## Section 13

## **PRICES**

This section presents indexes of consumer prices for Honolulu, average prices for selected foods, and a comparison of Honolulu family budgets with those in other metropolitan areas. Other statistics on prices are reported in Sections 16, 17, 18, 20, 21, 22, and 23.

In April 1979, the Honolulu all-items consumer price index for all urban consumers stood at 200.7, with the 1967 level equal to 100. The index had increased 10.6 percent in the preceding 12 months, 45.8 percent since April 1974, and 87.2 percent since April 1969. Prices have risen most rapidly since 1967 for gas and electricity (143.1 percent), food at home (139.7 percent), medical care (136.8 percent) and restaurant meals (up 133.0 percent), and least for public transportation (up 32.2 percent).

An "intermediate" budget for a four-person family living on Oahu was estimated at \$23,099 as of the Autumn of 1978. This family budget was 24 percent higher than the corresponding urban United States average, and was second only to Anchorage among major American metropolitan areas. The "lower" budget was 29 percent above the national figure; the "higher" budget, 30 percent. Hawaii-Mainland differentials were greatest for rents and personal income taxes and least for clothing and transportation. An "intermediate" budget for a retired couple in Honolulu came to \$8,107 in the Autumn of 1977, 13 percent above the U.S. urban average.

The Honolulu consumer price index has been compiled by the United States Bureau of Labor Statistics at three-month intervals since December 1963. This index measures the average change in prices of goods and services purchased by urban families and single persons living alone. Prices are expressed as a percent of the average levels reported in 1967, the base date. Current data for Honolulu and other cities are published in the Monthly Labor Review and CPI Detailed Report, issued monthly by BLS. A similar series for Honolulu was maintained by the Hawaii State Department of Labor and Industrial Relations from March 1943 to December 1963, using March 1943 as the base date.

Important changes were made in the consumer price index at the beginning of 1978. The existing index, covering urban wage earner and clerical families and single persons living alone, had been based on spending patterns observed in a 1961 survey and had been issued at three-month intervals. This index was discontinued after June 1978. Beginning in February 1978, two new indexes were published, both based on the findings of a 1972-1973 survey and both issued at two-month intervals. The first of these new indexes covered the same population as the older index, that is, urban wage earner and clerical families and individuals; the second covered all urban consumers. The new indexes were linked to the December 1977 existing index (174.9) and, like the latter, expressed as a percent of the 1967 annual

average. The June 1978 all-items index was 182.1 according to the old coverage and weights, 184.1 based on the previous coverage and revised weights, and 183.9 with the expanded coverage and new weights.

Comparisons of family budgets between Honolulu and various Mainland communities have most recently been made for the Fall of 1978. These data were compiled and published by the U.S. Bureau of Labor Statistics. Similar comparisons go back a number of years, and include a Honolulu-Los Angeles comparison for 1945, Honolulu-Washington comparisons for 1951 and 1955-1978, and a 40-area comparison for various dates since Autumn 1966. Budget costs for a retired couple have been prepared by BLS for Honolulu and the Mainland as of 1966, 1967, and annually since 1969. Cost of living adjustments for Federal employees in Hawaii are based on the Honolulu-Washington comparisons.

In addition to these data, the Bureau of Labor Statistics until recently published monthly and annual data on average prices for a wide variety of foods, and occasional data on a number of non-food items. The food price series were suspended after June 1978 but may be resumed at a later time.

No composite wholesale price index, comparable to the all-items consumer price index, is available for Hawaii. Average wholesale prices of agricultural products are reported in <u>Statistics of Hawaiian Agriculture</u>, issued by the Hawaii Agricultural Reporting Service, and <u>Honolulu Prices: Wholesale Eggs</u>, <u>Poultry</u>, <u>Pork</u>, <u>Beef and Rice</u> and <u>Wholesale Prices: Wholesale Fresh Fruits and Vegetables</u>, publications of the State Department of Agriculture, Market News Service. Wholesale price statistics of other commodities are less readily available, and in most cases totally lacking.

Data on prices and living costs for the nation as a whole and other areas are summarized in <u>Statistical Abstract of the United States: 1978</u>, Section 15. Long-term trends for Hawaii are traced in <u>Historical Statistics</u> of Hawaii, Section 5.

Table 207.-- CONSUMER PRICE INDEX (ALL ITEMS COMBINED), FOR HONOLULU: QUARTERLY, 1967 TO 1978

[Unrevised index for urban wage earners and clerical workers.

Annual average for 1967=100]

Year	Annual average	March	June	September	December
1967 1968 1969 1970 1971 1972 1973 1974 1975 1976 1977 1978 <u>1</u> /	100.0 103.8 108.5 114.2 118.9 122.8 128.3 141.9 155.0 162.8 171.0	98.9 102.8 107.2 113.2 116.7 122.4 126.0 137.7 151.9 161.1 168.3 177.9	99.7 103.4 108.2 114.4 118.5 122.2 127.5 141.2 154.3 162.3 170.5 182.1	100.6 104.6 109.6 114.9 121.2 123.1 129.6 145.5 157.6 164.0	101.8 105.7 111.0 115.7 121.1 124.4 132.8 148.5 159.8 165.5

<sup>1/</sup> The unrevised consumer price index was discontinued after June 1978. For the revised index, see the following table.

Source: U.S. Bureau of Labor Statistics, <u>CPI Detailed Report</u> (monthly) and <u>Consumer Price Index-Pacific Cities and U.S. Average</u> (monthly).

Table 208.-- CONSUMER PRICE INDEX (ALL ITEMS COMBINED), BY TYPE OF CONSUMER: BIMONTHLY, 1977 TO 1979

[1967 average = 100]

Type of consumer and year	Annual average	February	April	June	August	October	December
All urban consumers: 1977 1978 1979	184.1	178.0 196.2	 181.4 200.7	183.9 204.4	 185.6 207.2	188.8	174.9 191.3
Urban wage earners and clerical workers (revised): 1977	 184.1 	 177.5 196.0	181.3 200.0	 184.1 203.6	186.0 207.2	188.7	174.9 191.2

Source: U.S. Bureau of Labor Statistics, San Francisco, Consumer Price Index-Pacific Cities and U.S. Average (monthly).

Table 209.-- CONSUMER PRICE INDEX FOR ALL URBAN CONSUMERS, BY COMMODITY GROUPS, FOR HONOLULU: 1977 TO 1979

	Annual a	averages	T
Group	1977	1978	June 1979
All items	171.0	184.1	204.4
Food and beverages	186.9	205.4	232.8
Food	193.0	212.8	241.7
Food at home	189.0	210.9	246.5
Cereals and bakery products	172.8	196.0	215.4
Meats, poultry, fish, and eggs	185.3	207.2	252.4
Meats, poultry, and fish	186.9	210.2	257.3
Dairy products	187.9	203.1	224.2
Fruits and vegetables	190.7	219.2	280.6
Other foods at home	214.0	235.7	254.2
Food away from home	204.5	218.9	234.7
Alcoholic beverages	136.7	143.4	156.9
Housing	160.3	171.7	192.2
Shelter	160.0	170.6	195.0
Rent, residential	163.5	174.1	184.8
Other rental costs	182.7	203.0	205.8
Homeownership	157.6	167.5	195.8
Fuel and other utilities	175.5	201.0	208.8
Fuels	202.8	229.0	245.0
Fuel oil, coal, and bottled gas $1/\dots$	(NA)	102.5	112.0
Gas (piped) and electricity	202.7	229.2	245.1
Household furnishings and operation	152.7	160.3	170.3
Apparel and upkeep	152.2	161.3	172.6
Apparel commodities	149.8	158.7	169.6
Men's and boys' apparel	150.3	158.7	166.8
Women's and girls' apparel	139.4	150.6	163.2
Footwear	151.0	163.7	169.1
Transportation	159.7	170.4	188.1
Private transportation	166.1	178.0	197.7
Public transportation	125.6	128.8	134.2
Medical care	203.0	221.0	237.3
Entertainment	170.8	177.7	188.1
Other goods and services	170.0	183.9	196.4
Personal care	177.8	189.9	205.6
reisonar care	1//.0	109.9	203.0

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Table 209. -- CONSUMER PRICE INDEX FOR ALL URBAN CONSUMERS, BY COMMODITY GROUPS, FOR HONOLULU: 1977 TO 1979 -- Continued

	Annual average		June	
Groups	1977	1978	1979	
Commodities and Service Groups				
Commodities  Food and beverages  Commodities less food and beverages  Nondurables less food and beverages  Durables  Services  Medical care services  Special Indexes:  All items less shelter  All items less medical care  All items less energy 2/  Energy 1/  Commodities less food  Nondurables  Services less rent  Services less medical care	167.6 186.9 151.9 164.5 136.9 177.3 210.6 173.8 168.9 (NA) (NA) 150.7 160.7 177.9 180.9	179.5 205.4 160.0 173.5 143.5 192.3 229.6 187.6 181.7 105.2 100.4 158.7 169.4 192.1 197.0 185.3	202.3 232.8 179.8 192.8 162.5 209.5 245.7 205.1 202.1 116.5 115.9 178.2 188.0 215.9 215.6 202.2	

NA Not available.

<sup>1/</sup> June 1978=100.
2/ December 1977=100.
Source: U.S. Bureau of Labor Statistics, CPI Detailed Report, April 1979, table 17-A; "Consumer Price Index--Pacific Cities and U.S. Average--June 1979;" and records.

Table 210.-- CONSUMER PRICE INDEX FOR URBAN WAGE EARNERS AND CLERICAL WORKERS, BY COMMODITY GROUPS, FOR HONOLULU: 1977 TO 1979

	Annual a	verage	T
Groups	1977	1978	June 1979
All items	171.0	184.1	203.6
Food and beverages	186.9	205.3	230.2
Food	193.0	212.8	239.0
Food at home	189.0	211.7	242.3
Cereals and bakery products	172.8	194.8	212.3
Meats, poultry, fish, and eggs	185.3	210.3	255.7
Meats, poultry, and fish	186.9	213.6	260.9
Dairy products	187.9	203.4	223.2
Fruits and vegetables	190.7	219.1	253.5
Other foods at home	214.0	235.1	253.1
Food away from home	204.5	216.8	233.0
Alcoholic beverages	136.7	142.8	155.2
Housing	160.3	171.4	190.9
Shelter	160.0	169.1	192.0
Rent, residential	163.5	174.1	184.8
Other rental costs	182.7	204.6	206.1
Homeownership	157.6	165.5	192.4
Fuel and other utilities	175.5	201.1	209.1
Fuels	202.8	229.0	245.4
Fuel oil, coal, and bottled gas 1/	(NA)	102.4	111.7
Gas (piped) and electricity	202.7	229.1	245.5
Household furnishings and operation	152.7	164.0	176.6
Apparel and upkeep	152.2	159.3	167.4
Apparel commodities	149.8	156.5	163.5
Men's and boys' apparel	150.3	161.1	167.1
Women's and girls' apparel	139.4	139.2	142.4
Footwear	151.0	156.8	153.8
Transportation	159.7	170.0	188.5
	166.1	177.4	197.7
Private transportation	125.6	128.9	134.2
Medical care	203.0	223.3	239.9
Entertainment	170.8	182.0	196.5
	170.8	182.1	195.3
Other goods and services  Personal care	177.8	185.6	201.3
reisonal care	1//.0	103.0	201.3

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Table 210.-- CONSUMER PRICE INDEX FOR URBAN WAGE EARNERS AND CLERICAL WORKERS, BY COMMODITY GROUPS, FOR HONOLULU: 1977 TO 1979 -- Continued

	Annual a	Annual averages		
Groups	1977	1978	June 1979	
Commodities and Service Groups				
Commodities  Food and beverages  Commodities less food and beverages  Nondurables less food and beverages  Durables  Services  Medical care services  Special Indexes:	167.6 186.9 151.9 164.5 136.9 177.3 210.6	179.5 205.3 159.8 173.5 143.1 192.5 232.4	201.3 230.2 179.3 192.9 161.8 208.4 250.0	
All items less shelter All items less medical care All items less energy 2/ Energy 1/ Commodities less food Nondurables less food Nondurables Services less rent Services less medical care	173.8 168.9 (NA) (NA) 150.7 160.7 177.9 180.9 171.2	188.2 181.6 105.2 100.3 158.5 169.3 192.2 197.1 185.2	205.9 201.1 115.9 116.8 177.6 187.9 214.7 214.3 200.7	

NA Not available.

<sup>1/</sup> June 1978=100.

 $<sup>\</sup>frac{1}{2}$ / December 1977=100.

Source: U.S. Bureau of Labor Statistics, <u>CPI Detailed Report</u>, April 1979, table 22-A; "Consumer Price Index--Pacific Cities and U.S. Average--June 1979;" and records.

Table 211.-- AVERAGE RETAIL PRICES OF FOOD IN HONOLULU: 1970 TO 1978

[In cents. Data are annual averages unless otherwise indicated. This series was suspended after June 1978.]

	_		
Food and unit	1970	1977	1978: May
Cereals and bakery products: Flour, white, all purpose 5 lb. Rice, short grain 10 lb. Bread, white lb.	74.9	97.4	103.7
	144.7	240.8	315.3
	29.7	48.4	50.9
Meats, poultry and fish:  Steak, round, U.S. Choice	128.5	200.9	225.1
	143.6	237.2	268.4
	79.8	121.1	138.0
	86.5	119.1	131.7
	86.9	120.9	118.9
			207.1
	152.9	216.6	224.1
	85.4	141.0	158.8
	108.9	183.1	210.3
	68.4	98.0	97.5
	89.4	160.5	190.0
Dairy products:  Milk, fresh, vit. D, grocery 1/2 gal.  Milk, evaporated 14 1/2-oz. can  Butter 1b.	67.0	113.3	119.7
	21.9	40.5	43.3
	95.5	140.0	154.4
Fruits and vegetables:       Apples, all purpose       1b.         Bananas       1b.         Papayas       1b.         Potatoes       10 1b.         Onions, yellow       1b.         Cabbage       1b.         Tomatoes       1b.         Peas, green       #303 can         Tomatoes       #2 1/2 can         Dried beans       1b.	37.6	57.5	65.0
	26.3	40.1	44.8
	21.8	45.0	55.6
	193.0	261.2	242.8
	19.4	35.7	39.3
	12.0	27.6	23.2
	47.3	84.4	93.9
	32.9	48.2	49.0
	40.1	83.8	81.2
	26.4	63.3	71.1
Other foods at home:       Eggs, grade A, large	76.2	105.7	103.9
	38.1	72.1	76.4
	68.3	116.5	133.4
	103.7	408.0	381.4
	21.1	27.9	27.9

Source: U.S. Bureau of Labor Statistics, Estimated Retail Food Prices by City (annual, 1970-1977) and Estimated Average Retail Food Prices-Pacific Region (monthly, 1978).

Table 212.-- COMPARATIVE FAMILY BUDGETS FOR HONOLULU: 1966 TO 1978

	Cost of budget (dollars) Percent of U.S. urban average							
		1 2 2 2 2 3 4 4 5 5	r		r	1		
Type of family	Lower	Intermediate	Higher	Lower	Intermediate	Higher		
and date	budget	budget	budget	budget	budget	budget		
URBAN FAMILY OF								
FOUR PERSONS								
1966: Autumn		11,190	• • •		122			
1967: Spring	7,246	10,902	16,076	122	120	123		
1969: Spring	8,135	12,118	18,315	124	120	126		
1970: Spring	8,597	12,776	19,311	124	120	125		
1971: Autumn	8,990	13,108	19,700	125	119	124		
1972: Autumn	9,118	13,617	20,579	123	119	124		
1973: Autumn	9,924	14,937	21,901	121	118	120		
1974: Autumn	11,383	17,019	25,572	124	119	123		
1975: Autumn	12,226	18,694	28 <b>,3</b> 02	128	122	127		
1976: Autumn	12,711	19,633	30,086	127	121	127		
1977: Autumn	13,280	20,883	31,897	127	122	127		
1978: Autumn	14,870	23,099	35,602	129	124	130		
RETIRED COUPLE								
1966: Autumn		4,434			115			
1967: Spring	3,110	4,429	7,219	116	115	120		
1969: Spring	3,401	4,884	7,849	116	115	118		
1970: Spring	3,562	5,166	8,312	115	115	117		
1971: Autumn	3,875	5,538	8,621	117	116	116		
1972: Autumn	3,927	5,633	8,717	114	113	113		
1973: Autumn	4,221	6,038	8,844	112	112	110		
1974: Autumn	4,801	6,796	9,918	114	112	111		
1975: Autumn	5,168	7,339	10,726	115	114	112		
1976: Autumn	5,397	7,691	11,318	115	114	113		
1977: Autumn	5,711	8,107	11,882	114	113	111		
1978: Autumn	6,357	8,987	13,085	115	115	113		

Source: Data for 1978 from U.S. Bureau of Labor Statistics, Autumn 1978 Urban Family Budgets and Comparative Indexes for Selected Urban Areas (release, USDL: 79-305, April 29, 1979) and Three Budgets for a Retired Couple, Autumn 1978 (release, USDL:78-588, August 20, 1979). For sources of data for earlier years, see The State of Hawaii Data Book 1978, table 226.

Table 213.-- ANNUAL BUDGETS FOR THREE LEVELS OF LIVING FOR A FOUR-PERSON FAMILY ON OAHU: AUTUMN 1978

	Cost of budget (dollars)			Percent o	Percent of urban U.S. average		
Item	Lower budget	Inter- mediate budget	Higher budget	Lower budget	Inter- mediate budget	Higher budget	
Total budget $\underline{1}/$	14,870	23,099	35,602	129	124	130	
Total consumption	11,433	16,389	22,907	122	117	119	
Food	4,474	5,614	7,180	125	122	124	
At home	4,004	4,858	5,836	130	125	126	
Away from home	470	756	1,344	96	103	114	
Housing <u>2</u> /	3,106	5,187	8,117	139	124	128	
Shelter <u>3</u> /	2,442	4,098	5,930	146	127	137	
Renter costs 4/	18/22,442	3,073	4,494	146	142	132	
Homeowner costs 5/	_	4,440	6,183	<del>-</del>	124	138	
Housefurnishings & operations	664	1,089	1,952	119	114	108	
Transportation 6/	884	1,678	2,233	103	107	109	
Automobile owners	1,267	1,678	2,233	110	102	109	
Clothing	903	1,248	1,754	107	103	99	
Personal care	342	450	637	114	112	112	
Medical care 7/	.0751,148	1,153	1,202	108	108	108	
Other family consumption 8/	576	1,059	1,784	112	111	113	
Other items <u>9</u> /	563	894	1,549	112	110	113	
Social security & disability payments	961	1,130	1,130	134	105	104	
Personal income taxes	1,913	4,686	10,016	205	171	175	

Footnotes and source on next page.

- 1/ Among the 40 metropolitan areas for which separate indexes were reported, Honolulu ranked second in total budget costs at all three levels, exceeded only by Anchorage.
- $\underline{2}$ / Housing includes shelter, housefurnishings and household operations. The higher budget also includes an allowance for lodging away from Oahu.
- 3/ The average costs of shelter were weighted by the following proportions: lower budget, all families living in rented dwellings; intermediate budget, 25 percent in rented dwellings; higher budget, 15 percent renters.
- 4/ Includes average contract rent, heating fuel, gas, electricity, water, specified equipment, and insurance on household contents.
- 5/ Includes interest and principal payments plus taxes; insurance on house and contents; water, refuse disposal, heating fuel, gas, electricity, and specified equipment; and home repair and maintenance costs.
- $\underline{6}$ / Based on 65 percent of the lower budget families and all of the intermediate and higher budget families owning automobiles.
- 7/ Based on 30 percent of all families paying full cost of medical insurance 26 percent paying half cost, and 44 percent covered by noncontributory insurance plans (paid by employer).
- 8/ Includes reading, recreation, tobacco products, alcoholic beverages, education, and miscellaneous expenditures.
  - 9/ Includes gifts and contributions, life insurance and occupational expenses.
- Source: U.S. Bureau of Labor Statistics, <u>Autumn 1978 Urban Family Budgets and Comparative Indexes</u> for Selected Urban Areas (release, USDL: 79-305, April 29, 1979).

Table 214.-- ANNUAL BUDGETS FOR THREE LEVELS OF LIVING FOR A RETIRED COUPLE ON OAHU: AUTUMN 1978

[For a retired husband and wife, age 65 years or over. Excludes personal income taxes.]

	Cost of budget (dollars)			Percent of U.S. urban average		
Item	Lower budget	Inter- mediate budget	Higher budget	Lower budget	Inter- mediate budget	Higher budget
Total budget $\underline{1}/\ldots$	6,357	8,987	13,085	115	115	113
Total family consumption  Food At home Away from home Housing 2/ Shelter 3/ Renter costs 4/ Homeowner costs 5/ Housefurnishings, operations Transportation 6/ Clothing Personal care Medical care	6,083 2,198 2,068 130 1,927 1,359 1,835 1,042 568 537 223 169 778	8,446 2,864 2,586 278 2,876 1,728 2,536 1,293 1,148 887 370 247 784	12,106 3,669 3,113 556 4,503 2,519 3,480 2,107 1,871 1,388 534 361 791	115 127 130 99 105 99 143 73 123 149 101 108 102	115 125 126 113 109 102 150 77 121 127 100 108 102	113 127 127 127 109 105 136 90 116 107 94 108 102
Other family consumption $\frac{7}{}$ / Other items $\frac{8}{}$ /	251 274	418 541	860 979	114 116	114 115	119 112

 $<sup>\</sup>underline{1}$ / Among the 40 metropolitan areas for which separate indexes were reported, Honolulu ranked second (below Anchorage) at the lower level and fourth (below Anchorage, Boston, and New York) at the intermediate and higher levels.

Footnotes continued on next page.

 $<sup>\</sup>underline{2}$ / Housing includes shelter, housefurnishings and household operations. The higher budget also includes an allowance for lodging away from Oahu.

<sup>3/</sup> The average costs of shelter were weighted by the following proportions: lower budget, 40 percent living in rented dwellings; intermediate budget, 35 percent in rented dwellings; higher budget, 30 percent in rented dwellings.

 $<sup>\</sup>underline{4}$ / Includes average contract rent, heating fuel, gas, electricity, water, specified equipment, and insurance on household contents.

 $<sup>\</sup>underline{5}/$  Includes property taxes; insurance on house and contents; water, refuse disposal, heating fuel, gas, electricity, and specified equipment; and home repair and maintenance costs. Assumes all mortgage payments have been completed prior to retirement.

 $<sup>\</sup>underline{6}$ / Based on 45 percent of the lower budget families, 60 percent of the intermediate budget families, and all of the higher budget families owning automobiles.

 $<sup>\</sup>underline{7}/$  Includes reading, recreation, tobacco products, alcoholic beverages, and miscellaneous expenditures.

Table 214.-- ANNUAL BUDGETS FOR THREE LEVELS OF LIVING FOR A RETIRED COUPLE ON OAHU: AUTUMN 1978 -- Con.

 $\underline{8}/$  Includes gifts and contributions. The higher level also includes an allowance for life insurance.

Source: U.S. Department of Labor, Bureau of Labor Statistics, Three Budgets for a Retired Couple, Autumn 1978 (release, USDL: 78-588, August 20, 1979).

Table 215.-- COST OF LIVING OF FEDERAL EMPLOYEES IN HAWAII RELATIVE TO WASHINGTON, D.C.: 1978 AND 1979

[Washington, D.C. = 100. Based on a survey of comparative costs, used in determining cost of living allowances (COLA) for Federal employees in Hawaii.]

	Local re	etail <u>1</u> /	Commissary, PX <u>2</u> /		
Island	Private housing <u>3</u> /	Federal housing <u>4</u> /	Private housing <u>3</u> /	Federal housing 4/	
1978					
Oahu	115.8 116.0 117.0 113.5 115.9	(NA) (NA) (NA) (NA) (NA)	101.9  116.6 	(NA)  (NA) 	
Oahu	112.2 109.3 114.4 111.1 116.2	102.2 102.1 107.6 105.8 107.2	97.9  113.8 	87.9  107.0 	

NA Not available.

Source: U.S. Civil Service Commission, "Nonforeign Area Cost of Living Allowances," FPM Letter 591-29 (October 30, 1978), attachment, and U.S. Office of Personnel Management, "Nonforeign Area Cost of Living Allowances for Guam and the State of Hawaii and Post Differentials for Eligible Locations," FPM Letter 591-34 (September 4, 1979; advanced edition, August 21, 1979), attachment.

<sup>1/</sup> Indexes for Federal employees who purchase goods and services only from private retail establishments.

 $<sup>\</sup>underline{2}/$  Indexes for Federal employees with unlimited access to military commissary and exchange facilities.

 $<sup>\</sup>underline{3}/$  Indexes for Federal employees who occupy housing units that are privately owned or rented.

<sup>4</sup>/ Indexes for Federal employees who occupy housing units owned or leased by a Federal agency.