office of National Goals and Priorities within the Congress.

Council of Social Advisers

The proposal in Section 103 of S. 5 for a Council of Social Advisers raises the important question of whether or not the President should have such a Council as the principal means by which he obtains advice about social concerns. The name and some points of similarity invite comparison with the present Council of Economic Advisers and I think many people would feel that since social concerns are at least as important as economic concerns, a similar Council should be established.

I can't personally give the Subcommittee a full and complete answer to all facets of this very complex and important proposal. I can however speak to the concern this concept raises in terms of the present functioning of the Executive Office of the President and attempt to answer the questions "Is a Council of Social Advisers now needed by the President? and Would such a Council be better than what we now have?"

I'm sure that you will recall that about one year ago, the Congress approved the creation within the Executive Office of the Domestic Council, which was intended in large part to give the President a greater capacity to obtain orderly and well considered advice and counsel on domestic matters, drawn primarily from the Cabinet Secretaries of the Federal departments and agencies most concerned. I believe that this approach has served to fill much of the gap that I believe a Council of Social Advisers is aimed at. I believe also that it does so with some real advantages which a Council would not possess.

We believe the compelling advantage of the Domestic Council mechanism is that its members are also "action agents" who as Department Secretaries and agency heads can bring the best and most current social data and analysis directly into meetings chaired by the President, and take implementing actions. It seems to us that the President can utilize the Domestic Council mechanism to secure a broader, more realistic range of social advice and counsel than he could obtain through the more limited resources of a Council of Social Advisers.

Neither do I think that the comparison with the Council of Economic Advisers is fully applicable here. That Council recognizes that the National economy operates through a free and open market system with its own terms and principles. This system operates through such institutions as the banking systems, lending rates, taxing formulas, and so forth. The economic system is, therefore, a more definitive thing than the social system, and it can be guided and controlled more readily by actions of the Federal Government. The rapid emergence of more and more precise economic theories and techniques enables and in fact requires an organization close to the President to coordinate on an almost weekly and daily basis our views of what is happening in the economic system and what must be done about it.

It should be noted here also Mr. Chairman, that the President's Departmental Reorganization Program, if enacted, would contribute substantially to improving the capacity of the Cabinet to advise the President on social matters. Under this reorganization arrangement the seven cabinet departments and several smaller agencies now involved with domestic social concerns will be consolidated into four new departments. Each of the new Secretaries would preside over a broader range of social programs which have been regrouped to contain all activities relating to major purposes of Government. The Secretary will also be assisted in the reorganized departments by an Under Secretary charged with providing advice and leadership in matters relating to the establishment of the departmental goals and the evaluation of effectiveness of departmental programs. The Secretary thus has a more coherent set of responsibilities around which to develop goals and priorities, and more complete and effective management control over the resources of his department in achieving these goals. With a smaller Cabinet, we can also anticipate somewhat easier and more frequent communication directly with the President so that social advice and counsel can come more easily from those officials most directly concerned.

Despite the substantial strides being made in the realm of social activities, we still lack both the precision of understanding and the control mechanisms which are the concern of the Council of Economic Advisers. I would certainly add however, that it would

be most important to find ways in which social and economic issues could be studied in the light of their increasing inter-relationships.

A Social Report to the Nation

A corollary question to that of the need for the Council of Social Advisers is the proposal for an annual Social Report to the Nation. The Federal Government already has far too many reports of various kinds and one hesitates to advocate a new one. The President does have the formal "State of the Union" Message which is ideally suited to the presentation of a broad assessment of the social climate of the Nation, and he can of course make his views known in many other ways. There are also several special reports now made to Congress in important social areas.

We do believe that the concept of a Social Report to the Nation should be given serious consideration. However, we do not believe that we are as yet ready to prepare a social report with quality comparable to the early economic reports, particularly since we do not at this time have an adequate theoretical or empirical basis for such a report. Apart from other problems, it seems unwise to us at this time to risk issuing a report that would not only be difficult and costly to prepare, but could be misleading as well. Nevertheless, in view of the interest in this matter, we will devote careful study to the question of the feasibility of developing a meaningful social report in addition to the State of the Union Message, the annual budget, and the other existing reports which relate to social problems.

Social Indicators

The provisions of S.5 also properly call attention to the increasing use and development of social indicators across a broad range of major areas of social concern. Here again we seem to find a "state of the art" which lags well behind the economic arena, but there is apparently real reason to believe that the pace of development of these vital tools has been increasing both in the government and in the private sector.

The Federal statistical budget for social and demographic statistics has grown much more rapidly in recent years than that for economic statistics. But it is easier to collect information in this area, than to organize and select information that can be used as social indicators. It is far more difficult to develop truly revealing data which discern the underlying trends in our society; and the toughest thing of all seems to be to maintain continuous, consistent streams of information organized so that they give us useful guidelines as to what to do to correct the problems thus revealed. In the Executive Branch we face the additional need for indicators which help us to evaluate whether the way in which we operate is really producing effective results.

All of us wish that the work on these key social indicators was more advanced. A valuable and significant program of this kind has been in progress within the Office of Management and Budget for

the past two years which supports the intent of S.5 and may be of interest to this subcommittee.

The Statistical Policy Staff of the Office of Management and Budget under the direction of Mr. Shiskin who is sitting here with me, began work on social indicators in mid-1969. By February of 1970, a working outline was developed specifying the general approach and presenting a set of social areas and social concerns. These were reviewed by Government statistical agencies and various user groups within and without the Government. On the basis of the comments received the outline was revised.

Work is currently proceeding on selection and adaptation of available series, experimentation with various ways of presenting the data, and research into means of resolving data deficiencies and gaps.

Although still in the developmental stage, most of the indicators selected are presently published and used intensively by analysts and policy makers. Unemployment rates and income distribution statistics are used by economists to make judgments about current economic policies and distribution effects of broad social policies; similarly health indicators (infant mortality, rates of disability, etc.) are important measures to health planners; statistics on enrollment to education planners, etc.

Data for use in the new publication will be drawn from existing statistical series, mainly those produced by Government agencies, and important single-time surveys. It will be post-World War II

national data, with totals broken down by race, sex, age, and, in some cases, region of the country or SMSA (Standard Metropolitan Statistical Areas)/non-SMSA. The degree of disaggregation will be determined by estimations of the usefulness of components as well as availability. Projections will be included only for relatively known quantities, such as number of pupils enrolling in primary school five years from now.

The statistical series themselves are taken from the ongoing programs of many different Federal statistical agencies and in some cases from available State and private sources. For example, most of the information on health status of the American people is taken directly from published materials of the National Center for Health Statistics; employment information from the Bureau of Labor Statistics; education enrollment and graduation data from the National Center for Educational Statistics; statistics on reported crime from the Federal Bureau of Investigation; population, income, and housing data from the Census Bureau and the Department of the Interior and the Bureau of Labor Statistics.

While the work on the new publication on social indicators is proceeding well, it is not yet near completion. The development of an overall framework for such a report along with the screening, checking, and testing of individual indicators is a slow and painstaking task. It is relevant in this connection to note that two Government

publications in the economic field -- Business Conditions Digest and Long-Term Economic Growth, both developed under Mr. Shiskin's direction, took four and three years respectively to complete. In addition, in both cases a great deal more work had previously been done on the theoretical framework for economic indicators and in the compilation of the basic data required.

The development of a publication of social indicators is the focal point of OMB's efforts to improve social reporting. The Administration has taken a number of other steps to improve the quality of statistical reporting and the development of more meaningful social indicators.

1. A substantial grant has been given to the University of Michigan's Survey Research Center by the National Science Foundation to continue research on a variety of topics that will lead to better social reporting. NSF has also contracted for the National Planning Association to develop a goals accounting system and the Urban Institute to continue their work in social and urban indicators.

2. Secondly, a Presidential Commission on Federal Statistics has spent the past year reviewing the full scope of the Federal statistical system. Their final report is due in two months. We understand that one section of this report will lay out a five-year plan for research in social indicators and social reporting. This plan will encompass the work to be done in private research organizations as well as in the Federal Government.

One of the most significant uses of social indicators is the role they play in the improvement of Federal program management processes. Late in 1970, the President directed the Office of Management and Budget to develop a system for measuring how well Federal programs produce actual results and relating these results to the investment of resources involved. As a result, the Office of Management and Budget in coordination with the Domestic Council has undertaken the development of a Performance Measurement System to improve the management of Federal Programs. The system will provide data to better understand and evaluate social problems, conditions and needs. The underlying principles of the system are to clearly define the goals and objectives of key social programs, establish program performance and institute a reporting system to measure results achieved in comparison with stated goals, objectives and performance targets.

In a similar vein, recent changes have been made in the Office of Management and Budget Circular A-44 dealing with management improvement programs of Federal agencies, calling for emphasis on concepts of management effectiveness in meeting defined objectives, as opposed to simply achieving "efficiency" in administrative operations.

The final provision of S. 5 on which I would like to comment is the proposal in Title IV of the bill calling for the establishment "within the Congress" of an office of National Goals and Priorities. It is not my intention to suggest to Congress how it conducts its business, but from the point of view of the Executive Branch, one point with respect to the proposed office is significant.

I can understand how the desire for a staff office which aids and assists the Congress in assessing issues of goals and priorities can benefit the country, but care must be exercised that such an office does not intervene in the necessary direct relationships between Congress and the Administration in the development and enactment of Federal programs. We believe it is not the intent of this provision that departments be asked to deal through a "third party" which arrives at policy, priority, and resource decisions independent of the Congressional structure itself. However, I felt it desirable to bring this concern to your attention.

I am sure that these hearings will contribute to a focusing of attention on the need for the Federal establishment to have a better perception of its social problems and solutions. Mr. Shiskin and I will be happy to answer questions.

Senator MONDALE. Our next witness is Mr. Sol Linowitz, Chairman of the National Urban Coalition which organization just printed a "Counterbudget." It is a very significant and important historical effort. Mr. Linowitz, you are doing magnificent work in this entire field and it is an official and personal pleasure to have you here.

STATEMENT OF SOL M. LINOWITZ, CHAIRMAN, NATIONAL URBAN COALITION

Mr. LINOWITZ. Thank you, Mr. Chairman. I am delighted and honored to be here and I welcome this opportunity to appear before the subcommittee in connection with these hearings on the Full Opportunity and National Goals and Priorities Act. In our judgment these hearings represent an important part of the growing effort, both in and out of Government, to discover more democratic and rational procedures for making public choices.

Rational Government decisionmaking is of course impossible without clearly stated national goals and priorities to guide resource allocation. It is clear that a mere repetition of the need for new priorities is not enough. If rhetoric alone were sufficient to implement national goals and reorder priorities, Federal spending patterns would have been altered radically half a decade ago when the clamor began for a major change in the way we allocate Federal tax dollars.

As we well know, the past 5 years have seen the call to "reorder priorities" become a kind of Pavlovian response to a recitation of the Nation's social and economic ills. Yet, as we also know, despite all the talk, very little has happened.

Instead of producing reordered priorities, the avalanche of talk has produced more talk. Instead of coming to grips with new public decisionmaking processes, the call for new priorities has become a fashionable cliché.

So the problem we face today, all of us, is how can we rescue this critical effort to reorder priorities and improve public choices from the rhetorical dead end into which it has stumbled?

It was in search of answers to this question that the National Urban Coalition, as you have already mentioned, Mr. Chairman, in the spring of 1970, initiated a project never before attempted by a nongovernmental organization. We undertook to construct a complete alternative Federal budget offering careful estimates of the dimensions of national needs, the costs of alternative programs to respond to those needs, and the resources required to pay for them for each of the next 5 fiscal years.

Our principal purpose was to determine how resources would have to be reallocated, both within the Federal budget and between the private and public sectors, to translate our goals and priorities into realistic and attainable Federal policies and programs.

The final product of this year-long effort is the Counterbudget, which has already been referred to, which was prepared by our staff after consultation with hundreds of people and groups around the country.

In the process of conceiving and producing a Counterbudget we gained some insights into the requirements for moving from the desire for new goals and priorities to public action—insight that bear

directly on the proposed Full Opportunity and National Goals and Priorities Acts.

To begin with, if national goals are to serve as policy guides, they must be defined in terms of the public resources required to achieve them and not in the abstract. Simply cataloging objectives such as the elimination of substandard housing, an end to hunger, and equal educational opportunity for all, without reference to the resources involved, results, we believe, in nothing more than a "wish list"; a set of vague promises that raises expectations and eventually frustrations without providing answers to the difficult choices forced upon us by virtually unlimited public demands competing for very limited public resources.

Therefore, if future talk of new priorities is to serve as more than balm for social conscience, it must be applied to our single most important instrument for relating goals to scarce resources, the Federal budget.

As the instrument through which public resources are allocated the Federal budget is, of course, the medium for setting national priorities—which is why the coalition's blueprint for changing America's priorities is cast in the form of an alternative Federal budget.

We discovered that efficient allocation of public resources demands the application of a cost-benefit approach, as indeed you have yourself, Mr. Chairman. By cost-benefit approach, I mean looking at the individual and social gains produced by alternative uses of Federal resources.

Counterbudget sought to find a set of budget outlays which could move the United States farthest toward the national goals we had postulated. Comparing the benefits to be gained from spending scarce resources for a variety of purposes, it undertakes to allocate funds to those programs which promised the largest marginal benefits per dollar invested. That is, it is based on a comparison of the benefits produced by different uses of each additional tax dollar and seeks to invest that dollar in the program with the biggest payoff.

For example, extra spending for both institutional support for higher education and compensatory elementary and secondary school programs would be desirable if public resources were unlimited. But, in the world of limited Federal revenue in which the budget exists, choices must be made.

Based on a careful review of existing social data and program evaluations in the field of education, as well as after extensive consultation with scores of experts, the Counterbudget staff concluded that dollars invested in compensatory elementary and secondary education would yield the higher return. And this conclusion is reflected in our alternative budget.

Stated as a theory, the cost-benefit approach is simple and straightforward. However, when actually applied to the allocation of Federal resources, it can become quite confusing.

In particular, certain ways of analyzing public problems persist that prevent a rational application of the cost-benefit concept. I want to say a word about that.

First, there is a tendency to believe that just because a problem is massive, it necessarily ought to receive a major share of Federal funds.

Programs—no matter how urgent the problems they seek to solve—often have a limited capacity to absorb resources. In the quest to discover a cure for cancer, for example, the number of qualified, available scientists imposes an important constraint on the number of Federal dollars that can be effectively invested.

By the same token, no one would dispute the fact that the maintenance of an adequate system of national defense should remain a high priority. But, this is not tantamount to stating, as one frequently hears, that “you can’t have too much defense.”

You clearly can have too much defense, Mr. Chairman, when scarce resources—which might for example have been used effectively in furthering health care—are committed in order to gain a doubtful additional military benefit.

Second, the use of the cost-benefit approach in public decisionmaking will mean that we must stop confusing what goes into a program with what results from that program. In this view of the world, a doubling of education expenditures is assumed to result in a school system that is twice as good.

Costs become benefits, in other words. Every program succeeds by definition if it is fully funded. In short, good intentions backed with enough money become the sole requisites for successful Government programs.

Are we today eliminating the damaging disparity in educational achievement between rich and poor children in this country? If costs are benefits, we must be. For we have been spending more than \$1 billion a year since 1965 on compensatory education through title I of the Elementary and Secondary Education Act.

Unfortunately, a careful look at how much title I children are learning—as opposed to how much money we are spending on them—reveals that title I is having virtually no measurable impact on the educational performance of the vast majority of the children it is serving. Accordingly, counterbudget proposes a reconstituted title I program in which Federal funds are distributed and their effectiveness is appraised on the basis of actual student achievement.

Senator MONDALE. I would like to interrupt here a minute. I agree with your approach. I agree with your analysis. One weak word on behalf of title I. When it was adopted in 1965, and in the starting up phase it amounted to about \$212 per student. Today, 6 years later, it is down to \$80 per student and if one looks at the erosion of the value of the dollar between then and now, the billion dollars that we are contributing to an educational system which now spends \$65 billion is less than the inflation which has ensued. So, if one can find any measurable impact from a program which is so small that it is less than the inflation, it would be a statistician I would like to have on my staff.

Mr. LINOWITZ. Mr. Chairman, the point I was trying to make is if you look simply at total dollars spent—

Senator MONDALE. I agree with what you said but title I is a program which, in my opinion—

Mr. LINOWITZ. Has never been tried.

Senator MONDALE. As crude as it is, it has never been tried because the funding levels are so pathetic that I don't think you could trace the impact if you wanted to. We think \$2 billion is necessary to make the C5-A airplane fly. Then you compare that with \$1 billion for 9 million disadvantaged children.

Mr. LINOWITZ. As you might expect, I am fully in agreement on the comparison of the relative figures. The point I was trying to make is that we wanted to be certain that we had better ways of judging how to use the funds.

Senator MONDALE. I agree with that completely.

Mr. LINOWITZ. Unless we devise and evaluate programs on the basis of their impact on people, the cost-benefit comparisons upon which efficient resource allocation depends will remain impossible.

Effective implementation of this approach will require an end to reliance on individual, uncoordinated programs to contribute to the solution of complex, interdependent social problems. Programs relate to a single part of a system. Policy seeks to respond to the system in its entirety.

By advancing individual programs in the absence of any policy framework, we intervene in one part of a social system blind to important interrelationships between that part and the rest of the system. Oblivious to those interrelationships, our intervention more often than not results in unintended and undesirable consequences.

The problem is not that these isolated programs don't work. They do. It is just that very often the unintended consequences cancel the avowed ones.

One good example of this phenomenon is the Federal Interstate and Defense Highway program. Initiated with the limited objective of providing the Nation with a better system of road transport, the program has had a profound impact—a profound undesirable impact—on many metropolitan areas.

For, by failing to perceive highways as an integral part of an urban system, this program created and exacerbated a vast array of problems such as urban sprawl, shattered neighborhoods, and the shrinkage of center city tax bases—problems not nominally related to the objectives of the highway program and therefore no one's responsibility.

Furthermore, the failure to develop broad policies to coordinate public attacks on social problems makes it impossible to determine where resources should be invested for the largest return.

For example, and again we refer to education programs, one of Counterbudget's goals was to insure that every public school student enters the labor market with the capacity for self-support. At first glance, this would seem to suggest a massive concentration of resources in vocational educational programs. However, a look at our education and manpower training systems as a whole reveals that success in today's economy demands the capacity to learn new tasks easily; and that most of an individual's capacity to learn is developed during the first 5 years of life.

Thus, it rapidly becomes clear that the largest gains toward making an individual employable result from investments in early childhood development—a conclusion which the chairman of this committee has

himself already drawn and is vigorously pursuing on a number of legislative fronts.

Senator MONDALE. Amen.

Mr. LINOWITZ. Finally, Mr. Chairman, in addition to the importance of defining priorities in budgetary terms and the need to allocate resources with a cost-benefit approach, Counterbudget taught us that by spending Federal tax dollars differently, we can produce a set of public policies and programs more responsive to the Nation's needs than our current set; that the Nation's priorities can be significantly reordered within the context of the realities of the Federal budget and the American economy.

We discovered that, without a major increase in the share of the Nation's income devoted to public spending, and with only a modest boost in the Federal income-tax rate, we could, by 1975: Establish an income maintenance program to raise all 24 million Americans currently trapped in poverty above the official poverty line; end hunger with a food stamp program covering all impoverished families; create a national health insurance system that would finance basic medical care for every American; expand Federal housing programs to attain a level of construction capable of replacing all substandard housing units in the United States by the end of the decade; and develop new reading, math, and career preparation programs in the elementary and secondary schools to ensure that no American enters the labor market without the capacity for self-support.

In summary, Mr. Chairman, our year-long experience with Counterbudget convinced us that talk of new national goals and priorities need not be empty or idle. Major changes in the way we allocate Federal resources can produce major changes in the nature and character of our society and our relations with the rest of the world.

But, the job of attempting to reallocate resources rationally requires an extraordinary amount of information and analysis. In the preparation of Counterbudget, for example, our staff consulted with more than 500 experts in and out of government. Seminars on particular problem areas such as health, education, and equal opportunity were convened to provide the most current data and experiences.

Mr. Chairman, they went on for days at a time. We brought together experts of the highest order from around the country to talk with us about some of the most pressing problems.

The average Senator or Representative, as you well know, does not have the time or financial resources to replicate this kind of process. Nor, in some instances, does Congress itself have the institutional capacity to utilize extensive data and analysis even if they were available.

Enactment of S. 5, the Full Opportunity and National Goals and Priorities Act, would, I submit, provide many of these resources and the capacity to use them efficiently.

At present, the Congress is forced by its fragmented committee system to pursue what we have called a "let's see what we gave them last year and give them a little more this year" approach; an approach that precludes major resource reallocations by the legislative branch. The Congressional Office or Goals and Priorities created by S. 5 would provide Senators and Representatives with the means to analyze the budget as a whole for the first time.

Congress also lacks the ability to generate alternative Federal budgets of its own; a condition which engenders congressional dependence on the executive branch with respect to the major contours of the budget, and hence, the shape of our priorities. The establishment of an Office of Goals and Priorities with the mandate and capacity to produce a variety of budgets from which to choose, would end this unhealthy dependence.

Finally, Congress currently is compelled to operate without the social data required to choose rationally between alternative resource uses, to evaluate program effectiveness, and to formulate a comprehensive public policy. The Council of Social Advisers and the annual social report of the President authorized in title I of the act, would, we believe, help to fill this information vacuum.

In other words, if Congress is serious about employing its constitutional power over the purse to reorder the Nation's priorities, I think it could begin at no better place than with the passage of the Full Opportunity and National Goals and Priorities Act.

With the enactment of the Full Employment Act of 1946, America acknowledged that Adam Smith's "invisible hand" could not be relied on in a society as complex as ours to ensure the economic welfare of its citizens.

Passage of the Full Opportunity and National Goals and Priorities Act would constitute an equally historic acknowledgement. For the "invisible hand" implicit in our fragmented and haphazard approach to many social problems is no more effective than its economic counterpart; and must similarly be replaced with disciplined, informed planning if the social well-being of our citizens is to be secured.

Senator MONDALE. Thank you very much, Mr. Linowitz, for a most useful statement and for the magnificent work which you and your organization have done in preparing the historic Counterbudget. I think it is unique as an effort to take the general rhetoric about priority reordering and bring it down to the realities of the Federal budget.

I couldn't help but note that the manner in which we slightly increased educational spending this year was almost completely at odds with your own recommendations. So somebody is wrong.

You heard the testimony of Senator Proxmire. You heard the opposition of the Office of Management and Budget, could you respond briefly to those considerations?

Mr. LINOWITZ. First, with reference to Senator Proxmire's comments, I think he is right when he says that economic and social considerations are both sides of the same coin. Indeed, as we tried to do with Counterbudget, we took social considerations into account, deeply into account, and then tried to apply those concerns to the resources we have available. Now, the actual mechanics of what is the best congressional organizational plan in order to achieve what I think you both want, which is to assure that the social consideration weighs heavily in evolving programs for future economic considerations, I am not really qualified to pass upon. I can see why, from Senator Proxmire's point of view, he would hope to involve the social aspects under his Joint Economic Committee and the problems that are confronting it.

I can also see why it might bring greater focus and emphasis into social concerns if you had a separate program of the kind that your own legislation contemplates. I think, in a word, I would say that regardless of which mechanism is used, it is terribly important to bring some kind of coherence so that the social concerns and the economic concerns are melded and out of this is evolved the kind of thing that we tried to do in Counterbudget.

I would presume to say that what we did in Counterbudget was a dry run of what can happen in the Congress. We really did what we are talking about. We brought together, as I have said, the best people, knowledgeable about these social matters, tried to evolve our priorities based on what the Nation ought to have. We enunciated six basic goals for this country and said, with the available resources how do we redistribute in order to move closer to those goals.

So, I would simply say that whether it is done by bringing your contemplated mechanism under the economic mechanism or not, or if they both operate separately, that certainly there must be full-time working together.

Senator MONDALE. But it is your testimony that the basic concern expressed by those of us who propose the adoption of S. 5—that is, meeting the need for a much more sophisticated, overall approach to research, to statistics, to the understanding of human problems—is essential?

Mr. LINOWITZ. Absolutely.

Senator MONDALE. Didn't you find when you developed—I think you have already so indicated in your testimony on the Counterbudget—that you had great difficulty coming to grips with the specifics of human problems?

Mr. LINOWITZ. Very difficult.

Senator MONDALE. With regard to the availability of data and the strategy which would best serve the interests of a high-yield program in human development fields, did you not find it very difficult to get the information that you needed?

Mr. LINOWITZ. Extraordinarily difficult and even with the best people and the most competent guidance, we found ourselves frequently guessing. So, it is true that precision is not the name of the game when we are talking about these human and social factors. By the same token, I would think that even if Senator Proxmire's own suggestion were followed to a logical conclusion he would have to augment whatever staff he contemplates economically with a set of social advisors who would do precisely that.

Therefore, it might be that he would have to broaden his own mechanism, if he really wants to do what he is discussing.

Senator MONDALE. The problem of what should we do in such fields as education, mental health, nutrition, and child development, or how we can make it possible to achieve full human opportunity in this country, is an area which is strictly a second cousin in every agency.

The National Science Foundation has a very small budget that it allocates to human problem evaluation, as distinct from natural sciences. The Council of Economic Advisers occasionally, weakly and limply claims to be looking into this area but in fact they aren't and haven't. There is nothing in general economics training which makes one equipped to deal sensitively with this problem.

There are trained, sophisticated Walter Hellers in the human problem field but when they come to town, whom do they go see? I wouldn't even know whom to tell them to visit. But, if they are scientists, they can go to the National Science Foundation. They can go to the President's Science Adviser. If they are general economists, they can go to the Council of Economic Advisers. If they are specialists in pre-school education, the best they can go to is the Office of Child Development which, under the President's proposed reorganization, is an office that can't even be found on the organizational chart. There is a tremendous bias against focusing on human problems and their solutions.

They now have a Domestic Council but I will remind you that the Domestic Council is an in-house operation. It is protected. The Council staff will not come up here and testify because they are a part of the White House. Furthermore, I don't know of a single top social scientist involved in that effort. Now, there may be some but I don't know of any.

If there are some, they are strictly there as staff and not as policy makers, like the economists on the Council of Economic Advisers. It is a closely held, in-house operation and the statistics they are developing all rely on in-house operations.

As a matter of fact, I understand that Mr. Shiskin, who is in charge of this unit at OMB, is an economist. If you are a social scientist, other than an economist, and you want to be involved in the hot questions of what works in human development I wouldn't have the slightest idea where you would go in Federal Government.

Mr. LINOWITZ. I had not commented on the other part of your question, with reference to the Office of Management and Budget.

Senator MONDALE. Typically, we asked the Domestic Council to comment on this bill, S. 5. They declined to do so.

Education now is one of the biggest industries in America—\$65 billion. I suspect there are some scandals in there that are the equivalent of the C5-A airplane. Yet it is strictly a blind process.

Mr. LINOWITZ. I wonder whether we shouldn't be careful—it seems that we have to be careful not to be too deeply concerned by a present and what some might think is a temporary White House arrangement in terms of what may be long-range policy for the Government. The problem that you have described is, I must candidly say, one that I think permeates other areas of White House operation.

When black leadership talks to us about where they can go in order to get a kind of a hearing that they think they ought to have on some of the problems besetting our society, I don't know where to send them.

Mr. Leonard Garment, of course, is concerned with this in the White House right now but its problem is that it is called the Office of Management and Budget and that in itself sounds almost ahuman. How do you deal better with the available resources and how do you allocate funds?

Senator MONDALE. I think the OMB is the outfit that decided to cut back on the summer feeding program, isn't it?

Mr. LINOWITZ. George Shultz is charged with it, at least by the newspapers.

Senator MONDALE. The policy seems to be to save a little "dough," because you can't make any money feeding hungry children.

Mr. LINOWITZ. I wonder whether part of that is simply because the

human problems were never meant to be the problems allocated to other people anyway. The leadership has to assume responsibility for that. One of the reasons I think we are looking around so desperately for ways to bring the human and social component into the equation is perhaps because leadership is not properly taking it into account in making its decisions. That certainly is the import of Counterbudget, that if we were looking first at human needs and human priorities, we would be using our resources differently.

Therefore, we are supporting precisely this legislation because it would bring it into the approach.

I might say, Mr. Chairman, if I can just take a moment, I think there is another significant part about this Counterbudget exercise in light of what you are trying to accomplish. There are two documents, one which is the budget itself and the other which is the statement of national priorities included in this. The statement of national priorities was adopted by a very impressive group of representative citizens making up the steering committee. If you will look at roman page 29, names such as David Rockefeller, James Roche, J. Irwin Miller, John Lindsay, Whitney Young, Leonard Woodcock—

Senator MONDALE. Steve Keating.

Mr. LINOWITZ. And Steve Keating, Warren Gilmore of the Youth Organization and Mrs. Benson of the League of Women Voters and so forth.

Senator MONDALE. Let us put that in the record at this point. (The information referred to follows:)

LIST OF PERSONS COMPOSING STEERING COMMITTEE OF THE NATIONAL URBAN COALITION WHO ADOPTED NATIONAL PRIORITIES FOR "COUNTERBUDGET", AN ALTERNATIVE FEDERAL BUDGET

Arnold Aronson, Secretary, Leadership Conference on Civil Rights, New York, N.Y.	Dorothy I. Height, President, National Council of Negro Women, Inc., Washington, D.C.
Albert E. Arent, Chairman, National Jewish Community Relations Advisory Council, Washington, D.C.	Andrew Heiskell, Chairman, Time, Inc., New York, N.Y.
Mrs. Bruce B. Benson, President, League of Women Voters of the United States, Washington, D.C.	Mrs. Aileen C. Hernandez, President, National Organization of Women, San Francisco, California.
Joseph J. Bernal, State Senator, San Antonio, Texas.	Samuel C. Johnson, Chairman and President, S. C. Johnson & Son, Inc., Racine, Wisconsin.
His Eminence John Cardinal Dearden, Archbishop of Detroit, Detroit, Michigan, and President, U.S. Catholic Conference of Bishops, Washington, D.C.	Vernon E. Jordan, Jr., Executive Director, United Negro College Fund, Inc., New York, N.Y.
Edwin D. Etherington, Old Lyme, Connecticut, and Former President, Wesleyan University, Middletown, Connecticut.	Stephen F. Keating, President, Honeywell, Inc., Minneapolis, Minnesota.
John W. Gardner, Chairman, Common Cause, Washington, D.C.	Joseph D. Keenan, International Secretary, International Brotherhood of Electrical Workers, AFL-CIO, Washington, D.C.
Warren Gilmore, President, Youth Organizations United, Washington, D.C.	John V. Lindsay, Mayor, New York, N.Y.
Ernest Green, Director, Joint Apprenticeship Program, New York, N.Y.	J. Irwin Miller, Chairman, Cummins Engine Company, Columbus, Indiana.
Mrs. Fred R. Harris, President, Americans for Indian Opportunity, Washington, D.C.	C. McKim Norton, Esq. Counsel, Regional Plan Association, New York, N.Y.
Richard Gordon Hatcher, Mayor, Gary, Indiana.	Louis Nunez, President, Aspira of America, Inc., New York, N.Y.
	James M. Roche, Chairman, General Motors Corporation, Detroit, Michigan.

David Rockefeller, Chairman, Chase Manhattan Bank, New York, N.Y.

H. I. Romnes, Chairman, American Telephone and Telegraph, New York, N.Y.

Henry Santiestevan, Executive Director, Southwest Council of La Raza, Phoenix, Arizona.

Mark R. Shedd, Superintendent of Schools, Philadelphia, Pennsylvania.

John G. Simon, President, Taconic Foundation, Inc., New York, N.Y.

Martin Stone, President, Monogram Industries, Los Angeles, California.

James H. J. Tate, Mayor, Philadelphia, Pennsylvania, and President, U.S. Conference of Mayors, Washington, D.C.

Mrs. Theodore O. Wedel, President, National Conference of Churches, Washington, D.C.

Leonard Woodcock, President, United Auto Workers, Detroit, Michigan.

Whitney M. Young, Jr., Executive Director, National Urban League, New York, N.Y.

Sol M. Linowitz, Chairman, National Urban Coalition, Washington, D.C.

Mr. LINOWITZ. In short, this is a collection of people from all walks of American life saying that we ought to reorder our priorities in this fashion. This is a fact that gives us heart. If you can bring this kind of a group together to agree that we need a reordering of priorities and put human needs in first place, perhaps we can move the Nation forward.

Senator MONDALE. And yet this Congress increased dramatically spending for impact aid and turned down a Senate proposal for higher student assistance. One of your key recommendations was to cut back or eliminate impact aid and, among other things, increase student assistance. So, there is a wide gap between what you recommended and what we are going.

Mr. LINOWITZ. Part of the gap may arise from the legislative fact because we are tax-exempt, we cannot purport to assert any clout on your colleagues. Therefore, we have to issue a document such as this and hope people read it and are impressed without the visitation.

Senator MONDALE. To be sure. Thank you very much, Mr. Linowitz for your most gifted and helpful contribution to this committee in this whole area.

Our next witness is Dr. Raymond Bauer, professor at Harvard Business School. We will take a 1 minute break.

(A short recess was taken.)

Senator MONDALE. Proceed.

STATEMENT OF RAYMOND A. BAUER, PROFESSOR OF BUSINESS ADMINISTRATION, HARVARD GRADUATE SCHOOL OF BUSINESS ADMINISTRATION

Dr. BAUER. Senator, I have the feeling I am pretty much in the position of Mrs. Clare Booth Luce when she defended Catholicism to the Pope. You have made most of my points.

Senator MONDALE. We needed one of you today.

Dr. BAUER. As I see it, I have two qualifications for showing up here. One is that I turned out a book with a couple of other people called "Social Indicators" a few years ago. If my memory serves me right, the idea had occurred to you independently and you were well on your way at the time. Second, I served for a number of months as senior consultant to the National Goals Research Staff which had a mandate to do many of the things which you are proposing on the

Council of Social Advisers but didn't have statutory status and a lot of the power you propose.

I am going to paraphrase. Mr. Jasper has a copy of my full testimony and I have cut that somewhat.

Senator MONDALE. We will put your full statement in the record and you may summarize and proceed as you wish. I wish you would respond to some of the considerations and points that you have heard this morning.

Dr. BAUER. All right, let me try and take that up because I think the surface attractiveness of title I which I will confine my attention to, is so great that I think it is worth looking at some of the objections. One of the objections is that you are going to clutter up the Executive Office with another reporting agency. My feeling is, as yours obviously is, that after taking care of the environment, science, and technology and the economy we ought to give equal attention to use your phrase, to "the decency and dignity of Americans." I don't think that particular issue stands out as a substantial one.

We have had the proposal again advanced this morning of blending the Council of Economic Advisers. In the past, the CEA has not been in favor of that. I could imagine versions of that proposal that I could live with. I could document the fact that some of my best friends are economists, a couple of them in the room here even. However, I think some consideration ought to be given to what the impact would be of conceivable domination of the social scientists by the economists. The economists in my experience have very strong personalities and a particular way of looking at things. So, while I wouldn't oppose the notion entirely, I would want some real and due consideration.

One of the biggest objections that wasn't raised here this morning to the Council of Social Advisers but which has circulated in the science community, has been that sociology, anthropology, and similar disciplines aren't as far advanced as the economics were in 1945.

Now, the inevitable yardstick that is invoked here is whether or not we have anything like a model of the economy that the economists had at that time. I would submit that the tasks that you are proposing for the Council of Social Advisers are not dependent on any model of the society although at some point in time, it would be a useful instrument. We are probably lucky we don't have it now because we don't want to invoke images of vast social control. As I gather from your remarks of January 25, you see the Council of Social Advisers as a "social monitoring, data gathering, and program evaluation agency." If this description reflects the central core of competency required, then there is little reason to blush. We have long experience in developing, collecting, and interpreting social statistics and other social data and we have the technique to develop still better ones. Program evaluation, while difficult and tenuous, is being done.

There is every reason to believe that program evaluation can be carried out by disciplined professionals which will be better than what is often practiced. If I had to make an argument against a Council of Social Advisers, it would not be on our inability to do these things. The methodology exists and can be used.

I have one exception as to what we can do and this refers to section 103, c(4), which instructs the Council to develop priorities for

program. At least a portion of this task would be more a province of policymakers than that of social advisers.

The wording yet may be a trifle ambiguous on this point but I don't see priority setting as a staff function. I will return to that later.

We have, of course, had a little history of social reporting to look back on. Almost 40 years ago, under the Hoover administration a group of scholars produced several volumes entitled, "Recent Social Trends." This report is still looked on with admiration. Those scholars had the time and resources and did an excellent job given the information available at that time.

More recently, under the Johnson administration, a prototype social report was produced under the title, "Toward a Social Report." I know Mr. Olsen was the chief man, sitting in the back there. Still more recently a now defunct National Goals Research Staff produced a different kind of report, "Toward Balanced Growth." Perhaps I should say both suffer from shortage of time and of the resources, and what I learn from the two reports is that it would be wise and perhaps only realistic to have a modest expectation of the first two social reports. This modest expectation should, in the first instance, be a function of the fact that our data for tracking social change are not going to get suddenly better than those available to the drafters before the social report.

The second instance, the job of simultaneously assembling and organizing a staff, launching some of the other tasks assigned to the Council and preparing a substantial first report will be huge.

Finally, there will be considerable thought and perhaps some experimentation devoted to form of the report. Social data that pertains to dignity and decency of the lives of our citizens do not change as rapidly as economic data. Whereas quarterly, even monthly variations in economic data are interesting or even vital, interesting changes in noneconomic social data are likely to occur only over a span of several years. There are a number of formats that might suggest themselves, but I call attention to this circumstance only because it is one of several reasons for expecting that early social reports may not reflect the full potential of social reporting as it might be done at a later date.

Having enjoined modesty for early social reports, I would now like to return to the topic of social indicators.

Since the passage of the Full Employment Act of 1946, we have made remarkable, though somewhat unsteady progress in the economy. More recently it has been widely proclaimed from the President on down that economic growth for its own sake is not what we should value. And I think Senator Proxmire took this position himself this morning, that an increase in GNP is not necessarily an increase in happiness.

The phrase, "quality of life" has become our newest, most popular, and least defined cliché. There seems to be a spreading consensus, both in the United States and many countries abroad that we should guide economic and social development more deliberately to serve man's values and aspirations.

If we think in terms of the intent of the present act, we should not be content that members of minority groups may be closing the income gap, if this advance in economic status is not accompanied by an increased sense of personal dignity and worth.

Both of the two recent Presidents have encouraged not only social reporting but the development of social indicators. In this administration, as you have heard, the Office of Statistical Policy in the OMB has been given the task of reviewing existing statistical series to generate a regular report of those dimensions of our society that can be measured from existing data. A first version will be available for criticism toward the end of the year. However, as mentioned, it will be limited to data series already in use and will certainly be marked by weaknesses and absences. Mr. Shishkin agrees with me on this.

Additionally, the National Science Foundation, as has been told to you, has two separate programs funding social indicators work. Part of this funding will be for the development of new measures of social change, including so far as we can properly understand it, measures of the quality of life. Other funding will be going to the development of better models of our social system.

Here and there new interesting series of Federal statistics are being inaugurated. It is reported that the Bureau of Census will conduct a regular sample survey to locate the victims of crime for the purpose of getting better assessment of various types of crime and the consequences of crime to the victim.

Pilot work here and in Britain with so-called victimization surveys indicate that many classes of crime are markedly underreported. Furthermore, the consequences of the crime to the victim are a matter of as much importance as the fact that a criminal has done something for which he may be sentenced.

While there are technical limitations of such victimization surveys, they promise us another useful way of understanding the incidence and meaning of this crucial type of social pathology.

So, we have evidence of progress. Going on within the Federal Government, however, as far as I can see we have a body going up with no central nervous system, no point of coordination. It is hoped that the proposed Council of Social Advisers would serve such a vital role. The development of such social indicators is crucial to the function of social reporting. These new social indicators in themselves give a promise to change markedly the way in which we keep score. This can perhaps more concretely be illustrated from the related but somewhat different, revolution that is taking place in the evaluation of social programs.

We have been accustomed to keep score on social programs by way of the inputs: number of dollars spent on medicine or education and student-teacher ratio. These inputs, as you well know, do not tell us what has been done for the patient or the student. The present movement hopefully is to develop measures of output or performance. What effect has a medical, educational program had on the health of the patient and the condition of the student?

This trend has two profound consequences. It promises to increase the efficiency with which we allocate and use our resources by judging our programs in terms of what they produce. It will also sharpen a sense of the human consequences of our programs.

These two related movements promise to bring the "quality of life" into an actual guiding principle of American society. I do think that the implications over the long haul are really very profound.

I should say that social reporting is saturated with political implications. Social reporting from the Executive Office of the President, just as other reporting, will have to be done in the context of the programs and policies of the administration in office. The annual social report will in some sense be a political document. This is not to deny its usefulness but to acknowledge its inevitable limitations.

However, the basic information on which the report will be based will be public property, hence I would encourage the encouragement of broader public social reporting. I think the effort of the Urban Coalition on the Counterbudget is probably the most significant event of that sort that we have ever had.

The other functions of the Council leave me with a feeling of somewhat greater uncertainty. They consist generally of supplying data, analysis, and presumably judgments, to the President and the Domestic Council. By the way, I concur in your feeling that the Domestic Council is not likely to do much of the things that we suggest that the Council of Social Advisers do. The intent of the function of the Council of Social Advisers in this context is compared by you in these words:

... It would provide the new Domestic Council with much of the information which that body will need to make its policy and program recommendations to the President.

I am amused by what I see as the reaction of both parties to this transaction. My guess is that the Domestic Council and other members of the official family would have the specter of being deluged with gratuitous advice from a bunch of wildeyed academicians. They miss the fact that there is ample power for them to ignore the whole business. On the other side, the academicians and their nonacademic representatives have on one hand the specter of being asked to answer cosmic questions for which they have no answer or the enticing prospect of pontificating on issues on which I would regard them as only partially qualified.

They miss the fact—both pessimists and optimists—that they may have trouble getting listened to.

The more realistic estimate is that the advisor function will be long and tortuous in developing. The policy personnel in the White House will have control over the situation. They will have the vital power I have just mentioned, the power to ignore. This situation is not peculiar to the Office of the President of the United States. It is characteristic of the introduction of such staff functions in almost any organization. It is particularly accentuated when the staff function is imposed from without, as a Council legislated by the Congress is apt to be perceived.

With a not too unreasonable amount of bad luck, I can see the Council sitting up 17th Street in FOB 7 never being asked to contribute a thing. With good luck, I can see them in the EOB as welcome members of the official family, only to be moved back up 17th Street with the next administration.

The point is that for the Council to achieve its full role it will take diplomacy, skill, opportunism, and luck. This is particularly true of the Council's role in setting priorities about which I raised a question earlier. I believe that the Council can make a technical and judg-

mental input into the largely political process of priority setting only after closer working relationships have been worked out with other members of the official family. All these things can take their favorable toll only if the Council has a long-time horizon which will give it both patience and confidence. If we are going to do this thing, in other words, it is better to start now and with a realistic set of expectations.

I know that you are thoroughly conversant with the history of many other agencies that Congress has added to the Executive Office of the President, especially in situations where the administration was not initially enthusiastic. Such agencies have had to find their place and establish their usefulness over time. It would be well if the public and particularly the behavioral and social science community, were aware of this.

In the meantime, I am deeply committed to your bill, particularly if it is adopted with a legislative record that reflects the sort of time horizon and level of expectation about which I have been talking.

Senator MONDALE. Thank you very much, Dr. Bauer, for a most useful statement, coming as it does from one who has pondered this question for a long time and in addition to that has had the unique opportunity of working in the executive in an attempt to establish national goals.

What I think your testimony stands for, among other things, is the realization that if this kind of analysis is going to become a public process, a candid process, a sophisticated process and an ongoing process, it requires a different structure from the one we now have. That is what brought me to S. 5 and its provisions because I think that we, perhaps through inadvertence, created a most valuable prototype in the economic area. The Council of Economic Advisers, the economic report, and the Joint Economic Committee, together have made general economics a far more public process, and a far more sophisticated process than any other set of institutions could have made it, or did make it.

Significantly, I think President Truman opposed the creation of the Council of Economic Advisers, though he later came to approve of it and use it effectively. Two administrations have now opposed the creation of a Council of Social Advisers because, I think, it helps to make the private judgments and choices public. We can sympathize with that but the cost to this country of continuing to operate in the blind on these questions of human problems and their solutions is enormous.

I am appalled by the backward nature of data or information bearing on these problems when I ask questions of the executive branch. All we are seeking to do is create a public process, a candid process and one with more sophistication and consistency than what we see today. I don't see that this will solve our problem, by itself, but I think without it, it would be very difficult to get a rational, strategic, national approach to the solution of these human problems.

Dr. BAUER. We need a long timeframe on this. I have been following what has been going on in the social indicators area quite closely and as you know, thinking hard. My guess is that if we are not thinking in a 10- to 15-year timeframe we are just not playing this game right.

To do the exploratory work, to get the bureaucracy moving to begin gathering data, to get series where we have had them long enough to notice which direction they are going in, that needs a long, long timeframe.

Senator MONDALE. But you know some people say, in effect, that since social data is hard to come by, let's not try. I agree that social data is hard to come by but I think that is an argument for trying harder and not for doing less.

As Senator Proxmire pointed out, in the early days of the Council of Economic Advisers, much of the data that we now come to rely on as indispensable was not available. I would see coming from this effort an evolution of social data over the years that could undoubtedly be far more helpful than that which we have available to us today. Would you not agree with that?

Dr. BAUER. Yes, I certainly do. We need some instrumentality to develop the appetite for and to be pushing this. Now, the effort is enormously diffused.

Senator MONDALE. Yes. Just one final question. For a year you were involved as Staff Director of the National Goals Commission in the White House.

Dr. BAUER. National Goals Research Staff. I was Senior Consultant.

Senator MONDALE. That was then dropped after a year, was it not?

Dr. BAUER. That is right, yes.

Senator MONDALE. What can you tell us about that effort and the reason that it was so quickly aborted?

Dr. BAUER. Well, I think in summary that the President's advisors were able to see the liabilities of it and not to perceive any particular utility.

Senator MONDALE. Which liabilities? Political liabilities?

Dr. BAUER. Whenever you have activity of any sort, something is likely to get into the papers. That general statement will hold.

Senator MONDALE. That is right.

Dr. BAUER. Here is a staff over which they had very little control dealing in areas of considerable concern and I think that they were just very anxious that there would be bad publicity coming out it and they could see very little direct payoff. This is why I think that a statutory body would be in a much better basis so that at least it would take time to decide that they didn't want it. It almost has atrophied from lack of anybody's enthusiasm.

Senator MONDALE. In the original action creating the National Goals organization, I recall they were going to declare some goals, were they not?

Dr. BAUER. No.

Senator MONDALE. What were they going to do?

Dr. BAUER. This is a very sore point with me, Senator, because the newspapers said we copped out by not declaring goals. I went over the language very carefully and the language says that we were to do research and assemble data relevant to national goals.

Senator MONDALE. I see.

Dr. BAUER. Because again I think that goal setting is a political process in the largest and biggest sense and I would envisage the role of

staff to be a limited role as far as setting goals. I would draw a distinction between staff, which is a group of professionals and which is the Commission, like the Eisenhower Commission, which was a distinguished group. We may have been distinguished professionals, but we are not people of the stature of the Eisenhower Commission.

Senator MONDALE. You mean you are smaller, or what?

Dr. BAUER. We were smaller in number and different in nature.

Senator MONDALE. Don't you think the Eisenhower goals Commission report had value?

Dr. BAUER. I think that the Counterbudget has a similar value. If you look at it from the Presidential point of view, one of the things the President can do and this has been demonstrated, is ignore the Commission. He can't as gracefully ignore a report of his own staff. I think he is only loosely, and perhaps not even loosely bound by what a Commission finds.

Senator MONDALE. Thank you very much, Dr. Bauer, for a most valuable contribution to the work of our committee.

(The prepared statement of Dr. Bauer follows:)

TESTIMONY ON

"THE FULL OPPORTUNITY AND NATIONAL GOALS AND PRIORITIES ACT"

By Raymond A. Bauer

My name is Raymond A. Bauer. I am Professor of Business Administration at the Harvard Graduate School of Business Administration. By professional training I am a social psychologist. There are two items in my background that are especially relevant to my testimony on The Full Opportunity and National Goals and Priorities Act. A few years ago I assembled a group of scholars, and with them produced a book called Social Indicators which called attention to the weakness of our understanding of the non-economic aspects of our society. The book appears to have been one of the events which stimulated interest in social reporting and social indicators featured in Title I of this act. However, if my memory serves me right, I should say that the idea had occurred independently to Senator Mondale even before the book appeared. Secondly, I served for a number of months as Senior Consultant to the National Goals Research Staff of the White House. The National Goals Research Staff had a mandate, during its brief life, with certain resemblances to the proposed Council of Social Advisors. In general I might say that its mandate covered most of the tasks, though certainly not all of the status and powers, which Title I would give the Council.

Before I proceed with the substance of what I have to say, let me express my appreciation for the efforts Senator Mondale has made over recent years to address certain vital concerns that we all share. On matters as complex as the application of the behavioral and social sciences to national problems it is inevitable that there will not be complete and precise agreement as to exactly what should be done. Nevertheless, the entire informed behavioral and social science community has been appreciative of the Senator's understanding of the relevance and contribution of these disciplines -- both potential and actual.

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I shall confine my remarks to Title I, where my competence is most relevant. I should, however, say in passing that the proposals of Title II appear to offer a valuable contribution to Congressional decision-making as I understand it.

Title I declares that it is the policy and responsibility of the Federal Government to promote such conditions as to offer "every American the opportunity to live in decency and dignity," and specifies a considerable number of areas of life in which this policy should be pursued. It requires the President to report annually on progress in implementing this policy. This report shall be called the social report. To aid the President, a Council of Social Advisors shall be established in the Executive Office of the President which will aid him in preparing the social report, which will establish a series of social indicators for measuring social progress, and which will do a variety of research and analysis to facilitate the policy established in Title I.

The attractiveness of this proposal is so great that one may perhaps best proceed by considering some of the reservations which have been raised against it in the past.

One objection is that we should not clutter up the Executive Office any further with another unit reporting to the President. I am very sympathetic to this desire to avoid further administrative complexity. However, we already have a Council of Economic Advisors and a Council on Environmental Quality, an Office of Science and Technology, and so on. Much of what is important to the "decency and dignity of Americans" does not fall in the mandate of any of these existing agencies. It seems to me that the argument for administrative simplicity does not carry sufficient weight to warrant our not giving equal attention to these central areas of human concern.

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A version of the preceding argument is that the functions of a Council of Social Advisors should be included in an expanded version of the Council of Economic and Social Advisors. It is my understanding that a previous CEA was resistant to this suggestion. I do not know the stand of the present CEA. However, a strong argument could be made, and I would subscribe to that argument, that the work of the Council of Social Advisors would develop better if that group were permitted to operate independently of the more mature discipline of economics -- though maintaining close liason with the CEA. It is conceivable that a version of a combined Council of Economic and Social Advisors could be presented of which I would approve. However, we are not confronted with that option, and the non-economic part of that which is "social" goes relatively neglected.

Finally, the most important question that has been raised is that of whether the relevant disciplines -- presumably the behavioral and social sciences other than economics -- are prepared to undertake the job of a Council of Social Advisors. The answer to that question depends, of course, on what one thinks the job is, and what level of contribution short of perfection he aspires toward.

A clue to the thinking that lies behind the question of whether we are competent to undertake the task of a Council of Social Advisors can be found in the recommendations of the highly prestigious Behavioral and Social Sciences Survey Committee of the National Academy of Sciences and the Social Science Research Council, the so-called BASS Committee report. These recommendations, which cover a wide variety of topics, were inserted by Senator Mondale in the Congressional Record of January 25, 1971 immediately following his introduction of the Act.

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The BASS Committee does not recommend a Council of Social Advisors at this time. Rather, they recommend the development of an annual social report in the private sector to run for some unspecified period of time until it has proven itself. At this point, says the report "a natural next step would be to establish a council of social advisors to consider the policy implications of this report." The model for this sequence obviously is the pioneering work of the National Bureau of Economic Research which developed a system of national economic accounts prior to the establishment of the Council of Economic Advisors in 1946. The inevitable yardstick that is used for assessing our competence to undertake a Council of Social Advisors is that of whether the other behavioral and social sciences are as well developed as was economics with the establishment of the CEA. And, specifically, it is pointed out that we do not have a model of the American social system comparable to the model of the economy on which economists could reach at least reasonable agreement some twenty-five years ago.

The answers are several.

We are far from having a model of the social system as adequate as I understand the economic model of 1946 was. There may be a minor blessing in this in that the existence of such a model might evoke images of widespread social control which I am sure is far from the intent of this Act. However, such a model could indeed be useful - if properly employed - when and if we are able to develop one on which there is substantial consensus.

It does not follow that the existence of a single unified model of anything is the sole criterion by which to judge the level of development of such a wide range of disciplines as the social and behavioral sciences. The other social and behavioral sciences have a work agenda considerably broader than that of economics. And in their several areas of concern each of

these disciplines has made considerable progress in the way of substantive knowledge, technique, and theory. The proper way to put the question is whether these developments are adequate to the tasks proposed by this Act.

In his introductory remarks of January 25, 1971, Senator Mondale characterizes the Council of Social Advisors as "a social monitoring, data gathering, and program evaluation agency." If this description reflects the central core of competencies required, then there is little reason to blush. We have long experience in developing, collecting, and interpreting social statistics and other social data, and we have the technique to develop still better ones. The gathering of social data is an art that will ever improve, but it already has respectable status. And, program evaluation, while difficult and tenuous is being done and will improve. There is every reason to believe that program evaluation carried out by disciplined professionals will be better than the hip-shooting that is often practiced. If I were to make an argument against a Council of Social Advisors it would not be based on our inability to do these things. The methodology exists and is in use.

I would state that judged by the central core of what the Council of Social Advisors is being asked to do, as contrasted to what the CEA was supposed to do, - help run the economy - there is no clear reason to believe that the social disciplines are relatively less advanced than was economics at that time.

Every one of the tasks assigned to the Council (except one I will shortly mention) is something we are already doing with reasonable success. There is every reason to extend our sights, and from a technical and especially from a theoretical point of view our competence

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will always be stretched. If, however, the basis for deciding whether or not to go ahead is if we can already do a respectable job, then there is no technical reason for halting. Some specific things will be beyond our ability, and we should say so.

The exception I just referred to is under Section 103, c, 4, which instructs the Council "to develop priorities for programs..." etc. At least a portion of this task may be more the province of policy makers than of social advisors. The wording of the Act may be a trifle ambiguous on this point, but I do not see priority setting as a staff function. I will return to this later.

If, so far, I have ^{seemed} uncritically optimistic I would now like to consider the difficulties I see. They are formidable, and they are all of a practical nature. I recite them not to discourage so venturesome and promising an enterprise, but rather to generate a realistic set of expectations so that the enterprise will be pushed with appropriate resolution and not be judged a failure for failing to run when it can scarcely be expected to have learned to crawl. The conclusion I will draw is that if we are ever going to undertake this task we might as well get started.

We already have a little history of social reporting to look back on. Almost forty years ago, under the Hoover Administration a group of scholars produced several volumes entitled Recent Social Trends. This report is still looked on with admiration. Those scholars had the time and resources and did an excellent job given the information available at that time. More recently, under the Johnson Administration, a prototype social report was produced under the title Toward a Social Report. Still more recently, the now defunct National Goals Research Staff produced a

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different kind of report, Toward Balanced Growth. Neither of these last two reports was greeted with resounding cheers. Both suffered from pressures of time and other resources.

Toward a Social Report is perhaps more instructive for our purposes. It is much more like the type of social report contemplated in this Act. It summarized trends in major areas of American life, documenting our successes and failures in meeting goals which are broadly shared. While it was modest in its scope, it certainly demonstrated that which there was no reason to contest, namely social reporting is possible.

To the discerning eye, Toward a Social Report documented the limitations of our present measures of social change both by what it said, and by what it did not say. It documented the wisdom of the present Act in specifying that one of the major tasks of the Council of Social Advisors should be to develop a system of social indicators--a topic to which I will shortly return.

Both of the recent reports teach me that it would be wise, or perhaps only realistic, to have modest expectations of the first few social reports. This modest expectation should in the first instance be a function of the fact that our data for tracking social change are not going to be suddenly better than those available to the drafters of Toward a Social Report. In the second instance, the job of simultaneously assembling and organizing a staff, launching some of the other tasks assigned to the Council and preparing a substantial first report will be insuperable. Finally, there will have to be considerable thought and perhaps some experimentation devoted to the form of the report. Social data that pertain to the dignity and decency of the lives of our citizens do not change as rapidly as do economic data. Whereas quarterly or even monthly variations in economic data are interesting, or even vital, interesting

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changes in non-economic social data are likely to occur only over a span of several years. There are a number of formats that might suggest themselves, but I call attention to this circumstance only because it is one of several reasons for expecting that early social reports may not reflect the full potential of social reporting as it might be done at a later date.

Having enjoined modesty of expectation for early social reports, I would now like to return to the topic of social indicators.

Since the passage of the Full Employment Act of 1946 we have made remarkable, though somewhat uneven, progress in the running of the economy. More recently it has been widely proclaimed from the President on down that economic growth for its own sake is not what we should value, and that an increase in GNP is not necessarily an increase in happiness. The phrase "quality of life" has become our newest, most popular, and least defined cliché. There seems to be a spreading consensus, both in the United States and in many countries abroad, that we should guide economic and social development more deliberately to serve man's values and aspirations. If we think in terms of the intent of the present Act, we should not be content that members of minority groups may be closing the income gap if this advance in economic status is not accompanied by an increased sense of personal dignity and worth.

If we are to implement what I perceive as a growing national consensus, we need, as the Senator has well observed, to increase "the quantity, quality, and visibility of information." While we already have many social statistics, many of these are inappropriate for what they purport to measure, and for many things we simply have no data. While we would reduce hunger, we do not know just who is hungry. While we would reduce crime, our knowledge of even how many crimes of what type are committed is highly imperfect. While we would improve the "quality of life" we do not know what our citizens value in their lives--except for such obvious

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things as not being hungry or breathing safe air.

Both of the two recent Presidents have encouraged not only social reporting but the development of social indicators, of better measures of social change.

In this Administration, the Office of Statistical Policy in the OMB has been given the task of reviewing existing statistical series to generate a regular report of those dimensions of the society that can be measured from existing data. A first version of these series will be

available for criticism toward the end of this year. However, as mentioned, it will be limited to data series already in use, and will certainly be marked by weaknesses and absences. Additionally, the National Science Foundation now has, as I understand it, two separate programs funding social indicators work. Part of this funding will be for the development of new measures of social change, including in so far as we can properly understand it, measures of the quality of life. Other funding will go to the development of better models of our social system so that we may make a better choice of what to measure and know better how to interpret what we observe.

Here and there new interesting series of Federal statistics are being inaugurated. It is reported that the Bureau of Census will conduct a regular sample survey to locate the victims of crime for purposes of getting a better assessment of various types of crime, and of the consequences of the crime for the victim. Pilot work here and in Britain with such so-called "victimization" surveys indicate that many classes of crime are markedly (but unevenly) underreported. Furthermore, the consequences of the crime to the victim are a matter of as much importance as the fact that a criminal has done something for which he may be sentenced. While there are technical limitations to such victimization surveys, they promise us another useful way of understanding the incidence and meaning of this crucial type of social pathology.

However, there is insofar as I can discern, no central guidance and stimulus to this effort. The proposed Council of Social Advisors would serve such a vital role. The development of such social indicators is crucial to the function of social reporting. These new social indicators in themselves give promise to change markedly the way in which we "keep score." This can be perhaps more concretely illustrated from the related,

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but somewhat different, revolution that is taking place in the evaluation of social programs. We have been accustomed to keep score on social programs by way of the inputs: number of dollars spent on medicine or education, doctor-patient ratio, teacher-student ratio, and the like. These inputs do not tell us what has been done for the patient or for the student. The present movement is to develop measures of output, of performance. What effect has a medical or educational program had on the health of the patient or the condition of the student? This trend toward output measures has two profound consequences. It promises to increase the efficiency with which we allocate and use our resources by judging programs in terms of what they produce. It also will sharpen our sense of the human consequences of our programs. An urban renewal program will be judged not by the amount of money spent, or by the number of houses built, but by its effects on the lives of people.

These two related movements, the social indicators movement, and the new trend in program evaluation promise to convert the phrase "quality of life" from a popular cliché into an actual guiding principle of American society. While the full realization of this dream may never be realized, any step in this direction will be salutary. Again, as with the development of social reporting, we are dealing with a task with a long time horizon. Therefore, the sooner we get on with it, the better. There will be difficulties along the road, and the ideas will ebb and wane in popularity. It will be perhaps vital to have the assignment in the hands of an established statutory body for whom it is a main responsibility.

It should be noted that I have not used the terms "social accounts" or "social accounting" which the Senator and others have some-

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times used. This is because these terms connote in many minds the aspiration or promise of a national social balance sheet comparable to the system of economic accounts. We are far from such a goal, and it may be unattainable in principle because we cannot reduce the varieties of human experience to a single yardstick such as the economists' dollar. I suspect that the use of the terms "social accounts" and "social accounting" has contributed to the tendency to judge progress in the other behavioral and social sciences according to criteria more applicable to economics.

An improved series of social indicators will not only permit the Council to do an improved job of social reporting, it will improve our general ability to evaluate social change and the state of the society as well as providing better information for Congressional and Executive decision making. While I have rejected the BASS Committee's notion that a decision on a Council of Social Advisors should wait on a privately developed social report, I do see merit in such a private report or reports as a complement to the work of the Council. Social reporting is saturated with political implications. And, social reporting from the Executive Office of the President, just as other reporting from that Office, will have to be done in the context of the programs and policies of the Administration in office. The annual social report will be in some sense a political document. This is not to deny its usefulness, but to acknowledge its inevitable limitations. However, the basic information on which the report will be based will be public property. Hence, the broader and the better informed the basis of criticism, the better will the nation be served.

I have spoken of two functions of the Council, social reporting and the development of social indicators. As long as Congress has

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legislated these functions and appropriated funds for the Council, and as long as the President has appointed a reasonable group of members of the Council, these functions are likely to be carried out. There may be variations from Administration to Administration in the extent to which the social report will be constrained by administration policy, and in the extent to which innovative series of social indicators are introduced. However, it is a good bet that these two tasks will move forward. It would be a source of political embarrassment for any Administration to interfere too blatantly with these functions.

The other functions of the Council leave me with a feeling of somewhat greater uncertainty. They consist generally of supplying data, analysis, and presumably judgments to the President and the domestic council. The intent of these functions is conveyed by Senator Mondale in these words: "...it would provide the new domestic council with much of the information which that body will need to make its policy and program recommendations to the President."

I am amused by what I see as the reactions of both parties to this transaction. My guess is that the domestic council and other members of the official family would have the spectre of being deluged with gratuitous "advice" from a bunch of wild-eyed academicians. They miss the fact that there is ample power for them to ignore the whole business. On the side of the academicians and their non-academic representatives, there is the spectre of being asked the answers to cosmic questions for which they have no answer, or the enticing prospect of pontificating on issues on which I would regard them as only partially qualified. They miss the fact -- both pessimists and optimists -- that they may have trouble ever being listened to.

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The more realistic estimate is that the "advisor" function will be long and torturous in developing. The policy personnel in the White House will have control over the situation. They will have the vital power I have just mentioned, the power to ignore. This situation is not peculiar to the office of the President of the United States. It is characteristic of the introduction of such staff functions in almost any organization. It is particularly accentuated when the staff function is imposed from without, as a Council legislated by the Congress is apt to be perceived.

With a not too unreasonable amount of bad luck, I can see the Council sitting up 17th Street in FOB 7 never being asked to contribute a thing. With good luck, I can see them in the EOB as welcome members of the official family, only to be moved back up 17th Street with the next Administration.

The point is that for the Council to achieve its full role it will take diplomacy, skill, opportunism, and luck. This is particularly true of the Council's role in setting priorities about which I raised a question earlier. I believe that the Council can make a technical and judgmental input into the largely political process of priority setting only after close rapport and working relationships have been worked out with other members of the official family. All these things can take their favorable toll only if the Council has a long time horizon which will give it both patience and confidence. Again I reach the same conclusion. If we are going to do this thing, it is better to start it now, and with a realistic sense of expectations.

I know that Senator Mondale is thoroughly conversant with the history of the many other agencies the Congress has added to the Executive Office of the President, particularly in situations where the Administration

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was not initially enthusiastic about the addition. Such agencies have had to find their place and establish their usefulness over time. It would be well if the public, and particularly the behavioral and social science community, were aware of this.

In the meantime, with all of the considerations I have introduced, I am deeply committed to the Mondale--Javits Act, particularly if it is adopted with a legislative record that reflects the sort of time horizon and level of expectation about which I have been talking.

Senator MONDALE. Our final witness this morning is Dr. Nicholas Demerath, executive officer of the American Sociological Association. Dr. Demerath, we are very glad to have you with us here this morning.

We will place your statement in the record as though read and you may emphasize those parts which you wish to, or you can read the whole thing.

**STATEMENT OF NICHOLAS J. DEMERATH III, EXECUTIVE OFFICER,
AMERICAN SOCIOLOGICAL ASSOCIATION, PROFESSOR OF SOCIOLOGY,
UNIVERSITY OF WISCONSIN**

Dr. DEMERATH. Thank you, Mr. Chairman. I will try to highlight parts of it to bore you as little as possible. I am sobered by the possibility that there are no good arguments left, but I think I might be able to help by recounting a shift in mood that has occurred among the Nation's social scientists as I perceive it over the past few years.

Let me begin on a quite personal note and say that one of the reasons I am here and not back at the University of Wisconsin is because of you. I came to assume the executive directorship not out of a masochistic yen for administration but because I have a deep commitment to narrowing the gap between social science and social policy. Knowing of your commitment helped me to make that decision and has buoyed me since.

Senator MONDALE. You are a remarkable man.

Dr. DEMERATH. Actually this is a long-overdue expression of gratitude from a constituency which may have appeared ungrateful in the past. As you are well aware, the exciting prospect of an annual social report, a Council of Social Advisers and a Congressional Office of Goals and Priorities Analysis has met with an uneven reception among the Nation's social scientists during the past several years for a variety of reasons.

But I think now I can report happily that what has been a mood of uncertainty has given way recently to one of greater confidence, indeed to a kind of restlessness to get on with the task of fulfilling our promise to the Nation. Today, I want to report several reasons for this change, all of which constitute recommendations for moving ahead with the legislation without further delay from the standpoint of the Nation's social scientist community.

Certainly, one major factor is that social scientists are as sensitive as any other citizen to the continuing blight of social problems and the continuing frustration of coping with them. Nowhere is this sensitivity more conspicuous than on a college campus, nowhere is it more difficult to avoid. As a result, I think social scientists have given increased attention to the Government's own actions concerning social policy and its lack of action.

While we have no illusions of dispensing panaceas, we are increasingly persuaded that the task of codifying pertinent information and framing policy alternatives must be done by someone, and these tasks are now falling to conjurings of people acting with little concerted coordination and people who are less well-equipped than we are to understand the many variables and complexities involved. To put it another

way, I think the time has passed when we can ignore difficult chores in order to spare our collective pride from possible failure.

Yet, to admit to the responsibility is not to determine how it should be discharged. As you well know, Mr. Chairman, there has been a great deal of debate about this. Two years ago, there were a number of social scientists who felt, for example, that we should make our first attempts at an annual social report and perhaps even a shadow Council of Social Advisers on a private basis. That is, we should get private money and begin a trial run. But, here too there have been changes of view and talking with some of the key authors of these positions, I have learned that many are now persuaded that such a private venture is neither realistic nor efficient. This is partly because foundation support which seemed abundant in the late 1960's is now in much shorter supply in a tight economy. Moreover, while several foundations might have reacted favorably to such a venture 2 years ago, all are now more cautious in light of the 1969 Tax Reform Act and its constraints on foundation support of any policy activity.

But, even if private support were more available, less fettered social scientists are increasingly dissuaded from this approach on other grounds. For one thing, I am not sure that the experiment itself would be efficient. If successful, one would wonder whether this thrust could be maintained once the activity was placed within the bureaucratic and political labyrinth of the executive branch. If unsuccessful, one might also wonder whether this was for lack of data and facilities which are only available to an agency of the Federal Government or because of the failure to attract the high-quality personnel more easily recruited once the activity becomes institutionalized as an important aspect of the governmental process?

But there are other reasons for supporting your proposal against a private alternative, Mr. Chairman. Social scientists, like those they study, are creatures of their habitat, in this case, the ivory tower. We have grown accustomed to the removal of the academic sidelines while at the same time we know all too little about the governmental process we now purport to aid. It is simply not enough to analyze the Nation and its alternative courses at such a distance. The time has come, as you have pointed out repeatedly, when a social scientist must be both allowed and encouraged to work within the Government rather than outside of it.

Personally, I would favor an amendment to S. 5 providing for a temporary crash program of junior and senior social science internships which would bring many social scientists into government agencies, for, say, a 1-year stint of service and learning. And yet, I don't mean to be greedy. Surely the creation of a Council of Social Advisers would be the most important single indication to my colleagues that the time is right to cultivate their utility and develop policy-pertinent career options as a complement to traditional academic employment.

There are, of course, social scientists in Washington now. But with the exception of the economists, they tend to be frankly, either second-rate researchers or bureaucrats largely removed from their base discipline. While scholars can also make important contributions as consultants, this tends to be rare, little rewarded, unpublicized, and generally unmonitored by their scientific peers. All of which suggests yet another advantage of the Council of Social Advisers which you

have already emphasized this morning; namely, exposing the knowledge and analysis of the social scientists involved to full public and scientific scrutiny. This is the way science has always operated at its best. To have second-rate scholars serving in a quasi-private fashion is hardly conducive to either good science or good policy.

But I think there is a final and most important reason for the change in view of many social scientists and for proceeding with the legislation as proposed. As I have already mentioned, many social scientists were convinced several years ago that our disciplines were not sufficiently developed to discharge the responsibilities entailed and in my judgment such modesty was appropriate at the time.

Fortunately, however, the social sciences have developed rapidly since. Indeed, I think it fair to say that we are now well along with the methodological revolution which is producing far greater rigor in handling more complex phenomena. I shall curb my natural tendency to pedantry here, but, in the case of sociology, this has involved the development of methodological techniques largely borrowed from econometrics, as a matter of fact, which have ushered in a shift from static to dynamic and from descriptive to casual analysis. According to some, it is about time that we should move from social philosophy to social science but the fact is that the change is well underway and we are now in a far better position to analyze policy in light of more competent assessments of the reality at issue.

Nor has this change occurred in a substantive vacuum. Indeed, it has partly emerged from our recent work on social indicators, as Professor Bauer has elaborated so eloquently. It was the social indicators field in which it was felt that more experience was required. With the support of both private foundations and Federal agencies, the area has burgeoned in both aspirations and, I think, accomplishments. At the moment, for example, the Office of Management and Budget as Mr. Shiskin elaborated this morning, has a major project underway while the National Science Foundation has indeed doubled its budget in the area with two funding programs now taking social indicators as their central thrust.

Senator MONDALE. I am glad to see that. My impression is, though, that every time they think there is a real prospect for a National Social Science Foundation or the adoption of the Council of Social Advisers, we see a little defensive movement in the institutions that might lose a little piece of their own action. When we are dealing with this problem, the way to get a slightly larger share of the NSF budget for the social sciences is to hold another hearing on the social science foundation proposal. This leads me to believe that it is more a bureaucratic defensive measure, than a wholehearted effort to get the social sciences a larger independent place in the conduct of human problem research.

The Council of Economic Advisers, from time to time, claims that they are interested in and occupied with fields of human problem research when they obviously are not. Once in a while, they have a "house sociologist" who has no real status and independence. They could now, I assume, nominate a sociologist to the Council of Economic Advisers but they have never done it and they never will.

I think even Mr. Shiskin is a general economist. I was told in the White House when I first proposed the Council, that social scientists

don't know anything. Surely the structure at the Federal level is not predicated on that premise otherwise we would never ask for their advice.

Dr. DEMERATH. I concur with your diagnosis of the situation and of course, I also concur with much of the prescription. But, I think part of the difficulty here is that social scientists have not only been poorly represented in the Government, they have also been poorly represented on the Washington scene and they are therefore ignorant of the situation and possibilities for remedy. For example, when a proposal for a National Social Science Foundation arises, we simply don't have enough people well enough experienced in the Federal bureaucracy to make a definitive judgment as to whether that would be good or ill for the sake of social science research. With respect to the Council of Economic Advisers, I concur wholeheartedly with your estimate and like you, I have talked to members of that Council who feel that they don't have the requisite skills to deal with the social and human problems which confront them. They are not quite sure what to do about it, but I think they feel certain constraints in devising alternatives.

I might say that one of the things that I have been doing in Washington is cooperating more with my counterparts in professional associations in the other social sciences. We are trying to develop a sense of social scientific community so that we can become both more knowledgeable and more vigorous.

Senator MONDALE. I think that is terribly important and just to suggest an old-fashioned strategy, we need a "lobby." I think part of it has been the attitude of the social scientists that they are not yet equipped. In fact, I think they are just as equipped and ready as the economists were or are. They shouldn't be so reluctant to push that point. I don't know why they are. If you can organize a concerted effort among the disciplines, I think that would be a good effort.

Dr. DEMERATH. I would draw at least a minor distinction between lobbying and offering expertise.

Senator MONDALE. It is a simple matter to set up another organization which is non-tax-exempt which can do the bloody, dirty work of speaking the truth and communicating with your members about voting records of the Members of Congress and our attitudes and views. I think that is long overdue and if the American Meat Institute can do that, I don't know why you can't.

Dr. DEMERATH. Certainly, there is a very great deal we can do in providing information.

Senator MONDALE. I would like to see you get a little more bloody than that. You can keep it within the role of a specialized organization. I can see why you oppose it here.

Dr. DEMERATH. It is not that I oppose it. It is rather that the Tax Reform Act of 1969 discourages it.

Senator MONDALE. I think there is a need among educators and social scientists and others to point up their data a little more effectively in the political field, as the environmentalists have done. My goodness, they have managed to move out ahead. I wouldn't say that what we know about the environment is any more advanced than what was known in the social sciences. Yet I proposed a Council of Social Advisers 3 years before anyone proposed a Council of Environmental Advisers and they beat us to it.

Dr. DEMERATH. One of the advantages that the economists have in this regard, of course, is that they are so well-placed in Washington now that when one wants the advice of an economist, one does not immediately think of lobbying. That is to say, the lobbyists are ensconced in the sense that the economists are here. They are very well represented and their expertise is properly respected. The question is, how do we move from where we are at the moment to where they are at the moment. That is why your bill is so important to us. As Professor Bauer has indicated, we are not interested in venting our collective ideological conscience. But we are interested in putting forth our rigorous expertise, especially since we feel we have some now that we didn't have some time ago. While we are keenly conscious of our limitations, many feel that these deficiencies can only be reduced through a new kind of challenge and experience.

Senator MONDALE. That is the only way you are going to excite interest. You said something about a whole lot of bureaucrats and some second-rate social scientists. I am sure many of them are very fine but they are so low down on the totem pole, they so lack visibility and are so constrained by the bureaucratic and political restrictions upon them, that they are practically useless to the public. The really top men in the profession are not going to take a 20th level bureaucratic position. They are smart enough to know better. There are a few who are willing, for example, Dr. Zigler, who is the head of the Office of Child Development. I think he is one of the great men in the world in this field but he operates under enormous constraints. It is only because he is the kind of person he is, that he continues to suffer.

That is asking too much of the profession. We don't ask that of the economists. They go right to the top. I don't object to that but I think we ought to have similar institutions for the other social sciences. Now, we talk about how we will develop better statistics but one of the best arguments, although a difficult one, is what I think will be the inevitable impact of S. 5 on the field of social science itself, its impact on the disciplines involved.

They would become, as one person put it, more contemporarily relevant. Their judgments will be focused more on bridging the gap between the policymakers and their field so that they can become better prepared to give the kind of advice, the kind of judgment, that we need to make decisions. Right now, I think many of them have never had that experience. It is very hard for them to do so.

Dr. DEMERATH. I think that is quite accurate. In fact, the social scientists have long suffered from an unfortunate distinction between basic and applied research, while both need each other. I find myself spending more time talking to my colleagues. Surely, there are problems in Washington, but there are also problems with academicians who have very little knowledge of Washington and are frankly frightened by the prospects of getting involved. Fortunately, this is less the case today that it was 2 or 3 years ago. Increasingly the best minds in the field are moving in this direction, including Dr. Bauer, Dr. Duncan and a host of others who have grown impatient with our tendency to spurn such opportunities in the past.

Senator MONDALE. I have been very active in the child development area and I was quite moved by a recent conference on child development in Minneapolis. One of the big issues, which is now being won, is the question of whether they should become involved in a dialog with politicians. This year for the first time, they had some of us out to speak to them and to listen. Dr. Bronfenbrenner, one of the giants in the field, stood up and gave an impassioned speech about the need for the professionals in the child development field to become knowledgeable about politics, to carry on conversations with politicians, and the part that impressed me was that he said, "start listening to them, you will learn a lot."

That had a mixed reaction but I believe that just the reaction shows how far the specialists had become isolated from the social processes.

Dr. DEMERATH. Precisely.

Senator MONDALE. I would hope that this institution, if developed, could help enormously. Thank you very much for your most useful statement and for your help.

(The prepared statement of Dr. Demerath follows:)

TESTIMONY IN SUPPORT OF THE FULL OPPORTUNITY AND NATIONAL GOALS
AND PRIORITIES ACT (S.5) BEFORE THE SPECIAL SUBCOMMITTEE ON
EVALUATION AND PLANNING OF SOCIAL PROGRAMS OF THE SENATE
COMMITTEE ON LABOR AND PUBLIC WELFARE

N. J. Demerath, III
Executive Officer, American Sociological Association
Professor of Sociology, University of Wisconsin

It is a special privilege for me to testify before you today, Mr. Chairman, because it is an opportunity for me to thank you and your committee for your continuing effort and foresight in behalf of the social sciences and social policy. I say this not only for my colleagues, but also as a personal note. When I decided to take a perverse sabbatical from my professorship in Madison and assume my present post for two years, I did so not out of a masochistic yen for administration but rather out of a deep commitment to narrowing the gap between social science and social policy. Knowing of your similar commitment helped me to make that decision and has buoyed me since.

Actually this is a long-overdue expression of gratitude from a constituency which may have appeared ungrateful in the past. As you are well aware, the exciting prospects of an Annual Social Report, a Council of Social Advisors, and a Congressional Office of Goals and Priorities Analysis have met with an uneven reception among the nation's social scientists during the past several years. For a variety of reasons including feelings of scientific inadequacy and concern over scholarly identity, many have felt that such developments may constitute too much too soon and with potential set-backs over balancing potential gains.

Happily, I can now report that this mood of uncertainty has given way to greater confidence, indeed to a kind of restlessness to get on with the task of fulfilling our promise to the nation. During the past year I have discussed the matter with a great number of leading social scientists who have altered their views on the issue only recently. I think there are several reasons for this change, all of which constitute recommendations for moving ahead with the legislation without further delay.

Certainly one major factor in the change of mood is that social scientists are as sensitive as any other portion of the nation's informed and affected citizenry to the continuing blight of social problems and the continuing frustration in coping with them. There is no question but that the phrase "Full Opportunity" continues to be honored as much in the breach as in the observance. In some cases, the problems themselves have proliferated and worsened; in all cases, awareness of our pathologies has deepened considerably. Nowhere is this awareness more conspicuous than on university campuses where students and faculty both have lost a quality of innocence which may never be recaptured. As social scientists increasingly confront the dilemmas of the day in their classrooms and in their private lives, many have now come to feel that it is irresponsible to spurn the opportunity to use their expertise in dealing with the problems more directly.

In all of this, social scientists have given increased attention to the government's own actions concerning social policy. Of course, even a decision to make no decision on a problem is worth noting. Moreover, while social scientists have no illusions of offering panaceas, they are

increasingly aware that the tasks of codifying pertinent information and framing policy alternatives must be done by someone, and it is now someone who is even less equipped to understand the many variables and complexities involved. The time has passed when we can ignore difficult chores in order to spare our collective pride from possible failure. And because there is so much to be learned if we are to contribute effectively, there is little excuse to delay the learning further.

And yet to admit to the responsibility is not to determine how it should be discharged. As you know, Mr. Chairman, in the past two years there have been several reports on the status of the social sciences and their relation to the Federal government which have concluded that we should make our first attempts at an Annual Social Report and a Council of Social Advisors on a private basis. The assumption was that private money would provide an opportunity to experiment in developing our capacities and that we should wait until we are more seasoned before creating a new Federal structure and undertaking an annual report as required by statute.

Here too there have been recent changes of opinion. In talking with some of the key authors of these reports, I have learned that many are now persuaded that such a private venture is neither realistic nor efficient. It is unrealistic partly because foundation support which seemed abundant at the end of the 1960's is now in much shorter supply. Moreover, while several foundations might have reacted favorably to such projects two years ago, all are now more cautious in light of the Tax Reform Act and its constraints on foundation support of any policy-oriented activity.

But even if private support was more available and less fettered, social scientists are increasingly dissuaded from this approach on other grounds. One can question the efficiency of any experimental venture which offers inconclusive results, and this could very well apply here. If successful, one would wonder whether the success could be maintained once the activity was placed within the bureaucratic labyrinth of the Executive branch with all of the conflicting demands and expectations so common to the present Council of Economic Advisors. On the other hand, if the experiment were unsuccessful, might this not be for the lack of data and facilities which could only be available to an agency of the Federal government or because of the failure to attract the high-quality personnel more easily recruited once the activity is institutionalized as an important aspect of the governmental process?

There are, however, other reasons for supporting your proposal as against a private alternative, Mr. Chairman. Social scientists, like those they study, are creatures of their habitat--in this case, the ivory tower. We have grown accustomed to the remove of the academic sidelines while at the same time we know all too little of the governmental process we now purport to aid. It is simply not enough to analyze the nation and its alternative courses at such a distance. The time has come when social scientists must be both allowed and encouraged to work within the government rather than outside of it. Personally I would favor an amendment to S.5 providing for a temporary crash program of junior and senior internships to bring many social scientists into government agencies for, say, a one-

year stint of service and learning. ...And yet I don't mean to be greedy; surely the creation of a Council of Social Advisors would be the most important single indication to my colleagues that the time is ripe to cultivate their utility by developing policy-pertinent career options as a complement to traditional academic employment. As you yourself have pointed out in earlier hearings, Mr. Chairman, the government has not given sufficient status to social science to attract first-rate scholars. While there are social scientists in Washington, with the exception of the economists, they tend to be either second-rate researchers or bureaucrats removed from their base disciplines. Of course, many of the nation's best social scientists do appear on advisory boards and review panels, but once again this role involves them as occasional outsiders rather than as staff members using their research skills to maximum advantage from the inside. While scholars can make important contributions as consultants, these are rare and tend to be little rewarded, seldom publicized, and generally unmonitored by their scientific peers. This suggests yet another advantage of a Council of Social Advisors, namely, exposing the knowledge and analysis of the social scientists involved to full public and scientific scrutiny. This, of course, is the way science has always operated at its best. To have second-rate scholars serving in a quasi-private fashion is hardly conducive to either social science or social policy.

But there is a final and most important reason for the change in view of many social scientists and for proceeding with the legislation as proposed. As I have already mentioned, many social scientists were convinced several years ago that our disciplines were not sufficiently

developed to discharge the responsibilities entailed in a Council of Social Advisors and an Annual Social Report. In my judgment, such modesty was appropriate at that time, but fortunately, the social sciences have developed rapidly since. Indeed, I think it fair to say that we are well along with a methodological revolution that is producing greater rigor in handling more complex phenomena. I shall curb my natural tendency to pedantry here, but, in the case of sociology, this has involved the development of methodological techniques largely borrowed from econometrics which have ushered in a shift from static to dynamic and from descriptive to causal analysis. According to some, it is about time that we should move from social philosophy to real social science. Certainly, we are now in a far better position to analyze policy alternatives in light of more competent assessments of the reality at issue.

Nor has this methodological change occurred in a substantive vacuum. Indeed, it has partly emerged from our recent work on social indicators, the particular field in which it was felt that more experience was required. With the support of both private foundations and Federal agencies, the area has burgeoned in both aspirations and, I think, accomplishments. At the moment, for example, the Office of Management and the Budget has a major project underway, while the National Science Foundation has two funding programs with social indicators as their central thrust. Much the same could be said concerning developments in the methodology of social experimentation and program evaluation.

The point in all of this is not that we are on the verge of generating a scientific elixir for the nation's ills or even that we are now to be compared favorably with the economists. Instead, I mean to suggest only that for the first time our best minds are at work on the problems at issue in the bill and we are prepared to take the next and most important step in putting our knowledge on the line and learning how to develop it further while putting it to greater use. This we can only learn by doing what the economists themselves did in 1946; namely, beginning with a sense of humility rather than hubris and beginning despite knowledge of our limitations. I think it is clear that the Council of Economic Advisors would never have been launched had it awaited a full demonstration of the competence it has since developed. I think it is equally clear that a Council of Social Advisors must begin now if it has to have anything substantial to offer in the future. Indeed, if lessons of the past are any guide to the future, our social policy can hardly suffer from the effort.

To mention the Council of Economic Advisors raises an issue which has recurred in past hearings concerning this legislation. As you well know, Mr. Chairman, there are those who feel that the social sciences would fare best by restricting their first steps to participation in an augmented Council of Economic Advisors. Certainly there would be advantages in such an arrangement, as pointed out for example in Mr. Califano's testimony last year. On balance, however, I agree with you concerning the greater wisdom of a separate Council of Social Advisors. This may be an organizational inconvenience to the President and an already heavily congested Executive Branch. But it would help to avoid possible dominance by the economists

while allowing the social scientists to develop their own role and style without the contrivances of a temporary partnership. As many have pointed out, the two Councils would be quite distinct in their mandates and their performances. In my judgment, it is appropriate to recognize that difference from the start, realizing that the start of the new Council can hardly be as productive as the current performance of the experienced CEA.

In closing, Mr. Chairman, I think these hearings have made it abundantly clear that the gap between the social sciences and the Federal government has narrowed considerably in the past few years, owing in no small measure to the efforts of you and your committee. The day has apparently passed when one of my colleagues could be informed during similar testimony that the Congressman simply did not believe in sampling techniques and insisted on analyses of whole populations. I don't think he appreciated it when my colleague then asked impishly if, during a blood test, he demanded that all of his blood be removed. Now is clearly the time to take advantage of our mutual understanding and shared commitments. The nation's own life-blood may be at issue.

Hearing Date: June 16, 1971

STATEMENT IN SUPPORT OF SENATOR MONDALE'S BILL S.5
IN THE UNITED STATES SENATE

by David F. Linowes

Thank you for this opportunity of presenting my views on Bill S.5, a bill to promote the public welfare.

I respectfully urge the enactment of S.5, not only for the substance of the bill itself, but also for the affect the concept contained in the bill would have on the management approach to our social institutions at every level of government.

In recent years, it has become increasingly obvious that our social problems are proliferating; that we have not been able to cope successfully with most of them; that we can no longer afford to "buy" solutions to these problems.

Many of our cities are facing the prospects of bankruptcy; our largest states are being squeezed beyond their financial ability to respond; the Federal Government is increasing the national debt dangerously -- and far worse, the nation's problems are not being solved.

Recently, there has been much talk, and expectant hope, that as the Viet Nam war winds down a

significant portion of the funds presently being expended for the military will be shifted to our social institutions -- our schools, our welfare agencies, and our environmental programs. With these additional funds, so the reasoning goes, our deficient social institutions will have the means to fully respond to the needs of our people.

I respectfully submit that giving more funds alone to ineffective programs and misdirected administrators will not bring about the kind of responsive action which our nation needs. It will only result in the creation of more of the same kind of ineffective programs, and serve to encourage inefficient administrators to continue doing the same old thing in the same inefficient way.

However, the governmental institutions that deal with the problems of society can be made responsive and effective if we devise new approaches to the way these agencies and their programs are set up, financed and run.

The concept of accountability in administering social programs has been gaining widespread

recognition of late. At the same time Socio-Economic Management as a new discipline embracing qualitative accountability, is just starting to be exposed as a ready-made technique for effectively managing our social problems, using a systems approach and business management principles.

In examining the provisions of Bill S.5, it is my conviction that the enactment of this bill would be an important step in researching and organizing the many social needs of our citizens, and in designing programs with adequate management funding, to meet those needs more qualitatively effective than in the past.

Most of what we have been doing in recent years has not worked very well. Certainly our most serious social problems and needs are not being met. In a large sense, our educational institutions are not educating our children; our health institutions are not making our people healthy; our poverty agencies are not removing our indigents from poverty roles; our prisons are not reforming prisoners; our

minorities are not achieving equality; hard drug use is endangering an entire generation.

Based upon many years of social involvement in both the private and public sectors, it is my judgment that one of the more important things our country can do right now to promote a better life for all Americans would be to establish a Council of Social Advisers to the President, and an Office of Goals and Priorities Analysis within Congress as proposed in Bill S.5. This would immediately serve to dramatize the top priority which the President places on social problem-solving and provide him with objective expertise and innovative thinking of the highest calibre to re-think and re-structure the methods by which we program the social needs of our nation during this decade and beyond.

If such a Council of Social Advisers were established, it would be my hope and recommendation that at least one of the three members of the Council of Social Advisers have an extensive background in top levels of the business world so he can provide the most advanced thinking and practical orientation

to the business of social needs, social investment and social profits for our people. That has traditionally been the missing ingredient in the socioeconomic mix.

In my view, the corollary Office of Goals and Priorities Analysis within the Congress -- to provide a continuing analysis of national goals and priorities, and the information necessary for Congress to make knowledgeable and perceptive decisions -- would offer legislators the widest range of national choices in meeting the rapidly rising social requirements of the nation.

The "Council" and "Office" operating separately in the Executive and Legislative branches respectively, could act as catalysts to spur needed action, and as resource centers to help insure that the best possible action was initiated. I believe that both these bodies, as described in the bill, would have that capability.

This might well be the start of a whole new era of "Socio-Economic Management."

Socio-Economic Management is a total systems approach to social problem-solving to produce the people-oriented, individual-centered results urgently needed. It is the combining of sophisticated management principles with social science techniques.

If a Council of Social Advisers were established, it could be staffed by top-flight social scientists of various disciplines, business management executives and accountants as measurement and control experts to examine existing programs in education, poverty, health services, crime, drug control, environment, etc. They would report their findings to the Council and make recommendations for new programs and systems to audit both quantitative and qualitative results and to keep funding on target.

Such a qualitatively-oriented body on the national level would trigger the establishment of similar councils on state and local levels. All would be researching, recommending, and effecting people-needed programs.

In this connection, social agencies would be impelled to seek out and apply sound socio-economic

management principles for their programs. Here are nine such principles which I have identified:

1. Clearly establish as standards for measurement, when making fund appropriations, those objectives for which the social program or agency exists. Do not be misled into only accounting for some components of an objective.

2. Keep changing the mix of resource inputs -- that is, the kind of things being bought with the budgeted funds -- until satisfactory results are achieved. Don't become locked into hiring more of the same kind of policeman to do more of the same work. Put some of that money to use in analyzing the causes of crime or lighting more ghetto alleys, or creating more challenging playgrounds for potential teen-age offenders.

3. Many qualitative measurement standards already exist in the social, education, and welfare areas, but are being overlooked in assessing the results of operation of these nonbusiness organizations. They should be used.

4. For all social agencies and programs, identify the people who are supposed to be the recipients and develop procedures for choices by the clients, similar to the marketplace mechanism.

5. Merge institutions and agencies which are ineffective because of size, manpower or equipment limitations, etc. Also, divest inefficient unrelated units.

6. Use extra discretionary fund allocations as an executive incentive device.

7. Prepare social reports as well as financial reports on a regular basis.

8. Clearly fix responsibility for the application of socio-economic management principles.

9. Establish a regular program of socio-economic audits by independent outsiders.

These principles are basically recognized business management principles which have been modified for use by social agencies. Their utilization would bring about significant improvement in the functioning of our public sector institutions.

Our social problems have long outdistanced our ability to solve them by present methods. They haven't worked and they wouldn't work any better in the future.

Our country is running out of time and money -- and our people are running out of patience. If we are to salvage tomorrow -- let alone afford it -- we must raise social problem-solving to the highest levels of government creativity and action. The proposal contained in Bill S.5 in the Senate of the United States is a most promising possible step in this direction.

June 16, 1971

DAVID F. LINOWES
BIOGRAPHICAL DATA SHEET

Consultant to executive management

National Partner - Laventhol Krekstein Horwath & Horwath
 919 Third Avenue
 New York, New York 10022

Chairman of the Board - Mickelberry's Food Products Company
 Chicago, Illinois

Consultant - U.S. Department of State:
 Headed mission to Turkey in 1967, undertaken to assist that
 country expedite its economic development
 Undertook mission to India in 1970 to advise on economic
 problems.

Consultant - United Nations:
 Mission to Asia in 1968 on behalf of UNIDO to assist Pakistan,
 Iran and Turkey with their economic development and indus-
 trialization

Director - Chris-Craft Industries, Inc.; Perpetual Investment Co., Inc.
 The Horn & Hardart Company

Adjunct Professor of Management - New York University

Chairman - Professional Advisory Board - University of Illinois

Chairman - American Advisory Council - Tel-Aviv University

Chairman - National Council - U.S. People for the United Nations

Vice Chairman, Trial Board - American Institute of Certified Public
 Accountants

1970 - Human Relations Award - American Jewish Committee

Former Consultant - Secretary John W. Gardner, Department of Health,
 Education and Welfare

Author - Managing Growth Through Acquisition (1968, American
 Management Association, Publisher)

University of Illinois - B.S. (with Honors) 1941

National Directors' Table - Beta Gamma Sigma; Phi Kappa Phi

U.S. Army, Signal Corps, Private to First Lieutenant, 1942-1946

Certified Public Accountant of New Jersey, New York, Washington, D.C.

Listed - Who's Who in America
 World Who's Who in Commerce and Industry

Senator MONDALE. We stand adjourned.
(Whereupon, at 11:35 a.m., the subcommittee hearing was adjourned.)

A P P E N D I X

Social Science Policies:

An Annotated List of Recent Literature

INTRODUCTION

This bibliography updates the Congressional Research Service multilith "The Social Sciences and Public Policy: A Selected, Annotated Bibliography," June 1970. 1/ Materials are organized as follows:

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1/ "The Social Sciences and Public Policy: A Selected, Annotated Bibliography." By Genevieve Johanna Knezo, Science Policy Research Division, Legislative Reference Service, Library of Congress, Multilith.

Recent trends in the development of policies for the social sciences are indicated in the entries that follow. This literature illustrates, for example, that the National Science Foundation has given increased attention to problems governing support, organization, and utility of the social sciences. At the same time, interest has slackened in proposals to create a separate Federal agency to govern and support these disciplines. Research in social accounting has increased, due in part to support from the National Science Foundation. Several State and local government units, as well as social science research organizations, have begun to develop and refine procedures for collection and analysis of social data in an attempt to meet some of the conceptual and programmatic requirements of a social indicators system. The Office of Statistical Policy Analysis, Office of Management and Budget, is continuing its work to develop a social indicators publication. Government agencies and technologists are calling upon social scientists to perform research into questions on the social impacts of technology and on environmental quality. The quantity and quality of interdisciplinary social science research in these areas has improved in the last several years. Materials dealing with social and behavioral science research in foreign areas illustrate a cautious, but continuous, growth of interest by the Department of State in an area traditionally supported and used by the Department of Defense.

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SOCIAL SCIENCE POLICY

National

Banfield, Edward C. "Putting Social Science To Work Is a Risky Undertaking." *Social Science Quarterly*, Vol. 51, No. 4, March 1971, pages 854-59.

Replies by the author to criticisms of his book "The Unheavenly City." The author asserts that his conclusions were based on social science facts, not his political persuasion.

Beals, Ralph L. "Who Will Rule Research? The Big Problem on the Far Side of the Dry Spell in Funding." *Psychology Today*, September 1970, pages 45-47, 75.

"The future [of governmental support] of the social and behavioral sciences may depend upon how political social scientists become." Otherwise social scientists' ability "to contribute to human welfare will be seriously curtailed."

Beckman, Norman. "Congressional Information Processes for National Policy." In "Social Science and the Federal Government." *The Annals of the American Academy of Political and Social Science*, March 1971, pages 84-99.

"Conventional wisdom holds that the Congress is too fragmented to identify and act on national priorities. Yet through constant modifications Congress has managed to maintain its unique roles of access and creativity without centralization of power or major reorganization. Complementing and overlaying the crucial role played by the committee system is a network of information resources within the Congress that contributes to intelligent consideration of interrelated public policy concerns.

"Recent developments reveal strengthened staff support, more active party policy-making, reform of committee procedures and staffing, and expanded information, investigation, and analytical resources. Continuing improvements in congressional decision-making machinery will permit Congress to continue to be a partner with the President in representing the public interest."

Bennis, Warren G. "The Failure and Promise of the Social Sciences." *Technology Review*, October/November 1970, pages 48-54.

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"The sciences of society are beset by the same issues which confound the physical and engineering sciences: both theory--and the problems to which it is addressed--proliferate, but there is a growing gulf between 'men with knowledge who lack power and men with power who lack knowledge.'"

Caldwell, Catherine. "Social Science As Ammunition." *Psychology Today*, September 1970, pages 38-41, 72-3.

The Coleman report, "Equality of Educational Opportunity," was released in this country at the same time as was a British report dealing with the same topic, "Children and Their Primary Schools," the Plowden report. This article traces and evaluates the differences in governmental reaction to the two reports. "In this country the impact of social research is much more roundabout and much more dependent on the political usefulness of the findings. At the time that the Coleman report appeared, its relevance to political issues was obvious, but its usefulness was not, for the findings did much more to undercut established positions than to support them. Had the issues been less pressing, the research might never have been used at all. ...However, the findings were in time picked up--with different degrees of enthusiasm--by various antagonists in ongoing political battles whose outcomes form educational policy in the United States."

Coleman, James S. "Social Inventions," *Social Forces*, Vol. 49, No. 2, December 1970, pages 163-72.

"Dr. Alfred Eggers appointed to head major new NSF Unit." *NSF News Release*, March 2, 1971.

Announces Dr. Egger's appointment as Assistant Director for Research Applications, to head a major new organizational unit designed to support research applied to important environmental and societal problems, under the new NSF program of Research Applied to National Needs. His background is aeronautical and space flight research.

"Federal Evaluation Policy: Analyzing the Effects of Public Programs." Joseph S. Wholey, et. al. Washington, The Urban Institute, 1970, 134 pages.

"The Urban Institute undertook this study of federal evaluation policies, concentrating on the organizational framework, the methodologies and amount of federal resources used at the time the review began in late 1968. This study, funded by the Department of Housing and Urban Development, was conducted in close cooperation with the Executive Office of the President and the four agencies examined...the Department of

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Housing and Urban Development, the Office of Economic Opportunity, the Department of Health, Education and Welfare, and the Department of Labor. The Urban Institute completed an overview of its findings and recommendations in September 1969. This report includes those findings and some material on Federal Agency improvements in evaluation procedures, called for in the report.

Flash, Edward S. Jr. "Macro-Economics for Macro-Policy." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 46-56.

"In influencing the content and operation of public policy at the over-all conceptual level, economics has emerged as a super-discipline among the social sciences. This influence is reflected in the American Presidency by the work of the Council of Economic Advisers, which, over the past twenty-five years, has proved to be the government's economic ideologist. The functioning of economic advice has been determined by the President's elastic demand for economic advice, the range of issues involving presidential leadership resources, the Council's participation in decision-making processes, and the institutional relationships maintained by the Council. Experience has shown that: 1) the application of economic expertise is shaped largely by political and bureaucratic factors and hence part of, rather than apart from, the political process; 2) consensus regarding basic economic theory is balanced by disagreement among economists regarding values and convictions; 3) economists work from common income, employment, and production data but different program data; and 4) the constraints of limited resources keep the Council functioning at the conceptual rather than the operating level. Application of professional macro-economic analysis to macro-policy yields a knowledge/power relationship that strengthens both presidential leadership and democratic government."

Fraser, Donald M. "Congress and the Psychologist." (Invited address presented at the meeting of the American Psychological Association, Washington, D. C., September 1969.) American Psychologist, April, 1970, pages 323-7.

In developing his thesis, Rep. Fraser discusses the role of the psychologist and the professional association in providing technically sound and socially relevant information to Congress.

Green, Philip. "Knowledge, Power, and Democratic Theory." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 13-27.

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"The involvement of social scientists with government poses a serious threat to the independence of social science. In order that social science may be useful to government officials, it must meet their criteria of reality and practicality. At the technical level this may mean accepting official categories of discourse; more broadly it will mean that certain problems do not get studied, unless the research can be structured so as to suggest "constructive" and politically tenable solutions, and unless the social scientist adopts a manipulative attitude toward the subjects of his research. The HEW document, "Toward a Social Report", and Project Camelot illustrate some of these difficulties. Complete independence of social scientists from public or private external influence is impossible, however. Their adherence to a posture of "countervaleance"--for example, diversifying their sources of patronage and favoring less powerful groups and institutions as clients--would come closest to achieving the practicable equivalent of such intellectual independence. In particular, they should avoid lending themselves to any strengthening of the Presidency or other institutions of centralization, and to any furtherance of officials' manipulative attitude toward mass opinion. In their professional associations they should, finally, adopt ethical canons in pursuit of these ends.

Harris, Fred R., ed. "Social Science and National Policy." A Trans-action book, published by Aldine Publishing Company, 1970, 152 pages.

Collected reprints of articles on social science policy which originally appeared in Trans-action magazine. Included are: "A Strategy For The Social Sciences," Fred R. Harris; "The Problems of Poverty: Sick Cities and the search for a cure," Kenneth B. Clark, et. al; "Life in Ap-palachia--The Case of Hugh McCaslin," Robert Coles; "On the Case in Resurrection City," Charlayne A. Hunter; "Poverty Programs and Policy Priorities," Marin Rein and S. M. Miller; "Reporting on the Social State of the Union," Walter F. Mondale; "The Case for a National Social Science Foundation," W. Willard Wirtz, et. al.

Jenkins, William I. and Irving Velody. "The Social Sciences and Government: Do the natural sciences show the prescribed path?" Social Science Information, October 1970, pages 91-118.

Well-written article which traces the history of relations between the natural/physical sciences and government to provide perspective on current discussions of the evolving relationship between the social sciences and government. "Our examination of science-government relations showed certain distinguishing features--a doctrine of crisis, complexity of governmental objectives, and a lack of consensus amongst the scientific community. A similar analysis of the social sciences and government indicates that most of these factors may be unobserved...The social sciences are undoubtedly treated differently by government when compared with the natural sciences. The reasons for this...include governmental distrust of non-neutral subjects with little immediate application coupled with scientific fear of governmental control and the role of a social technician. However, our analysis also indicates that governmental time perspectives, values and institutions are slowly altering. But, "if the needs and perceptions of governments are changing, how aware are the social scientists of this change?" Social scientists should consider how they might best organize to "put forward a united consensus," and how they might best contribute in decision-making on social science policy. Determination of a policy for the social sciences, argue the authors, should not be left to chance.

Lessing, Lawrence. "Science Takes a Closer Look at Man." *Fortune*, January 1970, pages 113-4, 156-8.

Short review of policy and research problems encountered by social and behavioral scientists who are increasingly called upon to provide scientifically valid answers to social questions.

Lipsky, Michael. "Social Scientists and the Riot Commission." In "Social Science and the Federal Government." *The Annals of the American Academy of Political and Social Science*, March 1971, pages 72-83.

"This paper examines the temporal, political, conceptual, and methodological constraints encountered by social scientists working for the National Advisory Commission on Civil Disorders (Kerner Commission). Focusing on efforts to develop a synthetic, theoretical explanation of the causes of disorders, to collect data on riot cities, and to adhere to accepted forms of social research, we discuss a fundamental tension between procedures preferred by social scientists and the demands of staff directors who must anticipate the ways in which commissioners will receive staff research. Under the circumstances, social scientists in some cases may conduct research on limited questions without significant interference in work schedules or modes of presentation. However, because of these constraints more often social scientists and their work serve to legitimate procedures and findings which are primarily developed without social science contributions."

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Lyons, Gene M. "The President and His Experts." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 36-45.

"There is a useful distinction between the President of the United States and the Presidency, especially important because of the critical role of the President in shaping the public interest. Agencies making up the 'institutional Presidency' have evolved over the years to serve the growing needs of the President. As a conglomerate, they provide the closest approximation to a national planning organization that American politics will tolerate. But the effectiveness of any agency is directly related to its usefulness to the President. Within these agencies, moreover, social scientists, among other experts, have been brought into the orbit of presidential power as expertise has become important to the planning process. There they operate in a highly political environment in which they vie for the President's attention with other advisors who, from a different set of responsibilities, may have a different but equally valid view of what is in the President's best interests. Like other experts, social scientists may thus find themselves torn between their allegiance to the President and the professional standards of their own expertise. The dilemma is particularly difficult since their usefulness to the President resides precisely in their expertise and they cannot escape the issue by ignoring or distorting professional standards."

Orlans, Harold. "The Political Uses of Social Research." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 28-35.

"As scientific disciplines, the social sciences are more limited, and hence less useful to government, than either the social science 'establishment' or its radical critics contend. However, as a rationale for political action and inaction, and as a mode of political discourse, they have many demonstrable uses. The social sciences are not 'value free' but a social enterprise of some complexity. At the same time, the federal government is not a conspiracy but a collection of subsystems loosely brought into coherence through the combined policy functions of the President and the Congress. At one level of government, social scientists contribute an orderly collection of facts and information. At another, they contribute to the interpretation of information. But in this interpretive role, their performance cannot be understood in apolitical terms; several kinds of politics influence their behavior: personal, professional, tactical, and party."

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Orlans, Harold. "Social Science Research Policies in the United States." *Minerva*, Vol. 9, January 1971, pages 7-31.

Considers the place of the social scientist in the science policy machinery, the favorable and unfavorable aspects of the proposed Council of Social Advisers, the adequacy of Federal expenditures for social science research, and policies of the Federal government toward social science research.

"Research Resources: Annotated Guides to the Social Sciences." Santa Barbara, American Bibliographic Center, forthcoming June 1971.

This second volume covers official publications of U. S. Government, United Nations, international organizations, and statistical sources.

Riecken, Henry W. "The Federal Government and Social Science Policy." In "Social Science and the Federal Government." *The Annals of the American Academy of Political and Social Science*, March 1971, pages 100-113.

"The United States government does not have a social science policy, but the interaction between government agencies and the large body of American social scientists produces emphases and directions. Both social scientists and government agencies are loosely organized in a pluralistic and flexible fashion without central control despite several administrative attempts to supply it. Federal support for social science is largely centered in four agencies which provide two-thirds of the funds, although the diversity of agency support provides considerable flexibility. Social scientists have found it advantageous to ally themselves with physical scientists in seeking support, with one result being the encouragement of empirically oriented research rather than humanistic research or politically controversial subjects. Three non-governmental organizations play special roles in social science policy; through study committees and advisory groups they provide emphases and development of uses of social science. Three recent reports from these organizations have made a number of policy recommendations, including: greater representation of social science at high levels of science policy-making; more use of collected data, but without infringing on individual privacy; development of social indicators; improvement of education in social science; increased international collaboration among social scientists; development of applied-behavioral-science schools; inclusion of behavioral science studies in curricula of professional schools. The principal emphasis of the recommendations is bringing social science into closer conjunction with the practical affairs of the society."

Riecken, Henry W. "Social Sciences and Social Problems." Social Science Information, Volume 8, no. 1, pages 101-129.

Review by the President of the Social Science Research Council of how the "social sciences might become more useful and more used in resolving social problems." An excellent assessment for both policy makers and social scientists. The paper is based on lectures delivered at the University of California, Santa Barbara, February 1968.

Schick, Allen. "From Analysis to Evaluation." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 57-71.

"During the 1960's, program innovation and social analysis bloomed concurrently. Especially during the mid-years of that decade, many new social enterprises were spurred by the confident analyses of social scientists. The 1970's, however, have ushered in a period of program evaluation and public retrospection. The emphasis no longer is on building a record of program initiatives or on projecting the cost-effectiveness of prospective federal policies, but on looking backward to measure what has been accomplished by means of the activities already undertaken.

"The difference between analysis and evaluation is tied to the policy-making context within which social science operates. The uses of analysis are most in demand when underutilized slack resources are available, when there is a great deal of confidence in the efficacy of public action, and when policy-makers want to forge new program initiatives. When these conditions change, the dominant tone of both social science and public policy shifts to evaluation. The drainage of resources, confidence, and the will to innovate thus account for the recent rise of evaluation."

Schooler, Dean, Jr. "Political Arenas, Life Styles, and the Impact of Technologies on Policymaking." Policy Sciences, Vol. 1, 1970, page 275-87.

"Public policies are often founded upon or employ specific technologies. Two basic types of technology are distinguished--behavioral and physical technologies--and their contributions to policy and policymaking are discussed. The attractiveness of a technology to policymakers depends on how politically significant groups view the technology's impact on life styles and its implications for the allocation of values. ...Behavioral technologies generally are perceived to 'redistribute' values (power, respect, wealth, status) and 'regulate'

styles of living, while physical technologies generally appear to 'distribute' values, opportunities, and freedom to pursue desired life styles. The policy sciences are given separate treatment as a behavioral technology with both 'distributive' and 'redistributive' aspects. The creative use of physical technology, development of multidisciplinary policy studies, and efforts towards more 'distributive' behavioral technologies are discussed as more relevant and productive for policymaking."

An extended version of this study was published by the Free Press, 1971.

Sinclair, Ruth. "Bibliography of Social Science Policy." Loughborough, Loughborough University of Technology, Centre for the Utilisation of Social Science Research, Vol. 1, June 1968, Vol. 2, December 1968, Vol. 3, January 1970, Mimeo, various pagings.

Extensively annotated, includes American material.

"Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science. March 1971.

Special issue of the Annals, devoted to exploring current questions of the relationship between social science and the Federal government. Included are: "Social Sciences and the Federal Government: An Introductory Note," Gene M. Lyons; "Knowledge, Power, and Democratic Theory," Sanford Lakoff; "The Obligations of American Social Scientists," Philip Green; "The Political Uses of Social Research," Harold Orlans; "The President and His Experts," Gene Lyons; "Macro-Economics for Macro-Policy," Edward S. Flash, Jr; "From Analysis to Evaluation," Allan Schick; "Social Scientists and the Riot Commission," Michael Lipsky; "Congressional Information Processes for National Policy," Norman Beckman; "The Federal Government and Social Science Policy," Henry W. Riecken; "The Federal Government as a Source of Data," Conrad Taeuber; and "More Reading: A Bibliographic Note," Gene M. Lyons. See author entries for descriptions of each article.

"Social Science, Government, and Science Policy." Summary Discussions at Workshop sessions, Round Table on the Social Aspects of Science Policy, University of Toronto, March 1969.

One of the major foci of discussion was that social scientists should assist in goal articulation and formulation.

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"Symposium on Applying Knowledge from the Behavioral Sciences to Social Legislation Programs: Summary of Conclusions and Recommendations." Symposium conducted by the Brookings Institution at the request of U. S. Office of Education, Department of Health, Education, and Welfare, October 28-31, 1970. 12 pages.

Topics of discussion were: extent of use of social science knowledge in social programs; programmatic actions required to improve utility; and executive, legislative and judicial actions required to improve utility. Participants at the conference were evenly divided between producers and consumers of social science. Recommendations, summarized here, are: (1) The Federal government should take a systematic approach in communicating its social research needs; (2) Social scientists should do more policy relevant research; (3) A national conference should be held on the role of the social sciences in the solution of national problems; (4) Social scientists should inform legislators and executive agency personnel of potentially useful social science research; (5) Government agencies should develop better social science research capability; (6) support of a system of social indicators; (7) final reports emanating from commissions composed of social scientists should include a plan for the utilization of findings; (8) Congress and Federal Commissions should make greater efforts to receive the testimony of social scientists; (9) Congress should establish positions of rotating professorships for social scientists in the Library of Congress; and (10) social scientists should consider creating a national social science organization located in Washington.

Terhume, Kenneth W. "Social Science and Foreign Policy: Some Governmental Views." Report, Society for the Psychological Study of Social Sciences Newsletter, No. 121, April 1969, pages 1 and 8.

International relations scholars and governmental officials discussed: (1) needs of the government for social and behavioral science consultation and research; (2) resources available in the scientific community; and (3) means to improve policy-relevant research and consultation.

"Towards a Policy for Social Research." Special issue of International Social Science Journal, Vol. XXII, No. 2, 1970.

Most of the articles in this volume are versions of papers originally submitted to a round table on social research policy and organization held in Copenhagen, September 1969, under the auspices of the Danish Government in collaboration with UNESCO and the Danish National Institute of Social Research. Participants included teachers, researchers and government officials. The major theme revolved around

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the need to incorporate social science more systematically into government considerations of science policy.

Articles in this volume are: "Introduction," Henning Friis; "Rational salary policy for leading universities in developing nations," Robert M. Bernardo and Dean A. Worcester, Jr.; "Problems of staff development in social research organizations," Angus Campbell; "Relations between research institutions and users of research," Albert B. Cherns; "Factors affecting scientific productivity: the Latin American case," Oscar Cirnblit; "Contribution of the social sciences to the guidance of national policy," Bernard-Pierre Lecuyer; and "Social research institutions: types, structures, scale," Eric Trist.

"Under a Program Initiation Fund, Studies of Problems of Society." News Report, NAS-NRC-NAE, Vol. XXI, No. 2, February 1971, page 6.

Describes initiation of four National Research Council studies on "significant social problems." The new studies are: (1) nature and dimensions of heroin use in the United States, NRC Division of Behavioral Sciences; (2) scientific questions and policy issues raised by problems of social disorder and social control, by Division of Behavioral Sciences, NRC; (3) Environmental considerations of non-renewable resources, Division of Earth Sciences, NRC; and (4) problems of decision-making in consideration of such matters as pesticides, food safety, and renewable-resource management, Division of Biology and Agriculture, NRC.

U. S. National Science Foundation. "NSF Justification of Estimates of Appropriations, Salaries and Expenses, Special Foreign Currency Program, FY 1972 to the Congress." 1971, various pagings, A-0 parts.

Includes details of the Foundation's plans for a substantial increase in support for the social sciences and for social indicators research under the new program of Research Applied to National Needs, RANN. In FY 70 the Foundation's support for social indicators research totaled \$666,100. The Foundation proposed to increase this support to \$5,000,000 in FY 72. Basic scientific research support for social indicators, according to the Foundation, will be increased to \$3,000,000 in FY 72.

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U. S. President's Task Force on Science Policy. "Science and Technology: Tools for Progress." The Report of the President's Task Force on Science Policy, April 1970.

"National science policy must consider current trends in our society such as the exponentially changing social, cultural, political, and economic environment which calls for improvement in our institutions to enable them to adapt responsibly... The tie between basic science and our current social problems can be reinforced in two ways: by identifying the technological components of the social problems and then supporting the basic science underlying these technologies; and also by strengthening the basic social sciences that underpin our understanding and control of social processes. Both of these strategies lead to emphasizing the scientific-technological parts of the Government agencies having responsibility for dealing directly with our social problems, and both emphasize the necessity for closer working relationships between social and physical scientists, and among engineers, managers, and applied social scientists. Special efforts are needed to force this merger of talents." (page 17)

SOCIAL SCIENCE POLICY

International

Dror, Yehezkel. "Social Science Metapolicy: Some Concepts and Applications," RAND Corporation, May 1970, P-4372, 9 pages.

This paper, presented in the form of an outline, was prepared to serve as background material for the International Social Science Council Conference on Social Science Policy, Paris, April 1970. The thesis is that improvement of public decision-making, requires assistance from social scientists.

Friedman, S. "The International Social Science Council: Aims and Activities," UNESCO Chronicle, Vol. 17, No. 2, February 1971, pages 52-6.

"International Conference on Social Science Policy." Social Science Information, October 1970, pages 119-124.

This article summarizes the proceedings and conclusions of the "International Conference on Social Science Policy," Paris, April 1970. The conference was financed by the International Social Science Council. Topics discussed include: social science and public policy; policies for the development of the social sciences; the role of social scientists in making social science policy; cultural influences on the social sciences; and policies relating to the improvement of social science data.

"International co-operation in the development of social science research." International Social Science Journal, Vol. XXII, No. 1, 1970, pages 152-5.

"A round table on social research policy and organization, held under the auspices of the Danish Board of Technical Co-Operation with developing countries in collaboration with UNESCO and the Danish National Institute of Social Research, took place in...Denmark from 7 to 20, September 1969. Attended by twenty-six leading social scientists from all parts of the world, it issued the following report on international co-operation in the development of social science research."

Among the recommendations was the following:

"The first priority [for national, regional, and inter-

national co-operation in social science research] is clearly the establishment of a number of viable multi-disciplinary social science research institutions, capable not only of doing research, but also training social scientists at all levels, and servicing other social science institutions. The standards of research and training of such an institution should be at the highest international level. In fact, these centres should be foci for the growth of high-quality social science. The staff should represent the entire range of social science disciplines; there should be library facilities, computer facilities, clerical services and other duplicating and mechanical devices..." The centers would train students and conduct interdisciplinary social science research.

"International Organizations in the Social Science." Paris, UNESCO, 1965.

Discusses the aims and organizations of 14 international bodies in consultative relationship with UNESCO: International Association of Legal Science; International Committee for Social Science Documentation; International Economic Association; International Institute of Administrative Science; International Law Association; International Policital Science Association; International Social Science Council; International Society for Criminology; International Sociological Association; International Statistics Institute; International Union for the Scientific Study of Population; World Association for Public Opinion Research; and World Federation for Mental Health.

Marshall, T.H. "International Co-operation in the Social Sciences." paper, UNESCO, Paris, 1965.

"Describes the history of international co-operation in social science." Also enumerates problems in cooperative relationships: differences in culture, language, ideology and geographic location. Speculates on the role international and interdisciplinary bodies can play in developing the social sciences.

"The Social Sciences: Problems and Orientations." (Selected studies in the behavioral sciences.) Mounnton UNESCO, The Hague, 1968, 507 pages.

"The articles and studies which make up this collection have been written in connection with the survey undertaken by UNESCO on the main trends of research in the social sciences and humanities. The first part of this study, "Problems and Points of View of the Social Sciences," concerns psychology, linguistics, social and cultural anthropology, demography, sociology, economics and

political science; it is for this part of the study that contributions have been requested from qualified specialists for use in the preparation of the different chapters. The contributions are relatively brief studies --- dealing with specialized themes, recent or unpublished research or questions bordering on several disciplines --- which treat their subjects in a particularly precise manner or give information which would not have otherwise been easily available."

The second part of the study is an overview of trends in methodology. Tools reviewed are: theory of systems, models, methods of simulation and comparative and interdisciplinary research.

United Nations Educational, Scientific and Cultural Organization. "Guide for the establishment of national social science documentation centres in developing countries." By Jean Meyriat, International Committee for Social Sciences Documentation in collaboration with Micheline Beauchet. Paris, UNESCO, 1969, 72 pages.

Deals with the problems of planning and organization which must be faced and solved if a National Social Sciences Documentation Centre is to be set up in Africa, Latin America or Asia.

United Nations Educational, Scientific and Cultural Organization. "International repertory of sociological research centres outside the U.S.A." Prepared by the International Committee for Social Sciences Documentation. Paris, UNESCO, 1965, 125 pages.

Bilingual: English and French. The directory lists public or private institutions exclusively or primarily devoted to sociological research and employing a salaried scientific staff.

United Nations Educational, Scientific and Cultural Organization. "Main Trends of Research in the Social and Human Sciences: Part One: Social Sciences." Mouton, UNESCO, 1970, 819 pages.

This volume represents the first part of the project "International Study on the Main Trends of Research in the Social and Human Sciences," approved by the General Conference of UNESCO in 1964. Separate chapters by eminent social scientists review the history and current status of research in social science disciplines and evaluate deficiencies and research needed to improve the state of knowledge of each area. Chapters in this volume are: "The place of the sciences of man in the system of sciences," Jean Piaget; "(Research in) Sociology," P.F. Lazarsfeld; "(Research in) Political Science,"

W.J.M. Mackenzie; "(Research in) Psychology," Jean Piaget; "(Research in) Economics;" "(Research in) Demography," by Jean Bourgeois-Pichat; "(Research in) Linguistics," Roman Jakobson; "General problems of interdisciplinary research and common mechanisms," Jean Piaget; "Mathematical models and methods," Raymond Boudon; "Problem-focused research," Pierre de Bie; "Cross-cultural, cross-societal and cross-national research," Stein Kohkan; and "The organization and financing of (social science) research (in the context of science policy)," Eric Trist.

Part II of this survey will treat: legal sciences, historical sciences, archaeology and prehistory, artistic and literary expression, and philosophy. It is scheduled to be released in 1972.

The UNESCO effort is a companion to its survey on trends of inquiry in the natural sciences, "Current Trends in Scientific Research," by Pierre Auger, UNESCO, 1964.

United Nations Educational, Scientific and Cultural Organization. "The social science activities of some Eastern European academies of sciences." UNESCO, Paris, 1964, 61 pages.

Explains their structure and methods of work and presents some examples of their activities in the field of social sciences.

United Nations Educational, Scientific and Cultural Organization. "World list of social science periodicals." UNESCO, Paris, 1966, 448 pages.

Bilingual: English and French; Details under each entry concern the editor, publisher, periodicity and coverage.

SOCIAL ACCOUNTING

Agoes, Carol. "Social Indicators: selected readings." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 127-132.

"This bibliography is intended to be a working list of sources representative of the new field of social indicators and social accounting. It includes both a sampling of works that outline theoretical developments in the field and some illustrative attempts to develop social indicators and reports. For the sake of brevity, only collections of papers have been provided with annotations which indicate the titles and authors of articles contained therein. A review of this bibliography will illustrate the interdisciplinary nature of the social accounting movement. Because social accounting originated so recently and is developing so rapidly, the majority of the references bear dates of 1965 or later. Inasmuch as this bibliography is a selection of readings, it obviously makes no claim to inclusiveness."

Biderman, Albert D. "Information, Intelligence, Enlightened Public Policy: Functions and Organization of Societal Feedback." Policy Sciences, Vol. I, 1970, pages 217-230. (Portions of this paper were presented at the 65th Annual Meeting of the American Political Science Association, New York, 1969 and at a Colloquium on Urban Intelligence Systems at the Center for Urban Studies, Wayne State University, 1969).

"Normative properties which make social statistics useful as social indicators are illuminated by considering the functions systematic social knowledge has at various levels of social organization and the involvements of actors at these various levels in roles which result in such knowledge. Modes and degrees of generalization which make knowledge useful for action at the lowest levels of social organization ("information") or for administration at intermediate bureaucratic levels ("intelligence") are not necessarily applicable to the formation of broad social policy ("policy knowledge") or for affecting the general conceptions of the social world held by broad public ("enlightenment"). The latter two functions are not always well served by data which have been collected and ordered by systems primarily responsive to the former two functions."

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Biderman, Albert D. "Kinostatistics for Social Indicators."
Washington, D.C., Bureau of Social Science Research, Inc., 1971,
15 pages. (BSSR 532.)

This paper explores a National Science Foundation funded project on the potential of using nonprint techniques for displaying and disseminating social statistical information. "The project will attempt to bring together the ideas of of social scientists with those of specialists in the arts and technologies of communication and data display."

Bureau of Labor Statistics, U.S. Department of Labor. "State Economic and Social Indicators: Wages and Family Income, Educations Attainment, Projected Growth in Labor Force, 1970-80, and Relative Advantage of Pay to Living Costs, 1970." U.S. G.P.O., 1970, 96 pages.

A first attempt, using currently collected statistics, to provide States and civic and labor-management organizations with a statistical "selection of facts about the 50 States in a format designed to help the busy administrator see his own State in the context of other States and the country as a whole." Suggested "social indicators" for a "do-it-yourself socio-economic profile" include statistics on educational attainment; state expenditures for education; data on AFDC recipients; Infant mortality rates; and crime rates.

Center for Urban Studies. Wayne State University. "Social Reporting in Michigan: Problems and Issues." HUD Project No. Michigan P-272. Clearinghouse for Federal Scientific and Technical Information January 1970. 286 pages.

"This report examines how the State can exercise leadership in providing regular and reliable public information on the quality of life in the State of Michigan and the area covered by the Southeast Michigan Council of Governments. The development of a comprehensive system of social reporting would provide the basis upon which to judge the extent to which towns, cities, states, or other administrative units are or are not meeting social needs. The first three sections of the report deal with the need for regular public reporting; present activities associated with quality of life reporting in Michigan, an overview of Federal, state, and local activities, and the organization of societal information...., six substantive areas of high priority policy significance are treated..." demographic indicators, health indicators, economic indicators, lawful behavior indicators, education indicators, and environmental qualify indicators. ... The last two sections of the report provide recommendations relative to the State of Michigan.... Specifically, it is recommended that (1) the Governor's office initiate an annual Social Goals and Indicators Report with supplemental annual in-depth reports...and (2) that the Southeast Michigan Council of Governments arrange for the coordination of an effort to initiate a system of regular reporting on the quality of life in Southeast Michigan."

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Clausen, A. W. "Toward an Arithmetic of Quality." Conference Board Record, Vol. 8, May 1971, pages 9-13.

The first step toward effective policy making must be the development of a set of social accounts, or social report, that can "identify, assess and measure those elements of national life that are essential to our well-being--and which are not, and cannot be, measured by present economic indices."

"Demographic Accounts: A Step Towards Social Accounting." The OECD Observer, December 1970, pages 35-38.

"Developing Urban Indicators: Some First Steps." Search/ A Report from the Urban Institute, Vol. 1, No. 3, May/June 1971, pages 3-6.

Status report on social indicators research conducted by The Urban Institute primarily by Michael J. Flax under the direction of Harvey A. Garn. This article summarizes the Institute's research on urban indicators for Washington, D.C. and discusses cultural and political barriers to the adoption of social indicators. Current social indicators research at the Urban Institute deal with "comparative indicators describing the courts, correction systems, characteristics of the policy, and the extent of criminal activity in large U.S. cities. Additional future plans...include working with individual cities to develop indicators comparing different sections of the same city, and publication of racial indicators showing comparative conditions across cities."

Etzioni, Amitai. "Indicators of the Capacities for Societal Guidance." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 25-34.

"This paper discusses the continuation of an effort to develop indicators for macrosociological concepts. Indicators for two concepts are suggested: for the knowledge that a societal unit commands and for the mobilization of its membership. The theoretical justification for focusing on these two concepts is briefly discussed, and the merits and shortcomings of various indicators are explored."

Ferriss, Abbott L. "Indicators of Change in the American Family."
New York, Russell Sage Foundation, 1970, 145 pages.

This is the third study in the continuing series published by the Russell Sage Foundation. Indicators of Change in the American Family time-series data useful for understanding social change. "Most of the social indicators on the family presented..have been extracted from published sources and are reproduced as they originally appeared. A few other indicators have been contrived from available data, however, in an attempt to create more sensitive indicators... The statistical time series are presented and organized topically: marriage, marital status, households, fertility, dependency, divorce, work and income, and poverty. ... The series are illustrated by graphs and accompanied by a brief commentary on a facing page. [The discussion] illustrate(s) some of the utilities of analyzing changes in an institution through time series, to explore approaches to developing social indicators, and to stimulate others to improve the data, the method, and the theory underlying the study of social change."

Gastil, Raymond D. "Social Indicators and the Quality of Life."
Public Administration Review, November/December 1970, pages 596-601.

"It is likely that highly abstract social indicators for the 'quality of life' or very broad aspects of it will be presented as aids to decision makers in the near future. The nature of the data available and past experience suggests that such indicators should be viewed with suspicion. ...There is a great deal of room for better presentation and use of social statistics in the understanding of where we are and where we are going. There should be more comparison over time and from place to place, while the less apparent variable working behind each statistic should be explored and made more explicit. Statistics used to sum together into measures of abstractions such as quality of life should be viewed with a great deal of apprehension. Releasing statistics already gathered, such as those in education, to make possible further meaningful comparisons and analyses should be as important a goal as the gathering of new data."

Gerbner, George. "Cultural Indicators: The Case of Violence in Television Drama." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals. Volume 388, March 1970, pages 69-81.

"The cultural transformation of our time stems from the extension of the industrial-technological revolution into the sphere of message-production. The mass production and rapid distribution of messages create new symbolic environments that reflect the structure and functions of the institutions that transmit them. These institutional processes of the mass-production messages short-circuit other networks of social communication and superimpose their own forms of collective consciousness--their own publics--upon other social relationships. The consequences for the quality of life, for the cultivation of human tendencies and outlooks, and for the governing of societies, are far-reaching. Informed policy-making and the valid interpretation of social behavior require systematic indicators of the prevailing climate of the changing symbolic environment. A central aspect of cultural indicators would be the periodic analysis of trends in the composition and structure of message systems cultivating conceptions of life relevant to socialization and public policy. Findings of studies of the portrayal of violence in network television drama illustrate the terms of such analysis, and demonstrate the need for more comprehensive, cumulative, and comparative information on mass-cultural trends and configurations."

Hanushek, Eric A. "Developing Local Educational Indicators--The Priorities." RAND Corporation, Santa Monica, August 1970, P-4434, 14 pages.

"There has been considerable discussion about development of a set of social indicators. This discussion has mostly been at the national level.... However, since a number of the areas grouped under social indicators, such as education, public safety, housing and political participation, have traditionally fallen into the bailiwick of local governments, it is inevitable that emphasis will soon shift to social indicators at a local level. (This) paper delineates a set of priorities in local data collection for educational indicators. This discussion is an outgrowth of one of the first inquiries into local social indicators, sponsored by the City of Chicago."

Helmer, Olaf. "Report on the Future of the Future-State-Of-The Union Reports." Sponsored by the Russell Sage Foundation. Middletown, Connecticut, Institute for the Future, October 1970, 42 pages, R-14.

"Publication of the first volume in the annual series of 'State-Of-The-Union Reports' is planned for 1971. The present report is intended as a first step toward that end, in presenting a preliminary outline of the format and content of such a volume and thereby providing some guidance for the data collection and analysis that must precede its writing and publication." This report, in the form of an outline includes the following factors: content requirements, problem of describing the state of the Union; satisfaction indices; ranking by importance, description of the present state of the Union; forecasts, cross-impacts, societal options, and feedback via questionnaire.

Henriot, Peter J. "Political Questions About Social Indicators." The Western Political Quarterly, Vol. XXII, No. 2, June 1970, pages 235-55.

The author raises "some of the political questions which should be asked about social indicators and about the social indicators movement." Among the questions covered are the following: "(1) Is the root of contemporary social problems a lack of information or a conflict of interests?; (2) What are the consequences of the political orientation of the proponents of social indicators?; (3) What political consequences follow from the fact that social indicator systems are modeled upon economic systems?; (4) Can there be value-neutrality in the choice of questions to be asked in developing social indicators systems?; (5) What political consequences follow from the fact that some phenomena can more readily be measured than others?; (6) What influences will lobbying pressures have on the gathering of data?; (7) What influence will the character of a particular agency have upon the gathering of data?; (8) What is the political importance of the presentation of a social report which utilizes systems of social indicators?; (9) What safeguards are necessary to prevent the 'management of data'?; (10) Is it possible or desirable to prevent indicators from being used as vindicators and indicators?; (11) To how wide an audience will the data for social indicators be available?; (12) What are the dangers to privacy that a system of social indicators might involve?; and (13) What impact upon administration will the use of social indicators have?"

Herrick, Neal Q. and Robert P. Quinn. "The Working Conditions Survey as a Source of Social Indicators." Excerpts reprinted from Monthly Labor Review, April 1971. In Congressional Record, July 15, 1971, pages S11131-3.

Summary of study conducted by University of Michigan Survey Research Center on development of "working conditions" social indicators. The Department of Labor, which supported this survey research study needed data to address the following two issues: (1) "That the proportion of its resources allocated to existing programs might not reflect the actual importance of these programs to workers, and (2) that its traditional labor standards programs might be ignoring other important problems confronting workers." The researchers collected data from workers on the extrinsic and intrinsic elements of work and attempted to relate these elements to workers' satisfaction with their jobs. All of the data has not been analyzed yet so no final conclusions have been drawn. However the researchers report: that continuous assessment of changes in workers' attitudes, through a series of social indicators measuring working conditions problems as experienced and evaluated by the workers themselves is necessary to develop appropriate legislation relating to the work and welfare of employed persons.

"Indicators of Trends in the Status of Women." New York, Basic Books, 1971.

Part of the Russell Sage Foundation publication series on social indicators.

Jones, Martin V. and Michael J. Flax. "The Quality of Life in Metropolitan Washington, D.C.: Some Statistical Benchmarks." The Urban Institute, Washington, D.C., March 1970, 82 pages. (Working Paper 136-1,)

"This is the first of a series of Urban Institute research reports on the subject of 'urban indicators'. This report, using data currently available, presents indicators for fourteen 'quality of life' areas. Based on these indicators, charts and summary tables are developed showing Washington's current status in each quality areas, its latest ranking, and its rate of change compared to the seventeen other largest metropolitan areas. Limitations of the indicators used and plans for future research are included."

Krendel, Ezra S. "A Case Study of Citizen Complaints As Social Indicators." A paper to be published in IEEE Transactions on Systems Science and Cybernetics, October SSC-6, 1970, 26 pages.

Krendel, Ezra S. "Social Indicators and Urban Systems Dynamics."
Paper presented at the Symposium on Human Factors in Urban
Development, Metropolitan Chapter Human Factors Society,
Columbia University, New York, April 11, 1970. Available from
Wharton School of Finance and Commerce, University of
Pennsylvania, Philadelphia, Pennsylvania, 19104.

Levy, Claudia. "Visual Statistics Map Social Needs." Washington
Post, January 3, 1971, pages H1-H2.

The article describes computer mapping, by Urbanetics, Inc.,
of patterns of crime, educational needs, population, employ-
ment, etc. with patterns showing how Federal monies are
spent in that map's geographical area in the solution of
identified social problems.

Linowes, David. "Accounting for Social Progress: Yardsticks Must Be
Found For Public Programs." Reprinted from New York Times, March 14,
1971. In "Accounting for Social Progress." Extension of remarks
of the Hon. Frank E. Moss. Congressional Record, March 29, 1971,
pages E2369-70.

The author urges that social scientists, professional accountants
and business managers join forces to create a new discipline
for evaluating the impact and quality of social programs---
"socio-economic management." The objective of this
proposed activity is to combine social scientists' expertise
in developing qualitative standards for evaluating social
programs with accountants' and business managers' expertise
in developing quantitative standards for evaluating program
efficiency. The author identifies five principles of
socio-economic management, and urges establishment of
socio-economic management councils at the local level to
examine the quality of existing programs in education,
environment, crime, poverty and drug control. Mr. Linowes
is a partner in an accounting firm and has served as adviser
to the State Department and the United Nations.

Little, Dennis and Richard Feller. "STAPOL" A Simulation of the
impact of policy, values, and technological and societal develop-
ments upon the quality of life." Middletown, Connecticut, Institute
for the Future, October 1970, 10 pages, Working paper WP WP-12.

"Over the past two years, the Institute for the Future has
conducted research in technological and societal forecasting,
social indicators, value change, and simulation gaming. This
paper describes an effort to bring together parts of the
above research into a simulation game ("State Policy", or
STAPOL) for analysis of the impact of government policy,
social values, and technological and societal developments
upon the quality of life in a hypothetical, highly industri-
alized, two-part, New England State."

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Long, Norton, E. "Indicators of Change in Political Institutions." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 35-45.

"Political science has been largely absorbed in aimless institutional description, rather than in the attempt to explain humanly significant change. Unlike economics--war and revolution apart--it has no phenomena of the order of the business cycle, inflation, growth rates, and the like, of demonstrable human consequence, of which it seeks to give theoretical comprehension, and to develop intervention strategies from this comprehension. Without explanatory theory, it has no occasion to develop indicators except as the implicit theory of common sense suggests the value of such indicators. For the most part, such indicators as we have were developed as predictors and are without explanatory value. This state of affairs is now in the process of alteration. The reports of the Kerner and Eisenhower Commissions, however, unsatisfactory, provide scenarios of significant social change, with partially explicated theory to account for it, and with some specification of the relevant variables. The movement of these variables suggest theoretically significant indicators whose values could predict significant change. Fruitful development can be expected as our capacity for evaluation highlights humanly important phenomena whose explanation will suggest the indicators necessary for the use of that capacity."

Mondale, Walter F. "Behavioral Scientists Urge Establishment of Council of Social Advisers." Statement and materials inserted into the Record, by the Hon. Walter F. Mondale on the floor of the Senate. Congressional Record, August 4, 1971, pages S13107-S13113.

This statement includes an analysis by Senator Mondale, principal sponsor of S. 5, the bill to create a Council of Social Advisers, of social scientists' support for establishing a social accounting mechanism in government. "Although the social science community has been reluctant to support this proposal vigorously in the past, I am happy to see," observes Mr. Mondale, "that opinions are shifting." Several materials are included to support this evaluation.

One: excerpts from the "Symposium on Applying Knowledge from the Behavioral Sciences to Social Legislation Programs," conducted by the Brookings Institution at the request of the U.S. Office of Education. The symposium was attended by noted social scientists, executive branch personnel and legislators. The report of the symposium states that "many participants came to the symposium strongly opposed to the creation of a Council of Social Advisers. ...After reexamining the issues, however, the group felt that the legislation and structures should be created." Additional report conclusions are excerpted in the Senator's statement.

Two: recent testimony, before the Special Subcommittee on the Evaluation and Planning of Social Programs, by noted social scientists indicating support for S. 5, and describing some social scientists' opinions on the need to create a social accounting system. Raymond A. Bauer, author of Social Indicators, and former senior consultant to the National Goals Research Staff, testified on the urgency of moving ahead with social accounting and the institutional arrangements necessary to systematize government activities in this area. Prof. Bauer, describing recent social science research and policy activities evaluates the pros and cons of his own and other social scientists' former reluctance to support these proposals. Dr. Nicholas J. Demerath III, executive officer of the American Sociological Association, described early resistance by some members of the social science community to the proposal: "...Many social scientists were convinced several years ago that our disciplines were not sufficiently developed to discharge the responsibilities entailed in a Council of Social Advisers and an Annual Social Report." He continued: "In my judgment, such modesty was appropriate at that time, but fortunately, the social sciences have developed rapidly since. ...I think it fair to say that we are well along with a methodological revolution that is producing greater rigor in handling more complex phenomena," which has caused social scientists' to feel more confident that they can perform functions required to support a social accounting system. Mr. Sol M. Linowitz, chairman of the National Urban Coalition, citing his experiences in preparing Counterbudget, urged establishment of a social accounting system to provide Congress with "the social data required to choose rationally between alternative resource uses, to evaluate program effectiveness, and to formulate comprehensive public policy."

Mondale, Walter F. (Sen.) "Social Advisers, Social Accounting, and The Presidency." In "The Institutionalized Presidency." Law and Contemporary Problems, Summer 1970, pages 496-504.

In this article, Senator Walter F. Mondale, principal sponsor of S. 5, the bill to create a Council of Social Advisers in the Office of the President, and to establish an annual social report, describes and evaluates the history of past fragmented and unsuccessful executive branch activities designed to provide better social data to improve policy making. "...We have seen two administrations rely...on the Budget Bureau, the Council of Economic Advisers, the Department of Health, Education, and Welfare, a new National Goals Research Staff, and a new Domestic Council to do a job which (two Administrations) agreed needs doing. ... We have already invested tremendous amounts of energy, talent, and money in cost-benefit analysis, experimentation with planning-programming, budgeting systems and a wide variety of program evaluation techniques."

The author suggests that neither Congress nor the President can make effective social policy in the absence of a continuous and more sophisticated mechanism of social measurement and evaluation. "I believe," states the author, "a Council of Social Advisers, charged with the responsibility for advancing and asserting existing knowledge of real social facts about this society, should serve to integrate, coordinate, and systematize the now dissident and discordant efforts of social planners and evaluators..." within the Government.

National Science Foundation. Division of Social Sciences. "Grants in Support of Research on Social Indicators Awarded in FY 1971." Mimeo, 1971, 3 pages.

A three page list on grants awarded by NSF in FY 1971 specifically in support of research on social indicators. Information is given on grant number, investigator, institutional affiliation of investigator, title of proposal, amount of funding and duration. Twenty-two grants, totalling \$2,063,000 were awarded in FY 1971.

National Science Foundation. "Memorandum to Social Science and Behavioral Science Journals: Subject: Social Indicators Research," October 6, 1970.

To help social scientists develop indicators designed to measure trends and changes in our society, the NSF awarded a planning grant to the Social Science Research Council for program development of social measurement. The Council will prepare for NSF and other interested research organizations a comprehensive plan for scientific studies to be conducted outside the Government on social measurement. The study is under the supervision of Dr. Henry W. Riecken, the award totals \$21,800.

"New Computer Mapping Program Developed." In U.S. Department of Commerce. Bureau of the Census. "Small-Area Data Notes." Volume 6, No. 6, June 1971, pages 3-4.

Describes development of a computer program, by Dr. Morton W. Scripper, University of Idaho, for computer assisted printing of social data maps. "Data areas (e.g. States, counties, census tracts, etc.) are printed on the map according to a classification of the statistical values of their data. The user specifies the number and limits of the statistical classes and their respective print symbols. Shading can be achieved by overprinting two or more printer characters." A listing of the program and procedures is available from the Data Access and Use Laboratory, Bureau of the Census, Washington, D.C.

Olson, Mancur. "An Analytic Framework for Social Reporting and Policy Analysis." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 112-126.

"Most of the agencies and departments of the federal government have planning, research, or evaluation staffs that help their administrators to deal with many of the tactical problems facing the federal government. But the President traditionally has had no comparable staff to do research into the larger or strategic social alternatives that the nation faces. There appears to be a need for such a staff, which might gain visibility and influence through the issuance of annual social reports. One difficulty is that there is no fully satisfactory intellectual framework or theory for the analysis of society-wide social problems. The main acceptable intellectual frameworks are the problem-solving approach, inherent in economic theory and operations research, and structural-functional analysis, which is common in several social sciences. This paper endeavors to show that structural-functional analysis is an incomplete version of the problem-solving approach, and that its main shortcomings can be traced to this incompleteness. The problem-solving approach, in turn, should be used with more concern about suboptimization, and with more interest in the softer variables characteristically considered in structural-functional analysis. Such a broadened use of the problem-solving approach is called complex systems analysis."

Olson, Mancur. "Recent Progress in Social Accounts." Paper presented at the Annual Meeting of the American Statistical Association, December 27-30, 1970, Detroit, Michigan.

Palley, Howard A. and Marian Lief Palley. "Social Policy Analysis: The Use of Social Indicators." Welfare in Review, Volume 9, March/April 1971, pages 8-13.

"Concern is growing among social policymakers about the need for precise and insightful methods of conducting social policy analysis and measuring the success of social welfare programs. Consequently, a number of social scientists are developing social indicators to provide systematic data on the nature and intensity of such social problems as hunger, ill health, and inadequate housing and to measure the costs and benefits of specific social welfare delivery systems. This article discusses the use and potential use of social indicators. In addition, it discusses a case study using social indicators to examine a social policy issue. Though the issue is racial disorders in U.S. cities, the methods used could be applied just as easily to any number of social policy questions."

Perle, Eugene D., ed. "Urban Indicators." *Urban Affairs Quarterly*, Vol. 6, December 1970, pages 135-248.

Partial contents: "Toward a framework for defining and applying urban indicators in plan-making," David E. Boyce; "Urban information systems and urban indicators," Kenneth J. Dueker; "Metropolitan income estimation," John M. Mattila; "Water quality: the state of the art," Henry A. Dirasian; "Interaction patterns," James Simmons; and "The Inner-city impact," Zvi Maimon.

"Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. *The Annals*, Volume 388, March 1970, 132 pages.

"This is the third issue of *The Annals* devoted to the discussion of social indicators and social reports. . . . This volume is addressed to ". . . important policy issues in social accounting: What is to be the focus of a social report? What is to be included under the label 'social indicators'? And how is this social knowledge to be linked to the process of policy-formulation?" According to the editors, "The resolution of these issues will determine whether the development of social indicators and reports will become a sterile academic ritual or a key focus of a contemporary social science of imagination and relevance." Many of the articles in this issue are based on papers and panel discussions on social indicators held at the 1969 annual meeting of the American Political Science Association.

Articles included are: "Social indicators, reports and accounts: toward the management of society," Michael Springer; "The intelligence of Congress: information and public policy patterns," Edward Schneider; "Indicators of the capacities for societal guidance," Amitai Etzioni; "Indicators of change in political institutions," Norton E. Long; "Intelligence in industry: the uses and abuses of experts," Harold L. Wilensky; "Perceptions aspirations, frustrations, and satisfactions: an approach to urban indicators," Ross Stagner; "Cultural indicators: the case of violence in television drama," George Gerbner; "Indicators for America's linkages with the changing world," Bruce M. Russett. "Values as social indicators of poverty and race relations in America," Milton Rokeach and Seymour Parker; "An Analytic Framework for social reporting and policy analysis," Mancur Olson; and "Social Indicators: Selected Reading," Carol Agocs.

For annotations on each of these items see the author listing in this bibliography.

Rokeach, Milton and Seymour Parker. "Values as Social Indicators of Poverty and Race Relations in America." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 97-111.

The purpose of this paper is to explore the usefulness of values as social indicators of underlying social problems. Using value choices of a national sample, an attempt was made to determine the extent and nature of cultural differences between groups differing in socioeconomic status and race. Since the publication of *The Negro Family* (the Moynihan Report), there has been lively debate and invective about the issue of whether or not cultural differences exist between the poor and the rich and between Negro and white. The issue of whether those living in poverty, particularly the Negro poor, are characterized by a distinctive culture of poverty-amelioration and community development. The findings reported here lend support to the idea that considerable value differences do distinguish the rich from the poor, but not Negroes from whites. For the most part, differences found between the latter disappear when socioeconomic position is controlled."

Russett, Bruce M. "Indicators for America's Linkages with the Changing World." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 82-96.

"Many variables are thought to be relevant to international politics. Better theory is needed to increase parsimony, but meanwhile a tour d'horizon of possible data-gathering efforts is offered. Collection costs could be eased by sampling nations according to level of development, region, or policy importance, and many highly correlated measures could be eliminated. A list of indicators for American linkages to the world is given, with indicators distinguished between stock and flow; over-all linkages and links to particular states; and ratios of foreign links to domestic equivalents. The world environment should be documented according to national-attribute data on politics and social conditions; the world-wide distribution of value-achievement; value-aspirations; and the level and pattern of linkages of a world society. All indicators are labeled as to current availability or potential cost of collection. More effort should go to collating and distributing existing information than to new data-gathering, except for variables of exceptional theoretical interest."

"S. 5---Introduction of the Full Opportunity and National Goals and Priorities Act." Statement of the Hon. Walter F. Mondale on the floor of the Senate. Congressional Record, January 25, 1971, pages S119-127.

The bill to institutionalize a social accounting system in the Federal government was introduced once again in the 92nd Congress by Sen. Walter F. Mondale.

Schneider, Edward. "The Intelligence of Congress: information and public policy patterns." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 14-24.

"Proposals for improved information systems for legislatures have become a standard feature of the literature on legislative systems. Most of these proposals, however, either fail to take account of political realities or have a centralizing bias which is likely to prove incongenial to most legislators. Given the functionally fragmented structure of American politics, the methods that congressmen use to gather information are essentially rational, and likely, therefore, to prove highly resilient to change. But the form of rationality which the legislative intelligence system now favors is ill-suited to the policy needs of the society, particularly in those instances where the need for establishing orders of priority is most urgent. It may, thus, be particularly important to develop new intelligence systems in the executive branch, and in the private sector, to supplement, challenge, and engage the entrenched system of legislative intelligence."

Shiskin, Julius. "Strengthening Federal Statistics." The American Statistician, Vol. 24, February 1970, pages 15-20.

"Social Indicator Study to Survey Values, Goals." APA Monitor, November 1970, page 5.

Describes plans for: "a two-year interdisciplinary research project dealing with 'social indicators' that has begun at the University of Michigan. Funded by a NSF grant of \$201,900, the project is being undertaken jointly by psychologists and economists of the university's Institute for Social Research."

"Social Indicators: Bibliography I." By George M. Beal, et. al.
 Preliminary Report of the Iowa State University Agricultural and Home Economics Experiment Station in cooperation with the Cooperative State Research Service, U.S. Department of Agriculture. Department of Sociology Report No. 92, Department of Sociology and Anthropology, Iowa State University, Ames Iowa, January 1971, 56 pages.

Contains a short preface plus alphabetical bibliography of published and unpublished materials on social indicators, including working papers, papers presented at professional meetings, articles, books, theses and dissertations. Also describes current activities of Iowa State social indicators research. This series is continuing.

"Social Information for Developing Countries." In Annals of the American Academy of Political and Social Science, Vol. 393, January 1971, pages 1-131.

Partial contents: "Social information for what?," Itzhak Galnorr; "Crisis prediction," Peter Wiles; "Analysis of socio-economic development through a system of indicators," Donald V. McGranahan; "Progress in health: what index of what progress," Wilfred Malenbaum.

"Social Maps, District of Columbia Population and Social Problems Characteristics: 1968, Data by Census Tract." By Applied Urbanetics, Inc., 910 17th Street, N.W., Washington, D.C., 20006.

This map is an illustration of work being done by some ADP firms in the field of social indicators. Using available Federal and other statistics, the firm prepared a map of the District of Columbia, portraying, with different areas within the District of Columbia: (1) Population - less than 70% non-white; more than 70% non-white; (2) composite social indicators including; welfare, illegitimacy, infant mortality, venereal disease, and Juvenile Court referrals - by fewer problems per capita than the D.C. average; and more problems per capita than the D.C. average.

Springer, Michael. "Social Indicators, Reports, and Accounts: toward the management of society." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 1-13.

"To many scholars and public officials, proposals for systems of social indicators and accounts, and for annual presidential social reports, point toward what can be viewed as an ultimate instrument of societal management. This instrument would eventually provide a macroscopic assessment of the current and future state and performance of the social order, along with an indication of control mechanisms and guidelines for the production of social knowledge. Rooted in a social science of managerial rationality, it would draw upon the techniques of social-trend analysis, the analysis of national goals, futurism, systems theory, and the new political economy. In this regard, the two most fully developed discussions of social accounting differ primarily in their notion of what would be a rationally managed social order. It is argued that this instrument should be developed with models of democracy, as well as rational management, and based on a social science developed to serve the needs of the poor and unorganized as well as the rich and powerful."

Stagner, Ross. "Perceptions, Aspirations, Frustrations, and Satisfaction: an approach to urban indicators." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals, Volume 388, March 1970, pages 59-68.

"Urban indicators must tell us how the urban system is doing. Objective indices are limited; inherent factors in the situation demand that subjective data from those affected by social planning be considered. Because the city exists only to serve human needs, the question of satisfactions becomes crucial. But satisfactions depend on aspirations, and aspirations depend on how a person perceives himself, his progress, and his status as compared with others. It seems likely that frustrations of desires for status, security, recognition, and self-expression contribute substantially to the hostility and violence found in contemporary cities. Research is required to validate this assertion. A set of psychological urban indicators would focus on the frequency and intensity of satisfaction (or dissatisfaction) with aspects of urban life perceived as important by the citizens of the city. Effective use of these indicators will require that they be analyzed in relation to the objective data already available. If data are sorted by census tracts or similar units, it should be feasible to test some hypotheses about urban planning by introducing a change in a restricted area and measuring changes in perceptions and satisfactions which follow."

Taeuber, Conrad. "The Federal Government As a Source of Data." In "Social Science and the Federal Government." The Annals of the American Academy of Political and Social Science, March 1971, pages 114-124.

"The federal government is the source of a large volume of statistics which becomes available for analysis by social scientists. Developments have been made in recent years in the timeliness of the release of the data. The growing use of electronic computers has led to the development of new ways of making data available for further analysis. Available statistics tend to become used even though there is not the continuing critical review which would be desirable to assure that statistics at all times reflect the situation in the real world which they are intended to describe. There are needs for coordination and for the development of ways by which data from different sources can be used without violating the confidentiality of the individual data. Methodological problems in relation to sample surveys have received considerable attention. The development of improved methodology is a promising field for collaboration between federal statistical agencies and the social science community."

Taeuber, Karl E. "Review of Toward a Social Report." RAND, Santa Monica, April 1970, 12 pages, P-4356.

"Toward a Social Report," issued by the Panel on Social Indicators, Department of Health, Education and Welfare, 1969, "lacks social perspective and policy relevance." Other government reports, concentrating on one social problem area, and recommending improved social indicators, are more useful documents.

"Technology and Decisions in Airport Access." Prepared by Robert F. Baker and Raymond M. Wilmotte for the Urban Transportation Research Council. New York, American Society of Civil Engineers, 1970, 152 pages.

The two most important questions relating to severity of the airport access problems are "when and how airport access should be improved in light of the many demands upon public funds. The report is developed under the presumption that the when and how questions are not technological problems in the initial phases. They are primarily policy questions related to the social and economic goals of the public and private sector." In an attempt to design research to provide information for answering the public policy questions related to airport access the authors argue for utilization of social indicators and develop a scheme for designing social indicators useful in answering public policy questions about airport access.

Terleckyj, Nestor E. "Data Systems for Measuring Social Change."
Paper given at the Annual Meeting of the American Statistical
Association, Detroit, December 27, 1970, Mimeo, 18 pages.

"The purpose of this paper is to survey the possibilities for developing data systems which could be used for policy or research in the social field. . . ."The mutual failure of supply and demand of data illuminating social conditions can be remedied probably in a substantial degree by educating the decision-makers to the possibilities of statistical information which could be obtained with more suitable lead time and demand specifications, and by provision for innovative and experimental branch of the statistics industry both in and out of government."

Terleckyj, Nestor E. "Measuring Possibilities of Social Change."
Looking Ahead (publication of the National Planning Association),
Vol. 18, August 1970, pages 1-11.

This article describes current work in progress by the National Planning Association on a project designed to establish national goals, set priorities among them and measure attainment of them. Techniques used include PPBS, social accounting and economic analysis. The system developed so far and described in the article is characterized by the following features: (1) setting of national goals with estimates of cost involved; (2) quantitative definition of goals outputs by the use of specific indicators of social changes selected to measure the achievement of national goals; (3) estimates of total future outputs (within the next 10 years) by which desirable social changes can be brought about; (4) distinction between new activities needed and current social activities relating to the same goals; (5) estimates of the range of alternative future outputs that are also economically feasible as determined by the availability of resources; and (6) specific recognition of the lead-time required for implementing activities and the explicit distinction between private and public outlay components of the activity cost.

The author is director, National Priorities Study, Center for Priority Analysis, National Planning Association.

Tunstall, Daniel B. "Development of a social statistics publication."
U.S. Office of Statistical Policy, Office of Management and Budget. A paper presented at the Annual Meeting of the American Statistical Association, Detroit, Michigan, December 27-30, 1970. Available from OMB, Washington, D.C. 20503.

U.S. Congress. Senate. Committee on Labor and Public Welfare. "Full Opportunity Act." Hearings before the Special Subcommittee on Evaluation and Planning of Social Programs of the ... on S. 5, To Promote the Public Welfare. July 7, 8, 10, 18; December 18, 1969; and March 13, 1970. 91st Congress, first and second sessions. Washington, U.S. Government Printing Office, 1970, 439 pages.

This hearings record contains: Federal department reports on S. 5, the bill to create a Council of Social Advisors; testimony of witnesses who appeared in 1969 and 1970; and extensive appendix materials on social science and public policy, and background materials on the need for improving Congressional sources of information on social goals and programs.

Among the statements included are those of: Wilbur J. Cohen; Whitney M. Young, Jr.; Dr. Harvey S. Perloff; Dr. Mancur Olson, Jr.; Dr. Talcott Parsons; Maurice Mann; Lewis Butler; Dr. Francis Keppel; Dr. Donald N. Michael; Hon. Claude Pepper; Dr. Otis Dudley Duncan; Dr. John Meyer; Dr. Frederick O.R. Hayes; Joseph A. Califano, Jr.; Dr. Ernest R. Hilgard; Joseph W. Barr; Hon. Charles Percy; Charles J. Zwick; and Hon. Charles A. Vanik.

U.S. Office of Management and Budget. "Outline for a social statistics publication." Office of Statistical Policy and Management, Information Systems Division, Washington, D.C., May 18, 1970, Draft No. 4. 15 pages. Available from Robert B. Pearl, Statistical Policy and Management, Information Systems Division, Office of Management and Budget, Washington, D.C. 20503.

U.S. Office of Management and Budget. "Statement of Dwight A. Ink, Assistant Director For Office of Management and Budget," Before the Special Subcommittee on Evaluation and Planning of Social Programs of the Senate Committee on Labor and Public Welfare on S.5, "The Full Opportunity and National Goals and Priorities Act," July 13, 1971, Mimeo, 12 pages.

This statement describes the Administration's opposition to S. 5 and activities now underway in the Executive branch to improve Federal development and use of social indicators. These activities are: (1) "...a Presidential Commission on Federal Statistics has spent the past year reviewing the full scope of the Federal statistical system; the report

is due in two months. ...One section of this report will lay out a five-year plan for research in social indicators and social reporting. This plan will encompass the work to be done in private research organizations as well as in the Federal Government." (2) The Statistical Policy Staff of the Office of Management and Budget, under the direction of Julius Shiskin and Daniel Tunstall are continuing work on social indicators that began in 1969. "Work is currently proceeding on selection and adaptation of available (statistical) series, experimentation with various ways of presenting the data, and research into means of resolving data deficiencies and gaps....Data for use in the new publication will be drawn from existing statistical series, mainly those produced by Government agencies, and important single-time surveys. It will be post-World War II national data, with totals broken down by race, sex, age, and, in some cases, region of the country to SMSA-non-SMSA. The degree of disaggregation will be determined by estimations of the usefulness of components as well as availability. Projections will be included only for relatively known quantities, such as number of pupils enrolling in primary school five years from now." (3) OMB has established two advisory committees to assist in this work: the Interagency Committee on a Social Statistics Publication and the Ad Hoc (non-governmental) Advisory Committee on a Social Statistics Publication.

Wilensky, Harold L. "Intelligence in Industry: the Uses and Abuses of Experts." In "Political Intelligence for America's Future." Edited by Bertram M. Gross and Michael Springer. The Annals. Volume 388, March 1970, pages 46-58.

"In their vision of the managerial revolution, Max Weber and Thorstein Veblen pictured experts coming to power by virtue of their indispensability. The reality, not so dramatic, is nevertheless critical for an understanding of the main drift of modern society. Coalitions of top managers and experts, each acquiring some of the skills of the other, now make increasing use of systematic technical and ideological intelligence. The structural roots of intelligence failures--hierarchy, specialization and rivalry, and centralization--become more prominent. The new technology produces a surfeit of information, poorly digested or lost in the system. Big policy decisions

are often made in an atmosphere of urgency and uncertainty, the effects of which can be both good and bad. Alert executives, therefore, reshape administrative structures to smooth the flow of intelligence; more important, they bypass the machinery and seek firsthand exposure to unofficial intelligence sources both inside and outside the organization. These responses are evident in the structure and strategy of modern corporations. Although preconceptions remain discouragingly powerful, top executives are increasingly exposed to social science perspectives in college and on the job. It is possible that social science at its best sometimes breaks through executives' stereotypes, enhances their understanding of themselves and their organizations, alerts them to the range of relevant variables, and increases their skill in using experts."

Wilson, Albert, and Donna Wilson. "Toward the Institutionalization of Change." Middletown, Connecticut, The Institute for the Future, August 1970, 35 pages, Working Paper WP-11.

"The Institute for the Future, under a grant from the Russell Sage Foundation, is preparing plans for the publication of an annual series of reports on the Future State of the Union. This paper, which is part of that preparatory effort, is concerned with some of the underlying conceptual problems of such an undertaking and presents a discussion of some of the features that might be included in the yearbooks." The following are proposed as candidate features of the initial yearbook: technological and environmental forecasts; highly predictable societal developments; survey of critical situations and needs; societal options and scenarios of possible futures; and miscellaneous features. Despite their efforts, the authors conclude that widespread aversion to planned change mitigates against systematically designing a favorable future.

SOCIAL SCIENTISTS AND POLICY-MAKING: PROFESSIONAL CONCERNS

Archibald, Kathleen A. "Alternative Orientations to Social Science Utilization." *Social Science Information*, Vol. 9, No. 2, pages 7-34.

Detailed study of the roles of social scientists' as determined both by their own professional perceptions, the nature of their work (basic vs. applied), and expectations of the consumers of social science research.

Arrow, Kenneth J., et. al. "Urban Processes as Viewed by the Social Sciences." A National Academy of Sciences Symposium organized by the Urban Institute, moderated by William Gorham. Washington, D.C., The Urban Institute, (1970), 79 pages.

The symposium focused on discussing social science understanding of institutions and processes of the distribution of wealth and power in society in order to evaluate how social science might more usefully be applied to solving complex urban problems. Papers are: *The Effects of the Price System and Market on Urban Economic Development*, Kenneth J. Arrow; *"Politics and the City"*, James G. March; *"The Social Basis of Markets and Government"*, James S. Coleman; and *"The Future of American Ghettos"*, Anthony Downs. One conclusion of the discussion that followed was: In order to solve complex urban problems, "we need the help not only of the social science specialists, but also of those with a broad perspective so that we can begin to see our cities whole."

Bassett, Grace, W. Phillips Davison and Anna Lee Hopson. "Social Scientists, University News Bureaus and the Public: some factors affecting the communication of social science information." Paper prepared by the Bureau of Applied Social Research, Columbia University for the Russell Sage Foundation, 1965.

Assesses social scientists' and journalists' attitudes toward lay reporting of social science research. Both social scientists and journalists were interviewed to obtain data for the study. "A number of suggestions were made for improving the flow of social science information: training a number of journalists to specialize in the social sciences; helping social scientists to be more aware of the pressures of operation of the mass media; and holding dialogues with the press at annual professional association meetings about research developments of public interest and significance."

Biderman, Albert D. "Self-Portrayal." *Science*, Vol. 169, September 11, 1970, pages 1064-7.

Critical review of five recently released studies of the social science/Federal government relationship by a noted student of social science policy. The studies discussed are: "The Behavioral Sciences and the Federal Government;" "The Behavioral and Social Sciences: Outlook and Needs," "Knowledge Into Action: Improving the Nation's Use of the Social Sciences," "Politics of Social Research: An inquiry into the ethics and responsibilities of social scientists," and "The Uneasy Partnership: Social Science and the Federal Government in the Twentieth Century." The author reports that many of the questions posed in these studies were not adequately answered because social scientists have not given sufficient attention to collecting and assessing information about themselves, their work, their professional responsibilities, and their relationships with the Federal government and other consumers of their researches.

Borger, Robert and Frank Cioffit, eds. "Explanation in the Behavioral Sciences." New York, Cambridge, 1971, 532 pages.

"This volume clarifies differences among psychologists, sociologists, philosophers, and others concerned with the behavioral and social sciences about the adequacy of particular explanatory systems, even about the forms of explanation appropriate in this field. Distinguished contributors bring their views into direct confrontation: each chapter states a point of view, is followed by specific comments and criticisms, and concludes with a reply by the first author."

Clark, Kenneth E. and George A. Miller. "Psychology." Englewood-Cliffs, Prentice-Hall, Inc., 1970, 146 pages.

"This book is one of a series prepared in connection with the Survey of the Behavioral and Social Sciences conducted between 1967 and 1969 under the auspices of the Committee on Science and Public Policy of the National Academy of Sciences and the Problems and Policy Committee of the Social Science Research Council." "[This report] begins with a statement about the nature of the work of psychologists, their numbers, and their distribution in the general population. The next eight chapters describe the work of psychologists, and the samplings included are designed to indicate the diversity of the fields. Three chapters follow relating information about the numbers of qualified psychologists,

about the ways in which they are supported in their research activities, and about the problems they face in universities in their programs of teaching and research. [Concluding material contains] a number of recommendations aimed at increasing the quality of psychology as a science and its value as a profession in service to individuals and society." Among the recommendations are the following: continuance of development of scientific theories explaining human behavior; establishment of a Graduate School of Applied Behavioral Science; increase in level of Federal support under the project method; increase of psychological research related to social action programs; increase in NSF support for psychology; increase in NIH support for psychology; increases in support for equipment used in research; research on questions of invasion of privacy and on feasibility of establishing a social data system; and improvement in education and training for psychological research.

Denzin, Norman K., ed. "The Values of Social Science." A Trans-action book. Published by Aldine Publishing Company, 1970, 194 pages.

This collection of articles, which originally appeared in Trans-action magazine, addresses the topic that social scientists in the 1970's must reevaluate the role and function of their profession, from goals to research methods, if their work is to become relevant to solving contemporary domestic and international social problems. Articles are: "Politics and Promises: The Values of Social Sciences," Norman K. Denzin; "Intellectual Strategies and Research Tactics," Raymond W. Mack; "The Convict as Research," Hans Toch; "The Problem of Ethnic Identity," N. Rosss Crumrine; "A Computerized View of the World," Raymond W. Mack and Dennis C. McElrath; "Creating a World for Research," Dorothy L. Meier and C.H. Bradford; "Deception in Social Research," Herbert C. Kelman; "Black Sociology," Irving Louis Horowitz; "Where Sociologists Have Failed," Herbert Gans; "Evaluating Social Action Programs," Peter H. Rossi; "Social Action on the Installment Plan," Marin S. Rein and S.M. Miller; "The Politics of Information," Melvin M. Webber; "Black Families and the White House," Lee Rainwater and William L. Yancey; "The Life and Death of Project Camelot," Irving Louis Horowitz; and "The Need for a National Social Science Foundation," Fred R. Harris.

Deutsch, Karl W., John Platt, Dieter Senghaas. "Conditions Favoring Major Advances in Social Science: Analysis of 62 advances since 1900 shows that most come from a few centers and have rapid effects." *Science*, February 5, 1971, pages 450-459.

A shorter and published version of their study "Major Advances in Social Sciences Since 1900: An analyses of conditions and effects of creativity."

For additional information see citation for this monograph. The study is scheduled to be printed in book form in 1971.

Deutsch, Karl W., John R. Platt and Dieter Senghaas. "Major Advances in Social Sciences Since 1900: An Analysis of 'Conditions and Effects of Creativity.'" (Draft) Communication 273, Mental Health Research Institute, The University of Michigan, May 1970, 99 pages.

Draft evaluation of: major achievements or advances or breakthroughs in the social sciences 1900-1965; relationship of advances to theory, method or substance; changes and trends over time in characteristics of achievements, characteristics of contributor(s); locus of accomplishment; derivation of advances; relationship of advances to social utility; and lag between advance and its first major impact on social science or social practice.

Douglas, Jack D., ed. "The Impact of Sociology: Readings in the Social Sciences." New York, Appleton-Century-Crofts, 1970, 280 pages.

"The selections in this volume support the theory that the growth of the social sciences has been due primarily to the scientific-technological revolution in Western thought and action." Subjects discussed include the impact of the social sciences on man's self-image, the necessary involvement of the social scientist in social problems, the impact of the social sciences on racial problems, the dangers of tyrannical manipulation.

Friedrichs, Robert W. "A Sociology of Sociology." New York, Free Press, 1970, 432 pages.

Gouldner, Alvin W. "The Coming Crisis of Western Sociology." New York Basic Books, 1970, 528 pages.

Hamburg, David A., ed. "Psychiatry as a Behavioral Science." Report of the Behavioral and Social Sciences Survey Committee, National Academy of Sciences-Social Science Research Council. Englewood Cliffs, N.J., Prentice-Hall, Inc., 1970, 114 pages.

Presents an overview of the history of the development of psychiatry as a science; notes significant substantive and methodological advances; discusses deficiencies in current knowledge; and charts funding and manpower needs for the future development of psychiatry.

Heiskanen, Veronica Stolte. "Uses of Sociology: A Case Study of Commissioned Research in Finland." *Social Science Information*, Vol. 8, No. 3, 1969, pages 87-89.

Utility of social science research is frequently hampered by social scientists' aversion to dealing with practical social problems. More applied social science is required.

Hilgard, Ernest R. "Issues Bearing on Recommendations From the Behavioral and Social Sciences Survey Committee." *American Psychologist*, Vol. 25, May 1970, pages 456-63.

Report by Chairman, Behavioral and Social Sciences Survey Committee, on the Committee's exploration of psychology as a science.

"History as a Social Science." Report of the Behavioral and Social Sciences Survey Committee, National Academy of Sciences-Social Science Research Council. Englewood Cliffs, N.J., Prentice-Hall, Inc., 1971.

Horowitz, I.L., "The Academy and the Polity: Interaction Between Social Scientists and Federal Administrators," *The Journal of Applied Behavioral Science*, v. 5, no. 3, July/August/September 1969, pp. 309-335.

The relationship of academic social scientists and "politicians", and how each views the other, is examined in the context of policy research in international relations and military affairs. The study focuses on "the problem related to (a) the financial structure of contracts and grants; (b) ... secrecy and data availability; (c) ... how government work intrudes upon the autonomy of science; (d) boundary maintenance between heuristic and normative aspects of applied research;" and (e) "The payoffs and liabilities of ... involvement in social research for the government". From the politician's view "the problems center on: (a) the excessive demands by social scientists on funds without practical utilization; (b) the absence of any system for ensuring that results obtained in research are usable ... (c) the demand for differential treatment ... [from] ... other government employees; (d) the "demand for ... accessibility to recommendations that tend to bypass normal political channels"; and (e) the high degree of ... supplement employment of social scientists". "[P]roposals offered for improving the interaction ... which range from ... rupture of the two groups to a complete merger in the policy-science approach, are examined".

Horowitz, Irving Louis. "Social Science and Public Policy: An Examination of the Political Foundations of Modern Research." *International Studies Quarterly*, Vol. XI, No. 1, March 1967, pages 32-62.

Some social science research is becoming corrupted because of association with operations research and policy research. "What is at stake is not the feasibility of social science, but the credibility of social scientists."

Kruskal, William, ed. "Mathematical Sciences and Social Sciences." Report of the Behavioral and Social Sciences Survey Committee, National Academy of Sciences-Social Science Research Council. Englewood Cliffs, N.J., Prentice-Hall, Inc., 1970, 83 pages.

Assesses history of cooperation between social scientists and mathematicians and describes potential for further cooperation with a view toward improving the state of social science knowledge. Mathematical sciences treated are: statistics, mathematics, and computation.

Lakoff, Sanford A. "Knowledge, Power, and Democratic Theory." In "Social Science and the Federal Government." *The Annals of the American Academy of Political and Social Science*, March 1971, pages 4-12.

"The union of knowledge and power, long urged by philosophers, is on the verge of full consummation, thanks to the advance of science and the indispensability of expert advice in the face of rapid technological change. Does this union spell the death of democracy? Should a sharp distinction be drawn between natural and social knowledge? Experience with natural scientists indicates that there is room for considerable disagreement when knowledge is translated into policy. Social knowledge, while admittedly less certain, is a vitally needed complement of natural knowledge. The best way of assuring that knowledge is not misused is still democracy--democracy suitably modified, however, to meet the needs of a post-industrial era."

Lippett, R. "The Use of Social Research to Improve Social Practice." *American Journal of Orthopsychiatry*, Vol. 35, No. 4, July 1965.

Discusses experiences of the staff of the Center for Research on Utilization of Scientific Knowledge which evaluates how scientific knowledge is used in developing social programs. Several techniques are studied: "(1) derivation of action designs from relevant research findings; (2) adoption of experimentally tested models of practice; (3) diffusion between practitioners; (4) diagnostic team with feedback; (5) internal action-research process; and (6) the training of consumers to be open to the use of science."

Lissner, Will. "Needed: an Ethical Code for Behavioral Scientists." American Journal of Economics and Sociology, Vol. 30, January 1971, pages 45-6.

"The author notes two significant developments of the twentieth century. The first is the achievement of an adequate description of useful inquiry methods into the problems of society; the second is the recognition that the most able professional inquirers in the behavioral or social sciences are entitled to be classified as 'scientists'. Now there is need for consensus by behavioral scientists on a professional code of ethics."

Miller, George A. "Psychology as a Means of Promoting Human Welfare." Presidential Address to the American Psychological Association, 1969. American Psychologist, Volume 24, No. 12, December 1969, pages 1063-75.

Discussion of feasibility of using psychology and responsibilities of psychologists in using this science to meet the important social challenges of "extend[ing] and deepen[ing] ... understanding of mental and behavioral phenomena," and "...incorporat[ing] ... hard-won knowledge more effectively into the vast social changes that we all know are coming."

Moynihan, Daniel P. "Eliteland." Psychology Today, September 1970, pages 35-37, 66-70.

Commentary by a social scientist formerly in government, on the gap between quality and relevance of currently conducted social science research and its utility in helping to solve the chaos of today's social problems.

Phillips, Derek L. "Sociologists and Their Knowledge: Some Critical Remarks on a Profession." American Behavioral Scientist, Volume 14, No. 4, March/April 1971, pages 563-82.

"At present, there is much that [mistakenly] passes for knowledge in the rhetoric of sociology, and frequently this so-called knowledge is used by privileged elites, and sometimes by radicals, to provide a facade of rationality for their actions."

"Psychology and the Problems of Society." Edited by Frances F. Korten, Stuart W. Cook and John I. Lacey. Washington, D.C., American Psychological Association, Inc. 1970, 459 pages.

"Psychology and the Problems of Society" was the theme of the 1969 Convention of the American Psychological Association. This volume contains some of the presentations made at that convention. While most of the papers included were

written by psychologists, "this volume also includes the perspectives of lawyers, sociologists, educators, economists, government officials.." and others who presented papers on this theme. This is an excellent volume for those who are interested in how psychologists are confronting the problems which emerge when social scientists attempt to do "socially relevant research." Broad topics included are: psychology and social change, psychology and urban problems, psychology and the challenge of early learning, psychology and minority groups, psychology and society's future.

Riley, Gresham. "Partisanship and Objectivity in the Social Sciences." *The American Sociologist*, Vol. 6, February 1971, pages 6-12.

The author's thesis is that, contrary to the conclusions of some recent literature, sociological research is not inevitably biased. Other questions treated are: "Is an objective science of social institutions possible? Can a sociologist, a historian, a political scientist isolate his moral values or his political sympathies from his professional investigations? If not, what are the consequences for the accuracy of his judgments and the adequacy of his explanations and theories?"

Rivlin, Alice M. "Can We Find Out What Works?" From: "Systematic Thinking and Social Action," H. Rowan Gaither Lectures, delivered January 1970, University of California, Berkeley, Mimeo, January 1971, 42 pages. To be published in forthcoming: "Systematic Thinking and Social Action," Brookings Institution.

To increase utility of social science knowledge and "to identify more effective ways of producing social services," the author argues and develops the thesis that: "the Federal government should take the leadership in organizing, funding, and evaluating systematic experiments with different ways of delivering education, health and other social services. The strategy would involve several steps. The first would be a major effort to identify new teaching methods, new ways of organizing or paying for health services, or new types of income transfer systems that show promise of increasing effectiveness. The second step would be to try out particular methods systematically in different places and under different conditions. The final step would be to evaluate how particular new methods work under different conditions and how they compare with each other and with methods already in use. These sets of experiments should be designed as carefully as possible, on a large enough scale and with sufficient controls to enable conclusions to be drawn about the relative effectiveness of different methods being tested."

Rogers, Carol E. "The Increasing Involvement of the Psychologist in Social Problems: some comments positive and negative." *Journal of Applied Behavioral Science*, Vol. 5, No. 1, 1969, pages 3-7.

"The author elaborates seven ways by which the psychologist can, but has not always found it possible to, contribute to policy-making: (1) graduate psychological education; (2) racial problems policy; (3) the reduction of warlike tensions; (4) understanding of the process of democratic government; (5) international relations; (6) programmed learning; (7) research on alienation; and (8) understanding of the process of individual and collective change.

Ruggles, Nancy D., ed. "Economics." Report of the Behavioral and Social Sciences Survey Committee, National Academy of Sciences-Social Science Research Council, Englewood Cliffs, N.J., Prentice-Hall, Inc., 1970, 179 pages.

Separate chapters by noted economists describe the relationships between economic sciences and other social sciences in solving complex social problems. "As economics continues to be concerned with such crucial issues as wage and price behavior, the regulation of industry, and the role of the public sector in an urban society, greater emphasis will be placed, the panel stresses, upon the development of working models for understanding the operation of the society as a whole." The history of development, and future research needs are described for the following areas: microeconomic theory; macroeconomics, econometrics; simulation, modeling, and data; survey research and economic behavior; operations research and economics; economic stabilization and growth; industrial organization; public sector economics; urban economics; labor economics; agricultural economics; economic development; and international economics.

Silverman, Herbert. "Determinism, Choice, Responsibility and the Psychologist's Role as an Expert Witness." *American Psychologist*, Vol. 24, No. 1, April 1969, pages 5-9.

The author enumerates difficulties faced by psychologists when testifying in criminal court cases involving a mentally ill patient. The psychologist "must realize he is not an advocate, but an expert witness, giving the court a clear impression of the limitation and degree of uncertainty attached to his testimony; he is not there to decide a case, merely to contribute knowledge."

Silverman, Irwin. "Crisis in Social Psychology: The Relevance of Relevance." American Psychologist, June 1971, pages 583-4.

The author poses significant questions about the relevance of social psychology in an age of increasing demands from the community that social psychological knowledge be used effectively to help ameliorate social ills. The author concludes: "Given the topics we do study, once our data have relevance in the larger sense, it is inevitable that they will be relevant in the narrower sense, to today's social problems and those of tomorrow."

Taaffe, Edward J., ed. "Geography." Englewood-Cliffs, Prentice-Hall, Inc., 1970, 143 pages.

"This book is one of a series prepared in connection with the Survey of the Behavioral and Social Sciences conducted between 1967 and 1969 under the auspices of the Committee on Science and Public Policy of the National Academy of Sciences and the Problems and Policy Committee of the Social Science Research Council. "This report is designed to present a view of the field of geography in the United States in the late 1960's. ...Stress [is laid] on geography as a behavioral and social science and on the emerging public policy implications of geographic work. ... The first chapter ... provides a brief introduction and a series of illustrative studies designed to give readers unfamiliar with the field a brief overview of some of the types of research activities carried on by geographers today. Chapter 2 ... is divided into three parts: Investigative Methods, Selected Research Directions, and Geography and Public Policy ... The final chapter, "Status, Trends, and Needs of Geography," is a discussion of manpower, research, and research training in United States geography. This section includes a number of tables based largely on questionnaire data prepared by the Behavioral and Social Science Survey."

Other panel reports deal with: anthropology, economics, history, political science, psychology, psychiatry, sociology, and statistics, mathematics, and computation.

Tyler, Leona. "An Approach to Public Affairs: Report of the Ad Hoc Committee on Public Affairs," American Psychologist, January 1969.

Report of the Ad Hoc American Psychological Association's Committee on Public Affairs, including its recommendations for systematic central office and decentralized individual activity to influence public affairs relating to psychology and psychologists. Level of action is to be based on the following criteria: "(1) the importance of the problem area (primarily to psychologists, but also to society as a whole);

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(2) the amount of research-based information available;
(3) the extent of value agreement on the issue among APA
members; and (4) the probability that the action will be
effective."

INTERDISCIPLINARY SOCIAL SCIENCE RESEARCH

General

Bell, Daniel. "The Social Science Press: The United States of America." *The International Social Science Journal*. Vol. XIX, No. 2, 1967, pages 245-56.

Review of coverage of the findings of social science research by the social science press and by the lay media. "[Because] it is difficult to dramatize new research in the social sciences, in the way one can report developments in physics and biology--it is unlikely that the reporting of social science research will find its way into the general media. For this reason, the role of the new 'mediating' journals is likely to become more important as the social sciences themselves begin to take on a more authoritative role in American society."

Cottrell, Jr. Leonard S. "The Interrelationships of Law and Social Science." In Harry W. Jones, ed. "Law and the Social Role of Science," Based on proceedings of a Conference.... New York, The Rockefeller University Press, 1966, pages 106-119.

Discusses mutual need and requirements for social scientists and lawyers to more effectively collaborate in research.

de Bie, Pierre. "The Concept of Problem-focused Research." In "Multidisciplinary Problem-focused Research." Special issue of: *International Social Science Journal*. Published by UNESCO. Volume XX, no. 2, 1968, pages 195-210.

Theoretical and practical problems of doing interdisciplinary social science research are outlined and assessed.

Dror, Yehezkel. "Analytical Approaches and Applied Social Sciences." RAND Corporation, Santa Monica, November 1969. P-4248.

"The basic thesis of this paper is that some fusion between analytical approaches and social sciences is essential for successful application of either to social problems. Achievement of such a fusion is a difficult task, urgently requiring new teaching programs and institutional arrangements. Beyond some such fusion, significant contributions to better policymaking. . . require fargoing innovations. . . which may best be realized through establishment of new 'policy sciences' interdisciplinary."

Ferguson, Lawrence L. "Social Scientists in the Plant." Harvard Business Review, Vol. 42, 1964.

"Reports the experiences of the General Electric Company in establishing and operating the Behavioral research service."

Gould, Julius and J. H. Smith, eds. "The Teaching of the Social Sciences in Higher Technical Education: An International Survey. An International Survey." Switzerland, UNESCO, 1968, 165 pages.

This volume is designed to "... promote the national, regional and international development of teaching of those social sciences which are particularly relevant in higher technical education, whether engineering itself, or professions closely linked with technological sciences such as architecture, town and country planning, road designing, or transportation facilities, irrigation projects, and other major groups of technical professions which have considerable implications for the social and economic aspects of life, as emphasized in Unesco's programme, under chapter 2.3 of the approved programme for 1965-66 concerning the application of science and technology to development.

The national reports were commissioned according to a pattern comprising two distinct parts: firstly a factual and quantitative collation of data on social science teaching in schools and other institutions of polytechnic education at university level and, secondly, an analysis of such teaching in historical perspective and a critical study of the present situation, including prospective developments and teaching methods." In addition to general comments summarizing the country reports, the following national surveys are included: Czechoslovakia, France, Federal Republic of Germany, India, Japan, Sweden, Union of Soviet Socialist Republics, United Kingdom, and United States of America.

Other studies in this series are "... the four volumes covering social science teaching in France, the United Kingdom, the United States of America and India; and the eleven disciplinary surveys of university teaching of social sciences covering sociology; social psychology and anthropology; international relations; political science; economics; law; criminology; statistics; demography, public administration; industrial sociology; and business management."

"Interdisciplinary Relations." Inventory and Bibliography. Social Science Information, Volume VI, Nos. 2/3. April/June 1967.

Bibliography and inventory of interdisciplinary relations in the social sciences for the period 1964-66.

"Interdisciplinary relations, 1968-1969." Inventory and Bibliography. Social Science Information. Vol. IX, no. 2, April 1970, pages 171-183.

Bibliography and inventory of interdisciplinary relations in the social sciences for the period 1968-1969.

Lipset, Seymour Martin, eds. "Politics and the Social Sciences." New York, Oxford University Press, 1969.

"These ten essays explore and evaluate the growing influence upon politics and political science of its related disciplines: economics, history, anthropology, psychology and psychiatry, sociology, and statistics."

Luski, Margaret Barron. "Interdisciplinary Team Research: Methods and Problems." Published for the National Training Laboratories by New York University Press, 1958, 355 pages.

This volume "is the outgrowth of five conferences," sponsored by the National Institutes of Health and the National Training Laboratories on the problems of interdisciplinary research. While the focus was on mental health research, the material which includes excerpts from the conferences, usefully serves as an introduction on the topic of interdisciplinary research in the social sciences."

Part I includes general observations as well as a case study of an interdisciplinary research project. Part II is concerned with the characteristics of the disciplines in the research setting. This is followed by a chapter on some crucial issues likely to arise when persons with different disciplinary backgrounds attempt to work together. Part III, "Planning and Carrying Out an Interdisciplinary Project," covers certain questions of research problem selection and formulation, conceptualization and design and methodology that result from or are intensified by the interdisciplinary situation. Part IV deals with administrative aspects of interdisciplinary research team operation; Part V presents some suggestion from training and reviews the strengths and weaknesses of interdisciplinary research as revealed by the material presented.

"Multidisciplinary Problem-focused Research." Special issue of: International Social Science Journal. Published by UNESCO. Volume XX, no. 2, 1968.

National Academy of Sciences-National Research Council. Division of Engineering and Industrial Research. "Engineering and the Social Sciences." An Advisory Study for the Executive Committee, Division of Engineering and Industrial Research, 1962. Prepared by Richard C. Jordan, Chairman, Ad Hoc Working Group on Engineering and the Social Sciences, and William J. Harris, Jr., Formerly, Division Assistant Executive Secretary-Planning. Washington, National Academy of Sciences-National Research Council, 1962, 17 pages.

"On every side in the civilian economy the engineer is becoming more aware that he is faced by problems of human behavior. In too few instances, however, has the engineer recognized that he must call on the social scientist for additional help. In fewer instances has the social scientist been in a position to provide critical assistance; in even fewer has there been effective interdisciplinary communication and collaboration. Recognizing the imperative need for improving the interaction of engineering and the social sciences, the Division Chairman instructed the New-Area Planning activity in his office to undertake a preliminary study of the problem . . . This report constitutes the Committee Chairman's evaluation of the general discussion in the meeting of the ad hoc working group and his recommendations to the Executive Committee for further action by the Division." Recommendations for study and curriculum development are included.

Radom, Matthew. "The Social Scientist In American Industry: Self-Perception of Role, Motivation, and Career." New Brunswick, Rutgers University Press, 1970, 210 pages.

This is a study of the role of social scientists--economists, sociologists, and statisticians---in private enterprise. Using data compiled from a sample of more than 10 percent of those employed in industry, the author explains why social scientists embark upon industrial careers, what they expect, why some are dissatisfied and others find it rewarding and meaningful. Includes implications for training of social scientists and their management in the industrial setting.

Rush, Harold M.F. "Behavioral Science: Concepts and Management Application." New York, National Industrial Conference Board, Inc. 1969. 178 pages. (Studies in Personnel Policy Number 216.)

"This report examines the interdisciplinary field that is concerned with human behavior in social settings. Specifically, it examines behavioral science concepts as they evolve from theory to laboratory experiments, to developmental research, and finally to on-the-job applications in managing human resources.

A brief exposition of the characteristics of behavioral science, of the current state of the art, and of its relevance to modern business organizations is followed by a capsule review of the theories and contributions of five. . . influential behavioral scientists and a description of three . . . prevalent techniques in company applications." The theories of the following social scientists are treated: Douglas McGregor, Abraham Maslow, Frederick Herzberg, Rensis Likert, Chris Argyris, and Robert Blake. Three approaches to organizational development are reviewed: sensitivity training, the managerial grid, and Menninger Foundation Seminars.

"An analysis of a broad survey of company interest in, and experience with, behavioral science provides a backdrop to more detailed descriptions of behavioral science applications in ten firms of varying sizes and industries. A selected bibliography of behavioral science theory and philosophy is included."

U.S. Congress. House. Committee on Science and Astronautics. "Interdisciplinary Research---An Exploration of Public Policy Issues." A Study Prepared for the Subcommittee on Science, Research, and Development of the . . . by the Science Policy Research Division, Legislative Reference Service, Library of Congress, October 30, 1970. 91st Congress, second session. Washington, U.S. G.P.O., 1970, 105 pages. (Committee Print.)

This preliminary exploration provides background information for consideration of Federal policies relating to the conduct and support of interdisciplinary research, particularly involving the social sciences. Descriptive materials, evaluation, and recommendations relate to: definition and scope of interdisciplinary research; the interdisciplinary research process; dissemination and utilization of the results of interdisciplinary research; publishing requirements;

training for interdisciplinary research; the impact of interdisciplinary scientific research on scientific knowledge; funding of interdisciplinary research; problems in doing socially relevant interdisciplinary social science research; NSF program on interdisciplinary research; proposals to establish alternate interdisciplinary educational and research programs; and interdisciplinary research in particular organizational settings.

Yu, Frederick T.C., ed. "Behavioral Sciences and the Mass Media." New York, Russell Sage Foundation, 1968, 270 pages.

"In the spring of 1966, the Russell Sage Foundation and the Graduate School of Journalism of Columbia University invited sixty prominent scholars and journalists to a Conference on Behavioral Sciences and the Mass Media." The . . . conference, . . . aimed at exploring ways to achieve closer cooperation and interplay between the two fields and thus to increase and improve public understanding of behavioral sciences. This book is the outcome of that conference." The papers, proceedings and summary of the conference are included in this volume. Among the topics considered are: public and mass media uses of the behavioral sciences; social issues and the mass media; interactions of journalists and behavioral scientists; and training of journalists in the behavioral sciences.

INTERDISCIPLINARY SOCIAL SCIENCE RESEARCH

Science, Technology and the Environment

Burch, William R. Jr. "Resources and Social Structure: Some Conditions of Stability and Change." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 27-34.

"Human societies exist within certain resource limits. Those limits reflect particular combinations of materials, language, and social structure and determine tendencies toward social stability or change. Such issues seem best approached metaphorically. Energy stands for the level of resource-development a particular society has reached. Permeability indicates how distribution is arranged by the social structure; and myths stand for the group's available perceptions and its trajectory of belief. Such metaphorical co-ordinates may permit prediction as to the future of a society. For example, the emergence of Western industrialism was dependent upon the surplus energy of a frontier: with the closing of that frontier, the associated social structures and mythologies now seem ill-adapted to the new environmental limits."

Caldwell, Lynton K. "Authority and Responsibility for Environmental Administration." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 107-115.

"Authority and responsibility for ecologically sound policies for man-environment relationships are confused by the lag between the changing circumstances of man-on-earth and his assumptions, behavior patterns, and institutions. In the United States, many attitudes which were hitherto feasible have now become harmful. Sanctification of political forms and unrealistic appraisals of the tendencies of technological society severely handicap present efforts to cope with environmental problems. If society is to deal effectively with these problems, political and administrative leadership will be required to help the people to understand the necessity for certain changes in their expectations, laws, and public institutions. A new, ecologically valid politico-ethical ideology is needed to legitimize the tasks of public authority and responsibility that an effective effort to cope with man's environmental problems would require. A dual crisis of attitudinal

and institutional inadequacy must be surmounted if the resulting crisis of the environment is to be overcome."

Charlesworth, James C. Ed. "Harmonizing Technological Developments and Social Policy in America." Monograph 11 in a series sponsored by the American Academy of Political and Social Science, co-sponsored by the American Institute of Aeronautics and Astronautics. Philadelphia, the American Academy of Political and Social Science, December 1970, 247 pages.

This monograph is the outgrowth of a conference held in Philadelphia, May 6 and 7, 1970. Participants included social scientists, students of science policy, technologists and government officials. All of the papers presented addressed the theme of how social scientists, and governmental officials could best develop social policy and programs to cope with and govern technological developments and their impacts on society.

Each paper was followed with conference discussion. Papers presented were: "The Development of social policy in technological America," James C. Charlesworth; "Recent technological developments which have had an impact, good or bad, on our society," Raymond L. Bisplinghoff; "Likely technological developments of the future which may significantly affect our society," Simon Ramo; "Educating social scientists in technological capabilities," William J. Haggerty; "How to achieve a balance between technological progress and control of its undesirable side effects," Frederick Seitz; "Machinery needed to harmonize technological developments and social policy," John J. Corson.

"Controlling the Human Environment." Special issue of International Social Science Journal, Vol. XXII, No. 4, 1970, pages 561-728.

Most of the articles in this issue were versions of papers originally submitted to the interdisciplinary symposium on "Man's Role in Changing the Environment: Architecture and Urbanism for Growth and Change," organized by UNESCO, Helsinki June 8-13, 1970. Included are: "Introduction: The economics of pollution and the interdisciplinary approach to environmental planning," Gerhard Kade; "Utopia and technology: reflections on the conquest of nature," William Leiss; "Social change and environment," Jiri Musil; "The impact of technology on culture and emerging new modes of behavior," Talcott Parsons; "Ecology and the escalation of human impact," Pierre Dansereau; "Human perception of the environment," Robert W. Kates; "Approaches to the measurement of environment," Robert

Reichardt; "Towards a planned urban environment," William S. W. Lim; "Architecture as a bio-science," Balwant Singh Saini; "Problems in global organization," Chadwick F. Alger; and "The United Nations system and the social sciences," Alexander Szalai.

The report and recommendations of the symposium, which come within the framework of UNESCO's major long-range program emphasis on "Man and his Environment" may be obtained upon request from the Social Science Documentation Center at UNESCO, document SHC/CONF. 20/12.

Craik, Kenneth H. "The Environmental Dispositions of Environmental Decision-Makers." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science. May 1970, pages 77-86.

"A new interdisciplinary field of research has recently emerged which studies how persons comprehend the everyday physical environment, how they use it, how they shape it and how they are shaped by it. In seeking an objective understanding of the behavioral aspects of the total personal-societal-environmental system, professional environmental decision-makers, such as architects, urban planners and natural-resources managers, are strategic choices for psychological study. Within this context of environmental design and management, research is being directed toward clarifying the implicit assumptions about environmental behavior held by decision-makers, overcoming social and administrative distances from clients, and conducting systematic follow-up evaluations of the behavioral consequences of planning and design decisions. However, subtle and precise study of man-environment relations will require the development of psychological techniques providing a comprehensive and differentiated description of any person's orientation to the everyday physical environment. Methods for measuring individual differences in environmental dispositions are reviewed and their potential usefulness for advancing knowledge of the interplay between human behavior and the physical environment is illustrated."

Crowe, B. L., "The Tragedy of the Commons Revisited," Science, Volume 166, n. 3909, 28 November 1969, pp. 1103-1107.

"The prospects for obtaining political and social solutions to critical problems--population, atomic, and environmental corruption--are examined and suggestions are offered for how science can contribute to their solution. Political and social solutions, the author contends,

cannot be expected because of structural as well as value problems; the latter center around the lack of common social values, the loss by the state of its coercive force, and the failure of administrative devices to perform in accord with the public good. The author believes that science has some interim contributions to make to the alleviation of these problems, but that it presently is not doing so. This failure is attributed to the existence of two insular scientific communities--the natural and the social--between which there is very little communication and a great deal of envy, suspicion, disdain, and competition for scarce resources. Using the English commons as an analogical context, the author suggests that science can contribute by providing technological responses which at once alleviate those problems and reward these people who no longer desecrate the commons, and by maintaining, controlling, and disseminating information regarding the state of the overall environment. But, [n]either of these contributions...will be made by science unless there is a significant break in the insularity of the two scientific tribes."

Ferriss, Abbott L. "The Social and Personality Correlates of Outdoor Recreation." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 46-55.

"The sociocultural system, through rewards such as status, sociability of group activities, value orientations, attitudes, and the like, evokes outdoor recreation preferences, as is revealed by actual participation rates. Physical activity associated with many forms of outdoor recreation leads to more vigorous health. Physical activity groups, such as athletes engaged in a particular sport, exhibit personality traits that are different from those of nonathletes. However, it has not been demonstrated that personality traits are altered through participating in physical exercise or sport. Persons with different socioeconomic characteristics exhibit different recreation participation rates. From 1960 to 1965, these rates have been changing. Major increases in passive recreational activities have occurred, but participation rates in activities that require large allocations of natural resources have increased very little. Active forms of recreation, chiefly characterizing youth, have increased notably, while backwoods activities have increased only slightly."

Bruce Bandurski of the staff of the Bureau of Outdoor Recreation (BOR), United States Department of the Interior, assisted the author by making available results of the

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1965 National Recreation Survey, by assembling studies of recreation collected in the files of BOR and other locations, and through discussions over a period of several months.

Goldberg, Theodore. "The Automobile: A Social Institution for Adolescents." *Environment and Behavior*, Vol. 1, No. 2, page 157-186.

Close examination of the teen-age, automobile world reveals that teenagers have adopted the use of the car to fit their specific social needs. The recent activity of 'cruising' is the most overt example. The specific study fits into a larger framework which argues that urban form can be designed more rationally by careful consideration of social, cultural, and psychological influences and their relationship to behavior.

"Government Technology Assessment: The Role of the Social Sciences: Panel-round table at Annual Meeting of the American Political Science Association." By Franklin P. Huddle, Science Policy Research Division, Multilith, Legislative Reference Service, Library of Congress, October 2, 1970, 45 pages, 70-246 SP.

The author treats the following topics: "What is technology assessment? What changes and trends in contemporary civilization caused it to surface? What points of view have been expressed toward technology and the impacts of technology on society? What general concepts of assessment have appeared--what is their focus and scope? What methods of assessment are proposed, and what legislative approaches are under consideration? And finally what is the significance of all these for the political scientist, and for the whole array of disciplines of human behavior?"

Hertz, David B. "The Technological Imperative--Social Implications of Professional Technology." *In* "Society and Its Physical Environment." *The Annals of the American Academy of Political and Social Science*, May 1970, pages 95-105.

"Engineers and technologists have always considered themselves to be protagonists and leaders in man's struggle against nature. Each successful engineering project has been conceived as one more victory in the campaign to master the environment. By virtue of their successes, feeling has grown that there were no results that could not be achieved. But should man consider nature his enemy? If so, how can we win? Each time that technology has changed nature, there have been negative effects which had not been foreseen. These negative spillovers have rapidly multiplied the total environmental problem of the

of the planet. It has now become clear that increasing population and changes in the rate of energy consumption are pushing toward a destructive total thermodynamic balance. If this change is not to be catastrophic, man will have to find a way to achieve an energy equilibrium. The technologist and engineer must be at the forefront of this search. For some reasonable expectation of success, a new approach will have to become part of technological problem-solving. This approach must involve technological assessments and evaluations that include much broader constraints than have been imposed in the past. The technological imperative calls for the reconstruction of engineering and technological curricula to include truly effective evaluation and assessment of proposed solutions to technological problems."

Horowitz, Irving Louis. "Engineering and sociological perspectives on development: interdisciplinary constraints in social forecasting." *International Social Science Journal*, Vol. XXI, no. 4, 1969, pages 545-56.

Addresses the topic of interdisciplinary research done jointly by engineers and social scientists in promoting the development of the developing nations.

Huddle, Dr. Franklin P. "The Social Function of Technology Assessment." Paper presented by Dr. Franklin P. Huddle, Science Policy Research Division, Legislative Reference Service, Library of Congress, at Seminar Series: Processes of Technology Assessment, Program of Policy Studies in Science and Technology, The George Washington University, January 22, 1970, Mimeo, 27 pages.

In doing technology assessments, "We should avoid being too positive and self-assured about either the opportunities or the dangers of technology." Technology assessment, the author suggests, is a little understood activity. "...The need has emerged for a more comprehensive, integrative function, [but] difficulty has been encountered because of the enormous scope and uncertain priorities apparently required." The author identifies four sets of activities which are involved in technology assessment and expands upon them. These are: "(1) the forecasting of technology, necessary to warn society of future dangers and opportunities, to trigger assessments at a time when they can be most effective in terms of implementing their findings, and to enable the identification of possible trade-offs, alternatives, and solutions for assignment of priority attention; (2) the development of 'social indicators'--formal, quantitative, objective standards for the characterizations of social status and measurement of social progress; (3) technology assessment, itself.

Here the process is recognized as an iterative one, interacting repeatedly with (1), (2), and (4). It reviews aspects of the changing conditions of man/environment compatibility, departures from the steady state, and the need for more or less dynamism at any given time; and (4) the identification of national goals. This is more an educational process than a scientific achievement; it implies the establishment of an agreed-upon set of answers to the questions: 'What do we need?' 'What do we want?' 'What do we want to become?' 'What can we do?' 'Should we do it?'

Jones, E. Bruce, and John C. Frey, eds. "Proceedings of the 1968 Water Resources Colloquium: Water Related Research in the Social Sciences." Held June 4, 1968, supported in part by the Office of Water Resources Research, Pennsylvania State University, November 1968, 75 pages.

"Political science, sociological, and economical aspects of water resources research and the federal role in social science research regarding water resources research were topics of the second annual water resources colloquium. It was structured to stimulate interdisciplinary water research to include the social sciences. Community action for solving water economics problems in an irrigation district was discussed. Water resources policy which is determined in local and national decision making and water as a commodity both need to be considered in a social context. Political scientist involvement in decision processes related to water programs and policies, in institutional arrangements affecting water problems, and in management of water programs is considered. The total federal research effort, the proportion of this effort in water resources that is devoted to social sciences research, the part of the effort that OWRR, USDI is supporting, and the contribution of all research organizations to water related social science research is indicated.

Kasmar, Joyce V. "The Development of a Usable Lexicon of Environmental Descriptors." *Environment and Behavior*, Vol. 2, No. 2, September 1970, pages 153-169.

The major purpose of this research was to develop a lexicon of environmental descriptive terms, terms which are appropriate and clear in meaning and terms which can be used by laymen to describe and distinguish among environments.

Klausner, Samuel, ed. "Society and Its Physical Environment." Special volume of the Annals of the American Academy of Political and Social Science, Volume 389, May 1970.

This special volume of the Annals contains articles which explore how social science research and findings can contribute to solving questions of environmental quality. Questions relating to interdisciplinary research on environmental quality are treated in several of the essays. Included are: "Thinking Social-Scientifically about Environmental Quality," Samuel Z. Klausner; "Environmental Threat and Social Organization," Lawrence Krader; "Adaptation Under Extreme Environmental Conditions," George E. Ruff; "Resources and Social Structure: Some Conditions of Stability and Change," William R. Burch, Jr.; "The Charismatic and the Playful in Outdoor Recreation," Rolf Meyersohn; "The Social and Personality Correlates of Outdoor Recreation," Abbott L. Ferriss; "Economic Responsibility for the By-Products of Production," Allen V. Kneese; "Outdoor Recreation Economics," John V. Krutilla and Jack L. Knetsch; "Emerging Legal Strategies: Judicial Intervention," Joseph L. Sax; "Environmental Problems and Legislative Responses," Jack C. Oppenheimer and Leonard A. Miller; "The Environmental Dispositions of Environmental Decision-Makers," Kenneth H. Craik; "The Technological Imperative--Social Implications of Professional Technology," David B. Hartz; and "Authority and Responsibility for Environmental Administration," Lynton K. Caldwell.

Klausner, Samuel. "Thinking Social-Scientifically about Environmental Quality." In "Society and Its Physical Environment," The Annals of the American Academy of Political and Social Science, Vol. 389, May 1970, pages 1-10.

"Technological intervention to improve the quality of the environment is an immediate need. The current environmental crisis is rooted in the character of the society which develops and uses technology. The relation of society to its physical environment is governed by the society's definitions of its resources and the rules evolved for regulating social relations with respect to the environment. Fundamental solutions to environmental problems must, therefore, include social solutions. To stem deterioration of the quality of the environment will require an examination of those rules regulating the relation between individuals and the collective.

Krader, Lawrence. "Environmental Threat and Social Organization." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 11-18.

"The neutral approach of the natural scientist to the study of the physical environment contrasts with the social science approach. The unit of study is the same: in both cases it is the society, but instead of value-free adaptations (of the natural sciences), the social sciences tend to evaluate environmental relations as beneficent or dangerous to man. American society has its adaptive niche on the North American continent, but in its brief history, we note a change in attitude from the first settlers' confident belief that nature will provide for man's wants, to our present sense of the threat to social existence generated by environmental problems. This is coupled with a growing conviction that past policies of uncontrolled depletion have brought about the change from an ecology of abundance to an ecology of scarcity. In order to comprehend our present strait, compare the civilizations of olden Central Asia, where water was in scarce supply. There, however, water was not a threat, but a positive value; its scarcity was dealt with by practical legal and technical means. Thus, there is no necessary connection between scarcity and a given set of attitudes. We are passing through a climatic at present regarding quantity and quality of water supply, and as we change our philosophy of natural resources generally, so do we change our management policies toward them in particular. We are making up our minds that what was cheap or free will now become expensive. The pills of rising costs and taxes are a bitter dosage."

Krutilla, John V., and Jack L. Knetsch. "Outdoor Recreation Economics." In "Society and Its Physical Environment," The Annals of the American Academy of Political and Social Science, May 1970, pages 63-70.

"Outdoor recreation economics is an area similar to numerous other study areas in the general field of economics. Economists working in this area are concerned with the efficiency of the allocation of resources between outdoor recreation facilities and programs, on the one hand, and goods and services, generally, on the other--and, within the area of outdoor recreation, with the efficiency of the resultant mix of facilities and programs. Concomitantly, they become involved with the question of "distributive justice," namely, the distribution of recreational opportunities among the various segments of the population. In this paper,

we distinguish roughly between resource-oriented outdoor recreation, on the one hand, and population- or market-oriented outdoor recreation on the other. In the former, we find a predominantly middle- or upper-middle-income clientele and an economic environment which favors application of the analytical, management, and policy tools of 'efficiency economics'. In the latter, we find concentrations of the impoverished among ghetto residents, and the question of equitable distribution of recreational facilities and programs becomes equally as important as the efficiency with which they are provided."

"Man and his environment." Social Science Information, August 1970, pages 33-52.

Contains several papers presented at the "International Symposium on Environmental Disruption in the Modern World: A Challenge to Social Scientists," Tokyo, March 1970, under the auspices of the Standing Committee on Environmental Disruption of the International Social Science Council. The papers included in this issue of Social Science Information are: "Environmental disruption: General issues and methodological problems," K. William Kapp and "Directions of needed research and international cooperation in the future," Allen V. Kneese. Both treat economics and the environment. The proceedings of the symposium have appeared as: S. Tsuru, ed. "Proceedings of International Symposium on Environmental Disruption: A challenge to social scientists," International Social Science Research Council.

McClearn, Gerald E. "Biology and the Social and Behavioral Sciences." Social Science Research Council Items, Vol. 23, no. 3, September 1969, pages 33-37.

Reviews a conference held by the Social Science Research Council's Committee on Biological Bases of Social Behavior. The committee's efforts are directed toward "exploring the developing areas between the social and biological sciences, to determine the dimension of need for explicit interdisciplinary training efforts, to evaluate the effectiveness of the methods by which social scientists currently utilize biological perspectives, acquired their biological knowledge, and where appropriate to promote the utilization of biological concepts and theories in social science research and training.

Meyerson, Rolf. "The Charismatic and the Playful in Outdoor Recreation." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 35-45.

"Striking parallels exist between the concepts 'charisma' and 'play'. Both refer to a quality or an orientation rather than a behavior or an activity. Both are seen as innate to humans, yet scarce because of lack of opportunity and lack of cultivation, as well as lack of talent or 'genius'. Charisma as well as play is related to vital processes and is transcendent, featuring the extraordinary. Charisma and play are contrasted with the routine and reject it. Separateness and segregation are inherent in charisma and play; yet both become routinized, stylized, institutionalized. The elaborate and complex nature of these concepts is illustrated by examining a study of wilderness-camping in which qualities of experience are expressed that can be derived from the elements of charisma and play. These qualities are more readily experienced by persons who are trained to experience them; most leisure-activities are not felt to be so moving or touching, and outdoor recreation as well as the rest of the activities which occupy us during our free time are not usually endowed with transcendent qualities.

Proshansky, Harold M., William H. Ittelson, and Leanne G. Rivlin, eds. "Environmental Psychology: Man and His Physical Setting." New York, Holt, Rinehart and Winston, 1970, 704 pages.

"This book seeks to define and establish the substantive and conceptual boundaries of the field of environmental psychology. It brings together in one place the variety of concepts, methods, theoretical orientations, and empirical research findings that characterize the field, and provides a sort of progress report on this new but rapidly growing field."

Rudoff, Alvin and Dorothy Lucken. "The Engineer and His Work: A Sociological Perspective." Science, June 11, 1971, page 1103-8.

Sociological analysis of a sample of engineers who had been laid off; consideration of sociological concepts pertinent to the engineer and his profession. "The layoffs and their consequences can no longer be viewed as short-lived concerns that are peculiar to a small part of the profession. ...They involve a whole spectrum of consequences, including the engineer's self-image, his family and social life, the nature of the industry and its environment, and the recruiting and training of future engineers."

Ruff, George E. "Adaption under Extreme Environmental Conditions." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 19-26.

"Living systems tend to maintain in equilibrium variables associated with their continued existence. Environmental conditions which force these variables beyond their normal ranges produce stress within the system. Stress arises from overloads or underloads of energy and information, as well as from inputs which have threatening implications. The process of adapting to stress depends partly on the nature of the stress-producing agent and partly on the mechanisms available to the system. Exposure to heat, for example, involves dilation of blood vessels, reduction of body activity, and sweating to reduce body heat. At the same time, the system undergoes neurophysiological and endocrine changes which are found in many other types of stress. When the system is subjected to extreme environmental conditions for an extended period of time, adaptive responses may become increasingly costly. A possible outcome is one of the 'diseases of adaption' described by Selye. Eventually, adaptive mechanisms may fail and the system may collapse. The stress encountered by most individuals arises from the symbolic, rather than the physical, aspects of their environment. Among the exceptions are groups such as antarctic explorers, mountain-climbers, prisoners of war, and crews of space vehicles. Although problems arise under these conditions, most studies of men under stress reveal a remarkable capacity for adaption to extreme environments."

Sax, Joseph L. "Emerging Legal Strategies: Judicial Intervention." In "Society and Its Physical Environment." The Annals of the American Academy of Political and Social Science, May 1970, pages 71-76.

"Citizen-initiated environmental litigation is a response to the inability of traditional administrative agencies to accommodate to newly recognized ecological perspectives in the management of natural resources. Old-line agencies, freighted by single-mindedness, a particular sense of mission and alignment with limited constituencies, are often unequal to the broadened perspectives which modern legislation and new public attitudes demand of them. Highway departments, for example, are charged with continuing to attend to the building of the 'shortest, cheapest and straightest' roads, minimizing or ignoring new mandates to concern themselves with the environmental effects of their work. In con-

sequence, important policy decisions are undermined or distorted. Judicial assistance is sought to return important policy decisions to a forum in which democratic processes work more effectively. One such incipient technique is the judicial 'remand' of administrative action to the legislatures."

Shafer, Elwood L. Jr. and James Mietz. "Aesthetic and Emotional Experiences Rate High with Northeast Wilderness Hikers." *Environment and Behavior*, Vol. 1, No. 2, 1969, pages 187-198.

"Results of this study indicate that it is possible to quantify, by means of an attitude scale, a few qualitative values of wilderness recreation. Hikers who were surveyed along a few purposely selected trails in two wilderness areas of the Northeast placed primary emphasis on aesthetic and emotional values and comparatively little emphasis on educational and social values. Physical exercise was about half as important as aesthetic values."

"Social and Environmental Measurement," pages 4-5 and "Techniques for Applied Social Research," pages 17-19, In "Priorities in Applied Research: An Initial Appraisal." Report of the Committee on Public Engineering Policy of the National Academy of Engineering to the National Science Foundation. Washington, National Academy of Engineering, 1970.

The Committee on Public Engineering Policy, National Academy of Engineering, recently reported to the NSF advising on formulation of priorities for Federal support of applied research. One of the major conclusions of the study was the need for better social data. The Committee recommended that the Foundation increase its support for social science research leading to better social measurement. The Committee stressed also the need for more interdisciplinary work between social scientists and technologists/engineers.

"Society." In U. S. Congress. House. Committee on Science and Astronautics. "Technology: Processes of Assessment and Choice." Report of the National Academy of Sciences, Washington, U. S. G. P. O., July 1969, pages 129-30.

Discusses the need for social scientists to contribute to development of effective technology assessment process.

Simon, Rita James. "Public Attitudes Toward Population and Pollution." *The Public Opinion Quarterly*, Spring 1971, pages 95-101.

Social science survey - "to find out how interested, knowledgeable, and concerned the American public was about [population and pollution] problems that have been given first-order priority by the national administration, the mass media, and some eminent scientists."

Swan, James. "Response to Air Pollution: A Study of Attitudes and Coping Strategies of High School Youths." *Environment and Behavior*, Vol. 2, No. 2, September 1970, page 127-152.

The purpose of this study is to develop and test new instruments for the assessment of attitudes and coping styles expressed toward air pollution, and to investigate the influence of several factors upon these attitudes and coping styles. The study was conducted with high school senior males in one high school in Detroit, Michigan. The relationships among concern for air pollution, awareness of air pollution, and knowledge of air pollution were studied. Awareness of air pollution, as determined by a photographic slide technique, was positively related to socioeconomic status. Neither awareness nor knowledge of air pollution was found to be significantly related to concern for air pollution.

Winkel, Gary H., Roger Makel and Philip Thiel. "The Role of Personality Differences in Judgments of Roadside Quality." *Environment and Behavior*, Vol. 1, No. 2, 1969, pages 199-223.

This study "considers the role which individual differences play in the development of the concept of 'environmental personality'. Efforts were made to determine whether variations in response to the design quality of selected roadsides could be linked to personality differences which had been identified in studies of experimental aesthetics.

Wohlwill, J. R., and D. H. Carter, eds. "Behavioral Science and the Problems of Our Environment," Washington, D. C., American Psychological Association, forthcoming (1971).

Wohlwill, Joachim F. "The Emerging Discipline of Environmental Psychology." *American Psychologist*, April 1970, pages 303-312.

Illustrates how psychologists interested in studying questions of environmental quality may approach the subject. Discusses development of an inventory of useful psychological findings relevant to explaining how human behavior is influenced jointly by the self and the environment, and discusses requirements for the conduct and support of useful research in environmental psychology.

Yancey, William L. "Architecture, Interaction, and Social Control: The Case of a Large-Scale Public Housing Project." *Environmental and Behavior*, Vol. 3, No. 1, March 1971, pages 3-22.

Paper by a sociologist, arguing that "the architectural design of the Pruitt-Igoe Housing Project, located in St. Louis, Missouri, has had an atomizing effect on the informal social networks frequently found in lower- and working-class neighborhoods. Without the provision of semi-public space and facilities around which information networks might develop families living in Pruitt-Igoe have retreated into the internal structures of their apartments and do not have the social support, protection, and informal social control found in other lower- and working-class neighborhoods.

SOCIAL AND POLITICAL FORECASTING

Abt, Clark C. "An Approach to Methods of Combined Sociotechnical Forecasting." *Technological Forecasting and Social Change*, Vol. 2, No. 1, 1970, pages 17-22.

Bell, Daniel. "The Commission on the Year 2000." *Futures*, Vol. 2, No. 3, September 1970, pages 263-8.

Brunner, Ronald D. and Garry D. Brewer. "Bibliography on Social Forecasting." Second Revision, October 1968, Reproduced by Supplemental Program of the World Future Society, Mimeo, 1968, 12 pages.

De Brigard, Raul and Olaf Helmer. "Some Potential Societal Developments: 1970-2000." A report of research supported by the Educational Policy Research Center of the Syracuse University Research Corporation, by the Connecticut Research Commission, and by Wesleyan University. Middletown, Connecticut, The Institute for the Future, April 1970, 134 pages, IFF Report R-7.

"From September 1968 to September 1969, the Institute for the Future was engaged in a series of studies dealing with the development of advanced procedures for the long-range forecasting of technological and societal events. These studies not only generated new methods of approaching such problems, but also produced a large set of specific technological and societal forecasts." This report summarizes the studies, which were primarily done by means of delphic forecasting. Future developments assessed are: urbanization, the family, leisure and the economy; education, food and population, international relations, conflict in society, law enforcement, national political structure; values; impact of technology on government and society. Implications of developing social indicators are discussed.

Freeman, Chris. "A programme of research into social and technological forecasting." (British) Social Science Research Council Newsletter, March 1971, page 10-11.

"Futurology." Special issue of *International Social Science Journal*, Vol. XXI, No. 4, 1968, pages 515-584.

Includes: "Introduction: futurology and prospective study;" "Forecasting---an approach to the problems of the future;" "On the future of relations between the sexes;" "Engineering and sociological perspectives on development: interdisciplinary constraints in social forecasting;" "Imagination and the future;" "Forecasting and the scientific and technological revolution;" and "Futurology and the problem of values."

Galtung, Johan. "On the Future of Human Society." *Futures*, Vol. 2, No. 2, June 1970, pages 132-42.

Gordon, T.J. and R.H. Ament. "Forecasts of Some Technological and Scientific Developments and Their Societal Consequences." Middletown, Connecticut, Institute for the Future, September 1969, 98 pages.

Gordon, T.J., S. Enzer and R. Rochbert. "An Experiment in Simulation Gaming for Social Policy Studies." *Technological Forecasting: An International Journal*, Vol. 1., No. 3, March 1970, pages 241-62.

Helmer, Olaf. "Political Analysis of the Future." Prepared for delivery at the 1969 annual meeting of the American Political Science Association. Middletown, Connecticut, The Institute for the Future, August 1969, 10 pages.

"There is some promise in the transfer of operations-analytical techniques to political analysis."

Johnston, Denis F. "Forecasting Methods in the Social Sciences." *Technological Forecasting and Social Change*, Vol. 2, 1970, pages 173-178.

Lompe, Klaus. "Problems of Futures Research in the Social Sciences." *Futures*, Vol. 1, No. 1, September 1968, pages 47-53.

Schon, Donald. "Forecasting in the social sciences." (British) *Social Science Research Council Newsletter*, March 1971, pages 11-12.

FOREIGN AREA SOCIAL AND BEHAVIORAL SCIENCE RESEARCH

"Behavioral and Social Science Research In the Department of Defense: A framework for management." Report of the Advisory Committee on the Management of Behavioral Science Research In the Department of Defense. Washington, Division of Behavioral Sciences, National Research Council-National Academy of Sciences, 1971, 45 pages.

"The roots of this Advisory Committee's report can be traced to the establishment of the Advisory Committee on Government Programs in the Behavioral Sciences by the National Academy of Sciences late in 1965. Its work, supported in part by the Department of Defense, resulted in the publication of the "The Behavioral Sciences and the Federal Government" in 1968. This report led the Department of Defense to request the Academy the following year to provide advice on how its research programs in the behavioral and social sciences could best be organized and managed. An Advisory Committee on the Management of Behavioral Science Research in the Department of Defense, under the Division of Behavioral Sciences of the National Research Council, was established in the spring of 1969 to undertake this task."

Separate chapters develop each of the recommendations enumerated by the Committee. Summarized they are: (1) Transfer of responsibility for the support and management of foreign area research from the Department of Defense to a government-wide institutional structure; (2) DOD development of stronger in-house behavioral and social sciences capability to conduct pilot studies and monitor external research; (3) establishment of task force on priorities for research in national security agencies; (4) increase in some DOD sponsored social science research; and (5) improvement of the managerial relationships between the producers and consumers of research in the Department of Defense.

"Conference on Social Research and Foreign Affairs." Held by the Department of State, October 16-18, 1970.

"The focus of the Conference . . . was on the Department of State's experience with research and prospects for stepping up its support and use of studies relevant to foreign policy and operations. Recent expansion of the State Department's contract research program made the event especially timely." Conference reports and papers presented may be obtained from the Office of External Research, Department of State. Papers presented were:

"An overview of research in the Department of State, a personal appraisal," Grant G. Hilliker and Edith L. Bruce, Department of State; "Comments on foreign Affairs research," John E. Harr; "The Location of Social science research for the foreign policy decision-maker," John D. Sullivan; "Problems of research utilization in the Department of State," Kenneth W. Bleakley; "Psychological research: a few proposals," Joseph de Rivera; "Reflections on relevant research for foreign affairs," John D. Steinbruner; "The relevance of social science research to foreign policy making," Edwin Fogelman; "Social science study groups and foreign affairs research," Ege M. Lyons; "Where does research fit into the policy process?" Paul M. Kattenburg; "Independent public policy analysis organizations---a major social invention," Rober E. Levien; "International relations theory: prospect 1970-1995," Philip M. Burgess; "The location of sponsored research," Harold Orlans; "Making social research more useful to government," Harold Orlans; "Research and analysis," E. Raymond Platig; "Research revisited: in-house talent on the outside," Anthony C.E. Quinton; "The use of university resources in foreign policy research," Herbert C. Kelman.

"Federal Funding of Foreign Affairs Research: A Survey." FAR Horizons, (Department of State), Vol. IV, No. 1, January 1971, pages 1-5.

Fifth report in the annual series on government spending for social and behavioral research on foreign areas and international affairs. Financial figures, and descriptions of all agency programs are detailed. Agencies ranked in order of highest to lowest on spending for such research are: (1) Department of Defense, (2) National Science Foundation, (3) Department of Health, Education, and Welfare, (4) Agency for International Development, (5) National Endowment for the Arts and Humanities, (6) Smithsonian Institution, (7) U.S. Information Agency, (8) Department of State, (9) Department of Agriculture, (10) National Aeronautics and Space Administration, (11) Arms Control and Disarmament Agency, (12) Peace Corps, (13) Department of Labor.

In FY 70 the Department of Defense spent \$6,213,046 on foreign area social and behavioral research; the Department of State spent \$421,220.

"New Coordination Mechanism For Government-Supported Foreign Affairs Research." FAR Horizons, (Department of State), Vol. IV, No. 3, May 1971, pages 1-4.

Acting on the recommendations of several governmental and non-governmental study groups which reviewed coordination procedures for social science research in the field of national security affairs and foreign policy, President Nixon assigned responsibility for coordination of foreign affairs research to the National Security Council's Under Secretaries Committee, chaired by the Under Secretary of States, John N. Irwin, II. A new interagency Subcommittee on Foreign Affairs Research has been established to be responsible for assuring such coordination. Chairman will be Ray S. Cline, Director of Intelligence and Research, Department of State. The new research subcommittee replaces the Foreign Area Research Coordination Group (FAR), which since 1964 has encouraged cooperative effort at the working level on a voluntary basis.

The article describes the history of the formation of study groups and recommendations leading to formation of the new Subcommittee. It also details proposed activities of the new group.

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July 8, 1971

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