

Annual report of the Congressional Research Service of the Library of Congress
for fiscal year ... to the Joint Committee on the Library, United States
Congress
Library of Congress.
Washington : U.S. G.P.O

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93d Congress }
1st Session }

JOINT COMMITTEE PRINT

ANNUAL REPORT OF THE
CONGRESSIONAL RESEARCH SERVICE
OF THE LIBRARY OF CONGRESS
FOR FISCAL YEAR 1972

TO THE
JOINT COMMITTEE ON THE LIBRARY
UNITED STATES CONGRESS

PURSUANT TO
PUBLIC LAW 91-510
(Section 321)



DECEMBER 7, 1973

Printed for the use of the
Joint Committee on the Library

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**U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1973**

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(II)

LETTER OF TRANSMITTAL

THE LIBRARY OF CONGRESS,
CONGRESSIONAL RESEARCH SERVICE,
Washington, D.C., January 31, 1973.

HON. LUCIEN N. NEDZI,
Chairman, Joint Committee on the Library, U.S. Congress,
Washington, D.C.

DEAR MR. CHAIRMAN: It is my pleasure to transmit herewith the fiscal year 1972 annual report of the Congressional Research Service, submitted pursuant to the Legislative Reorganization Act of 1970 (Public Law 91-510). The act states that, "The Director of the Congressional Research Service shall prepare and file with the Joint Committee on the Library at the beginning of each regular session of Congress a separate and special report covering, in summary and detail, all phases of activity of the Congressional Research Service for the immediately preceding fiscal year."

Prior to the 1970 Reorganization Act, as the Legislative Reference Service, we have benefited from the counsel and support of the Joint Committee. As we move ahead on implementation of the responsibilities given to the Service by the act, such guidance will continue to be valuable.

Fiscal year 1972 was an important one to the staff of the Service as it sought to respond to implementation of the new act. We are continuing to seek new and improved ways of meeting the information and research needs of the Members and their staffs.

Sincerely yours,

LESTER S. JAYSON,
Director.

(III)

C O N T E N T S

Chapter	Page
I. CRS AND ITS WORK FOR THE CONGRESS IN FY 1972 -----	1
Occasion for this report-----	2
Fiscal Year 1972—A Summary-----	3
II. HIGHLIGHTS OF RESEARCH -----	5
CRS aid to committees-----	6
Welfare reform-----	6
Agriculture-----	7
International cooperation in outer space-----	7
Soviet space program-----	8
President's foreign policy message-----	9
U.S. Foreign Policy, 1971—A Chronology-----	9
National security policy-----	10
Inter-American relations-----	10
CRS help to individual members-----	11
Reports of action in Congress-----	11
School busing-----	12
Wage and price controls-----	12
Revenue sharing-----	13
Nuclear power-----	13
Society and science-----	14
One CRS employee's assistance-----	14
Aid to constituents-----	16
Statutory projects and special services of CRS-----	17
Statutory projects-----	18
The bill digest-----	18
Constitution Annotated-----	18
Hinds' and Cannon's Precedents-----	19
Lists of subjects and policy areas-----	19
Terminating programs survey-----	20
National debate topics-----	20
Special services-----	21
Translations-----	21
Graphics services-----	21
Reference centers in congressional office buildings-----	22
The legislative status report-----	22
Congressional seminars-----	23
SDI alerting service-----	23

Chapter	Page
III. WORK OF CRS DIVISION.....	25
American law.....	26
Economics	27
Government and general research.....	27
Education and public welfare.....	28
Foreign affairs.....	29
Science policy research.....	29
Environmental policy.....	30
Congressional reference.....	31
Library services.....	31
IV. CRS WORK IN FISCAL YEAR 1972—STATISTICS.....	33
CRS work.....	34
Amount	34
Who asked for work.....	34
Kinds of work requested.....	35
CRS time spent on work.....	35
Committee prints and other writings.....	36
The CRS budget request for fiscal year 1973.....	37
V. NEW DIRECTIONS IN CRS WORK.....	39
Implementing the 1970 Legislative Reorganization Act.....	40
Cooperation with GAO.....	42
Tracking	42
Quality of work.....	43
Congressional seminars.....	44
Legislative purpose and effect memoranda.....	44
Automation	45
VI. CHALLENGES AND PROBLEMS.....	47
APPENDIXES	52
A. CRS provisions, 1970 Legislative Reorganization Act.....	54
B. Letter, CRS congressional seminar announcement	59
C. CRS organization chart.....	61
D. Tables and charts, CRS size and work.....	62
E. CRS regular reports.....	68
F. CRS assistance in committee hearings, fiscal year 1972	70
G. CRS kit materials: List of topics.....	73
H. Selected CRS writings for fiscal year 1972.....	77

CHAPTER I

CRS AND ITS WORK FOR THE CONGRESS IN FY 1972

(1)

Occasion for this Report

This report on the status of the Congressional Research Service of the Library of Congress during fiscal year 1972 is submitted to the Congress as required by the Legislative Reorganization Act of 1970 (Public Law 91-510, section 321, which amends section 203[i] of the 1946 Reorganization Act):

The Director of the Congressional Research Service shall prepare and file with the Joint Committee on the Library at the beginning of each regular session of Congress a separate and special report covering, in summary and in detail, all phases of activity of the Congressional Research Service for the immediately preceding fiscal year. 1/

This is the second such report to Congress from the Congressional Research Service. It is, as the 1970 Legislative Reorganization Act instructs, a "separate and special report," submitted in addition to the account of the Service that appears in the annual report of the Librarian of Congress.

The basic function of the Congressional Research Service is to support the Congress in its legislative and other functions by providing nonpartisan and useful analytical research and reference assistance. The continuing and underlying goal of the Service is to make more and better assistance available to the Congress in as many forms and in as many ways as Congressional needs require. The Joint Committee on the Organization of Congress in 1966 expressed the need the Service tries to fulfill:

The legislative branch requires the kind of creative research that not only analyzes and evaluates but also supplies viable and constructive alternatives to proposed programs and policies. 2/

Congress sought to bring about that kind of research when it assigned to the Service -- through the 1970 Legislative Reorganization Act -- new and expanded responsibilities for aiding committees and Members of Congress. To facilitate these responsibilities, the Act also modified the formal institutional relations between CRS, the Congress and the Library, and gave

- 1/ For the text of the parts of the 1970 Act that concerns the Congressional Research Service, see Appendix A, p. 54.
- 2/ Joint Committee on the Organization of the Congress. Final report. S. Rept. 1414, 89th Congress, 2d session, July 28, 1966.

the Director of the Service wider and more explicit authority to administer his responsibilities. CRS sought to aid Congress during fiscal year 1972 in the context of these changes and new responsibilities, while carrying on traditional CRS responsibilities.

Fiscal Year 1972 -- A Summary

From July 1, 1971 to June 30, 1972, the Congressional Research Service continued and expanded its efforts toward implementation of its new responsibilities under the Legislative Reorganization Act of 1970, while maintaining and extending its traditional services to Congress.

As required by the Legislative Reorganization Act of 1970, the Service moved in new directions in FY 1972. The Act, which sought to enhance the Service's ability to provide maximum research and analytical support to Members and committees of Congress, was first funded in fiscal year 1972. The Service was thus provided with the resources to begin active implementation, as planned in the previous fiscal year.

During FY 1972, CRS expanded and made formal the committee liaison activities begun as a pilot effort in FY 1971. The Service also strengthened its ability to provide policy analysis assistance to both committees and Members, as directed in the Act. During the year, CRS initiated planning for the new services it was required to provide beginning with the 93rd Congress in January 1973. These included providing each committee with a list of subjects and policy areas that the committee might profitably pursue in depth, preparing lists of programs and activities due to expire during that session of Congress, and making available purpose and effect memoranda on bills scheduled for committee hearings.

During the past fiscal year, the Service also undertook to fulfill other objectives of the Act, including developing and implementing a system for tracking legislative issues. The Act also led the Service to expand its facilities for evaluating and improving the quality of CRS work, plan a series of seminars on major legislative issues for Members and congressional staff, increase and improve its use of automated services, and further its cooperation with the General Accounting Office.

In fiscal year 1972, the Service continued to provide Congress with its traditional services to assist Members and committees. Its assistance to individual Members included providing them with analytical and research support in a

great many areas of continuing interest such as school busing, wage and price controls, revenue sharing, nuclear power, etc. The Service also provided Members, as well as committees, with special services, including translation of reports and correspondence and preparation of charts and graphs. To aid Members in responding to constituent mail, CRS continued to provide information, often in the form of prepared kits.

Its services to committees, in addition to those required by the 1970 Act, included preparing numerous committee prints, assisting in preparations for hearings, analyzing legislation, and supplying background information and factual data. There were numerous areas in which CRS provided substantial support to committees in FY 1972, including welfare reform, agricultural legislation, space activities, and foreign policy.

During FY 1972, CRS also assisted Congress through a number of statutory and special services. Fiscal 1972 saw improvement of the Digest of Public General Bills and Resolutions, continued work on revising the Constitution Annotated, assisting the Parliamentarian in updating Hinds' and Cannon's Precedents, and preparation of documents on the debate topics. Special services provided during the year included the Legislative Status Report and the Legislative Status Checklist, the SDI alerting service, and the Rayburn Reference Center.

The following report described in detail the extent and variety of research, reference, and analytical support provided in FY 1972 and specific CRS activities to implement the Legislative Reorganization Act of 1970. Separate chapters of the report describe highlights of work performed for Congress, statutory projects and special services provided, the work of the CRS divisions, the overall workload of the Service, and new directions under the 1970 Act. The concluding chapter identifies some of the challenges and problems confronting CRS. Examples, statistical data, and other supporting materials are contained in the appendices to the report.

CHAPTER II
HIGHLIGHTS OF RESEARCH

(5)

Fifty-eight years ago, a line of the budget for the Library of Congress established the office that in time became the Congressional Research Service. The duties of that office were "to prepare such indexes, digests, and other compilations of law as may be required for Congress and other official use..."

The charter Congress gave to CRS under the 1970 Legislative Reorganization Act required that the Service provide assistance to congressional committees and Members in analyzing, appraising and evaluating legislative proposals. Under the Act, the Service was also required to list for committees terminating programs and subjects and policy areas they might profitably analyze in depth. The act directed the Service, on behalf of Members and committees, to collect, classify, and analyze studies, reports, compilations, digests, bulletins, indexes, translation and other data concerning legislation. CRS was also directed to prepare and provide information, research and reference materials and services to committees and Members in their representative as well as their legislative functions. Furthermore, the Service was required to prepare legislative purpose and effect memoranda and summaries and digests of public bills and resolutions. 3/

Following are highlights of how the Service sought to comply with its statutory responsibilities to assist Congress during fiscal year 1972.

CRS Aid to Committees

When called upon during the year, CRS helped Members and committee staffs gather basic background information and analyze issues on topics of interest to committees. The Service also did legal research for them. And, the Service on occasion assisted in all of the various phases of the hearing process, an effort that often included offering suggestions about format, potential witnesses and questions. The following are case histories illustrative of CRS committee support during fiscal 1972. 4/

Welfare Reform

CRS analysts helped the staff of the Senate Finance Committee work up hundreds of questions to be asked of administration officials and other witnesses about the condition

3/ For the text of these responsibilities, see Appendix A, p. 54-58.

4/ Another indication of CRS assistance appears in Appendix F, pp. 70-72. This is a list of committee hearings for which CRS provided assistance.

and potential of the welfare system. Experts whom the committee might want to consult were listed. Staff members of the Congressional Research Service attended executive and drafting sessions to assist in drawing up the committee bills. CRS staff members likewise helped in the drafting of committee reports and press releases. They also accompanied Members and their staffs to the Senate Floor to provide technical information and other assistance during the long and heated debates on the measures. And, finally, CRS experts assisted during executive sessions of the conference committee.

Agriculture

In fiscal year 1972, the major agricultural legislative developments were the enactment of The Farm Credit Act of 1971, which was a major revision of cooperative farm credit legislation, and The Rural Development Act of 1972, a landmark rural development bill that expanded existing programs and authorized several new rural development grant and credit programs. In connection with the consideration of both of these bills, assistance was given to Members on the agricultural committees of both Houses and other Members of Congress.

Hearings also were held in both the Senate and the House on bills to strengthen farmers' bargaining power and to set up a strategic reserve of storable commodities. Background information and other kinds of research assistance were provided by CRS for those hearings.

International Cooperation in Outer Space: A Symposium

International Cooperation in Outer Space: A Symposium is the major source of coordinated information on international space activities. It was produced as a congressional document under the authority of the Senate Committee on Aeronautical and Space Sciences. The editor, a CRS Senior Specialist in International Relations, was also a contributing author to the symposium.

Congress established the policy of international cooperation in outer space activities in the NASA Act of 1958, and Senate jurisdiction over such activities was placed with the Senate Committee on Aeronautical and Space Sciences. This symposium enables the committee and the Congress to review the activities and progress of all the Federal agencies engaged in international space cooperation and of the United Nations and various intergovernmental, scientific and professional organizations.

The study, consisting of chapters by leading experts, is divided into five main parts: the United States and International Space Cooperation, the United Nations and Outer Space, Intergovernmental International Organizations, International Scientific Community and Professional Associations, and U.S. Foreign Relations and the Future of International Space Cooperation. There are appendices containing the texts of agreements with other nations.

The volume has been of assistance also to the executive Branch, foreign governments and international organizations. This symposium revealed practical ways in which a national program can be used to promote cooperation between the United States and other nations and groups of nations in the peaceful uses of outer space, including space communications, meteorology, navigation, medicine, earth resources surveys, and scientific exploration.

Soviet Space Program

The Science Policy Research Division was asked by a congressional committee to take the initiative in a large interdivisional effort to prepare for the first time in five years an authoritative study on the status of the Soviet space program, with an assessment as to its future directions and its goals in the scientific, economic, political, and military area. No such comprehensive study existed anywhere in the public domain and the study required had to be accurate and unclassified.

In partnership with the Foreign Affairs Division and the European Law Division of the Law Library, the study was prepared as requested; the main body of the report was a 670 page Senate document, released in January 1972, covering the years 1966-1970 in great detail. It was updated with a committee print of 74 pages covering the year 1971, released in April 1972.

Use of this publication has extended well beyond the requesting committee, generating many requests from both houses and from several executive departments. The committee received credit for its sponsorship of this effort in favorable reviews carried in at least a dozen national magazines and over 1000 newspapers, worldwide. It is cited as the standard reference on this subject by private authorities and by several governments around the world.

CRS was able to bring unique resources to this task. CRS researchers, with expert knowledge, analyzed issues in this sensitive topic without the constraints necessary to the staffs of Executive agencies working in their field.

President's Foreign Policy Message

An analysis of the President's 1972 foreign policy message to Congress was prepared at the request of the House Committee on Foreign Affairs. The analysis was requested in support of the oversight responsibilities of the Congress in foreign affairs. A similar report was prepared by the CRS Foreign Affairs Division during fiscal year 1971 and issued as a committee print, "United States Foreign Policy for the 1970's: A Comparison of the President's 1970 and 1971 Foreign Policy Reports to Congress."

The study of the 1972 foreign policy message, cast as a comparative analysis, undertook to:

- (1) Summarize the President's foreign policy as stated in the 1972 report, and compare it with his foreign policy reports of 1970 and 1971 to identify noteworthy changes.
- (2) Compare the President's report with the reports of the Secretaries of State and Defense.
- (3) Identify instances in the report in which the President has mentioned Congress, and relate these to the actions in the relevant foreign policy areas that have been taken by Congress.

Concluding observations on each of these areas appear in the last section of the study. Each section of the study was written by an analyst of the Foreign Affairs Division specializing in the topics discussed.

U.S. Foreign Policy, 1971 - A Chronology

This research document, prepared by the CRS Foreign Affairs Division, was published as a print of the House Foreign Affairs Committee to aid Members of Congress by providing them with brief descriptions of major international and U.S. foreign policy developments during calendar year 1971. The information for the chronology was gathered in a computer throughout the year in a project designed to keep track systematically of events and issues relating to the responsibilities of Congress.

The chronology is divided into eight sections covering geographic areas, a separate section on international organization and law, and a final section on the conduct of U.S. foreign policy. Each section was tracked and written by an analyst specializing in a particular geographic or functional area.

National Security Policy

Over a period of several months beginning in February 1972 and extending into fiscal year 1973, CRS analysts of the Foreign Affairs and Economics Divisions, working at the request and under the guidance of a House Foreign Affairs subcommittee staff consultant, provided extensive support for a series of seven hearing-symposium sessions on "National Security Policy and the Changing World Power Alignment." Contributing to the original idea of the hearings was a paper, "American Foreign Policy in a Changing World," prepared by a CRS analyst.

The symposium format of the hearings was planned by the staff consultant, after discussions with CRS analysts on ways of making hearings more effective. The continuity of the hearings and the easy usability of the resulting hearing record were facilitated by having CRS analysts serve as rapporteurs to summarize the hearings. Useful experience was gained by the analysts in attending hearing sessions and undertaking the demanding task of preparing and delivering, within 48 hours, balanced summaries of everything said at a given session. CRS adherence to the deadlines made it possible for the subcommittee to send the summary of one week's hearing-symposium session to the invited participants in the next week's session.

Early in fiscal 1972, CRS provided material for a committee print which served as a prospectus for the hearings: "National Security Policy and the Changing World Power Alignment: Outline and Bibliography." Later the bibliography was updated and supplemented for inclusion in the hearings volume.

At the staff consultant's request, CRS analysts also submitted names of possible witnesses, detailed questions to be put to the witnesses, and background materials relating to the subjects of the respective hearing sessions. Some of the questions were tailored on short notice to papers submitted in advance by invited participants.

Inter-American Relations

One committee print -- a compilation prepared by two CRS analysts of the Foreign Affairs Division under the guidance of the staff of the House Committee on Foreign Affairs and with the assistance of the Permanent Mission of the United States to the Organization of American States -- contains hundreds of

documents. They cover a wide range of topics on Inter-American relations such as the Organization of American States, the Inter-American Development Bank, and U.S. legislation relating to Latin America. One section contains formal actions, resolutions, and declarations relating to important social, political and economic developments in inter-American affairs. The committee print also includes documents on U.S. relations with Mexico, Panama and Cuba, and a listing of all treaties in force between the United States and Latin America. The document provides such information for the first time in one book.

CRS Help to Individual Members

The Congressional Research Service continued to provide a full spectrum of aid to Members, with the demand for legislatively-oriented assistance increasing. During fiscal 1972, the Service responded to 100,000 Member requests; of these 640 required 40 hours or more of research to conclude. This amounted to a 20% increase in the number of extended studies requested by Members. 5/

Many requests were still for quick answer materials: facts and figures, multiliths and other materials prepared by CRS, bibliographies, or books on loan. Requests of this nature require no new analytical research or writing, and so were dispatched by the Congressional Reference Division.

However, thousands of reports and memoranda were tailored by CRS research divisions to the needs and specifications of individual Members. Some requests took just an hour or so for a CRS analyst to fulfill. Other requests took weeks. Naturally, the work CRS did for congressional committees made possible better service to Members on their individual legislative projects.

Following are examples of how CRS helped individual Members as legislators during the last fiscal year:

Reports of Action in Congress

Throughout the past fiscal year, Members asked for reports from CRS analysts on the legislative activities of Congress. Many requests asked for summaries of what had happened to particular issues -- as described in case histories

5/ For discussion of the change in the nature of the CRS workload as determined by Congress, see Chapter IV, p. 35.

that follow. Other requests called for comprehensive reviews of what had happened during the session or the whole Congress. The legislative issue tracking systems, recently developed in all CRS research divisions, enabled more prompt and comprehensive responses to such requests this year.

School Busing

During fiscal 1972, Members were clearly concerned with the issue of busing students to public schools to achieve racial balance. Amendments to several bills (notably to the Education Amendments of 1972 and the Office of Education Appropriations bill) contained prohibitions against the use of Federal monies for such a purpose. In addition, numerous constitutional amendments were introduced in the Congress forbidding assignment of children to public schools on the basis of race, color, or country of national origin.

American Law Division attorneys prepared written responses to inquiries about such legislative issues. These responses included analyses of the constitutionality of anti-busing statutes and of relevant judicial decisions, preparation of remarks for Members, and copies of decisions and prepared factual materials. Numerous telephone requests from Members and their staffs on the busing issues were also answered.

Among the major reports on school busing prepared in this Division were: an analysis of the history of judicial decisions concerning school desegregation; a report and analysis of the major "Northern" public school desegregation cases since 1967; and a report analyzing recent Federal court decisions ordering, in practical effect, consolidation of school districts as a technique for desegregating the public schools. In addition, studies and prepared materials were sent to Members concerning the proposal to curtail appellate jurisdiction of the federal courts on busing decrees.

Discussions and briefings were held by attorneys from the Division with individual Members on the subject, and one attorney met with more than forty Members of the House to analyze the provisions of a proposed constitutional amendment relating to student assignment.

Wage and Price Controls

Several attorneys prepared constitutional and legal analyses of the various aspects of the President's wage and

price control program for committees and for individual Members. These analyses considered both the basic structure created by the President and specific applications of the controls. As in school busing, this work continued throughout the greater part of fiscal 1972.

The work performed by the attorneys included a basic study, later multilithed, on the constitutionality of the program, the preparation of numerous individual reports, discussions with Members and staff, and telephone conversations regarding various aspects of the program, such as its effect on the rates permitted by regulatory agencies.

Revenue Sharing

The Federal revenue sharing program in fiscal 1972 was forecast to provide more than \$30 billion of Federal monies to the States over a five-year period. Each Member wanted to know the amount of aid to be given in his or her State, and what formulas were to be used to determine the amount. Since changes in the factors used to distribute the funds would result in changes in the amount of aid that would be allocated to any area, many Members were anxious to know what effect specified changes would have on their constituent States, cities, and congressional districts. Members were also concerned about the requirements or, in some cases, the lack of requirements, proposed in revenue sharing bills. The CRS staff in the Economics Division provided assistance in determining the effect of such provisions on State and local spending patterns. Staff analyses of competing revenue sharing bills pointed out the differences among the bills under consideration.

Constituent interest in revenue sharing was at fever pitch during the past fiscal year. Governors, State legislators, city administrators, and other concerned citizens actively sought passage of revenue sharing. Many CRS analyses provided the types of information that a Member could use to clarify, explain, and define his or her position on revenue sharing.

Nuclear Power

The technical subject of nuclear power provides two illustrations of how CRS aided Members of Congress in their legislative and representative functions on matters of science. During the spring of 1972 there were proposals to permit interim licensing of nuclear power plants before the full regulatory review was completed. Responding to legislative interests of Members, Science Policy Research Division specialists prepared analyses of the bills, made comparisons among them, suggested points to be made in floor statements, and drafted statements.

The announcement that a nuclear power plant will be built at a certain location normally generates some opposition and consequent requests to Members of Congress to intervene in licensing hearings of the Atomic Energy Commission. The Service's specialists drafted statements for use by some congressional offices to express Member support or concern, and for use before the Atomic Safety and Licensing Boards.

Society and Science

During fiscal 1972, a Senator was invited to a scientific conference at which the subject of social control of scientific developments was to be a major topic of discussion. When placing his request with CRS, the Member indicated that he would require briefing on late breaking developments and literature in certain issues relevant to the topic, issues such as genetic engineering. The Member asked for conferences and briefings from CRS as preparation. The Science Policy Research Division complied with written and oral briefings, including the desired technical explanations. A special briefing was organized to include selected studies from universities and private institutes. The Member subsequently pursued the subject area, and introduced legislation that, if enacted, would require prompt assessments of the impact biological developments can have on society.

One CRS Employee's Assistance

The activities of one senior specialist during fiscal 1972 indicates the range of little publicized work CRS does for committees and Members. For instance, the Senior Specialist in Housing helped several congressional committees and subcommittees during the year in the formulation of the Housing and Urban Development Act of 1972. This senior specialist provided numerous memoranda and consultations to the housing subcommittees of the House Banking and Currency and the Senate Banking, Housing and Urban Affairs Committees. Similar services were provided to a lesser extent to the full committees when they were considering the bills.

The senior specialist helped with the legislation throughout its development, bringing to bear his more than 20 years' experience as an expert in housing. He provided analyses of alternate proposals as well as background information during the early stages of the legislation. The specialist also undertook studies on the influence certain

provisions of the legislation might have on different parts of the country. For example, the CRS analyst in his study of a proposal for broadening the criteria under which existing housing could be refinanced in core cities pointed out what consequences might come of the proposal and the precedents for it.

The senior specialist also provided analyses of testimony for congressional committees. One such analysis concerned testimony given before a committee by the Secretary of Housing and Urban Development, George Romney, who testified on one of the original drafts of the bill. Also, the CRS staffer analyzed and compared key provisions of the House version of the bill, including the Administration's proposal for community development special revenue sharing.

He prepared summaries of major provisions of the Senate and House bills. These summaries were distributed to about 20 individual Members in response to requests from their offices.

In other assignments, the senior specialist aided a committee in its deliberations on the problems of financing residential mortgages by writing a study that became a committee print. His report summed up the economic conditions concerning housing, outlined the cycles of the construction industry, and reviewed proposals for smoothing the extremes of those cycles through the adjustment of mortgage interest rates and through other economic devices.

The CRS housing specialist also aided in hearings on the alleged lack of competition in real estate and mortgage lending. The specialist provided a comprehensive background memorandum for the chairman of the subcommittee that conducted the hearings, helped prepare questions and other materials for the hearings, accompanied the committee when it conducted hearings away from the Capital, and helped frame questions while the hearings were taking place.

He provided a committee with analyses and commentaries on mortgage interest rate trends in preparation for a hearing to review the President's Economic Report to Congress of January 1972, at which the chairman of the Federal Reserve Board was to be the witness.

The senior specialist wrote, for the information of the committees who requested it, a 122-page commentary on the 89 individual recommendations and 26 subsidiary recommendations of

the report of the President's Commission on Financial Structure and Regulation. The commentary provided the Members with information and analyses on the complex questions raised by the report. The CRS staff member also analyzed in 27 pages, on behalf of a congressional committee, a report by the Federal Reserve System's Board of Governors. The report suggested ways to moderate fluctuations in the activity of the construction industry.

The specialist also helped many individual Members on legislative matters. Once during fiscal 1972 this took the form of an interdivisional effort in CRS. The specialist, who is affiliated with the Economics Division, worked with a specialist from the Environmental Policy Division to help a Member develop legislation that would try to insure that national growth takes place in a balanced way. The CRS housing specialist's aid included analyzing, section-by-section, the bill as originally drafted, and providing advice about appropriation authorizations for specific titles of the draft bill.

For another Member, the CRS housing expert wrote an explanation of legislation on low and moderate-income housing, including the availability of mortgage insurance. For still another Member the analyst wrote an 18-page background paper on income tax deductions as an incentive for home improvements. The Member used the paper to advise his associates about a bill he had co-sponsored.

In addition, during fiscal 1972 the Senior Specialist in Housing answered over the phone, in person, and through memos, literally hundreds of congressional requests for information, and assisting in the drafting of speeches for Members on housing production, housing for the elderly, land use regulation and other topics.

Aid to Constituents

Sixty-seven thousand constituent requests for information, forwarded by congressional offices, received the customary prompt attention of the Service in fiscal 1972.

The ready reference team of CRS, the Congressional Reference Division, handled the bulk of constituent requests in the Service in fiscal 1972. CRD is staffed with reference librarians and other professional employees trained to respond to factual questions quickly. Many inquiries from constituents were answered by providing them with pamphlets, leaflets,

reprints, and other expendable publications, stockpiled for this purpose. In fact, many were prepackaged into kits. Only by planning of this sort could the Division keep up with the avalanche of work. An estimated 20,000 kits were used by all of CRS divisions in response to requests covering a multitude of issues during fiscal 1972.

The variety of topics for which constituent kits had been prepared is indicated by their number as of June 30, 1972 -- 107. Topics included major issues such as abortion, birth control, family planning and population, campaign financing, Communist China, gun control, prison system and reform, prisoners of war, the Selective Service, taxation, U.S. courts, venereal disease, Vietnam, welfare, and the women's movement. Kits were formed too concerning such less heated, but frequently requested, topics as all year schools, colleges, Europe, filibusters, the metric system, teaching as a career, and World War I. 6/

The contents of the kit on the job of a Member of Congress is a good example of the kinds of information included in most kits. As of the end of fiscal 1972, the kit included a Senior Scholastic issue devoted completely to the 92d Congress at work, excerpts from a speech and from a book on being a Representative -- this material being the accounts of two Members and a congressional staff member. Selected bibliographies on the Senate, the House, and on politics as a vocation were also included. The information gives anyone interested the basic information and the leads for additional study.

CRS worked under certain traditional limits in its constituent services. The most important constraints are that no constituent request receives priority treatment over a Member request, and that the Service provides no extensive original research for constituents. And, of course, work on behalf of constituents must be conducted under the auspices of a Member.

Statutory Projects and Special Services of CRS

Over the decades CRS has developed a number of special services found useful to Members and has been given several delineated project assignments by statute.

6/ For a list of all the topics for which kits have been made, see Appendix G, p. 73.

The statutory projects are:

The Bill Digest
 The Constitution Annotated
 Hinds' and Cannon's Precedents
 Lists of Subjects and Policy Areas
 Terminating Programs Surveys
 The National Debate Topics

The Special Services are:

Translations
 Graphics
 Reference Centers
 Legislative Status Report
 Congressional Seminars
 SDI Alerting Service to New Literature

Statutory Projects

The Bill Digest

A congressional tool-of-trade long produced by the CRS American Law Division, the Digest of Public General Bills and Resolutions, comprises cross-indexed bills and resolutions. Digesting, indexing and processing of roughly 9,500 of these measures was done during fiscal year 1972. The year saw continued refinement of the automated system used to produce the Digest. Staff members in the Bill Digest Unit also handled approximately 4,600 requests for research. These primarily involved the information in the Bill Digest (e.g., summary of bills, status of bills, compilations, committee activity, floor action, etc.).

Constitution Annotated

Pursuant to Public Law 91-589 (2 U.S. Code, Section 168), the American Law Division of CRS worked on the latter part of its revision of The Constitution of the United States of America; Analysis and Interpretation. The Division completed most of the basic research and analysis, and much of the drafting, during fiscal year 1972. The project is scheduled for delivery to the printer by February 1973. The one-volume work, popularly known as The Constitution Annotated, describes, clause by clause, the meaning of the U.S. Constitution in light of decisions handed down by the Supreme Court. Under the cited statute The Constitution Annotated

shall be revised every ten years, and supplements between revisions shall be issued every two years by the Service.

Numerous revisions in Constitutional doctrines during the eight years since the last edition came out moved Congress to order a new, seventh edition. The new edition will include references to, and consideration of all, pertinent United States Supreme Court decisions through the end of fiscal year 1972. Analysis was made of 940 Supreme Court opinions handed down since October 1964, the period since the previous edition. Of those opinions, about 700 will be incorporated in the revised edition. This effort required that more than 1,000 pages of the previous edition be revised significantly. With the Government Printing Office receiving the finished manuscript by the beginning of 1973, the volume should be issued shortly thereafter.

Hinds' and Cannon's Precedents

Public Laws 89-90 and 91-510 direct the House Parliamentarian to update the famous compendium of proceedings, applications and interpretations the House has made of its rules in the conduct of parliamentary action. Both acts authorize the Parliamentarian to use the services of the Library of Congress. With a supplementary appropriation the CRS American Law Division employed additional staff to assist in the task and, operating under the supervision of the Parliamentarian, this unit has worked since the spring of 1971 on the first updating of the Precedents since 1936.

Lists of Subjects and Policy Areas

The 1970 Reorganization Act contemplated that there should occur prior to the opening of each new Congress an opportunity for the committees to plan their agendas with such assistance from CRS as each might desire; in this way, chairmen and senior staff could plan committee studies and hearings with knowledge of what CRS resources are available for research assistance, and the Service could allocate and schedule with awareness of forthcoming needs. Thus, the Act directs the Service to prepare for each congressional committee a list of subjects and issues that it might profitably pursue in depth. These lists are to be delivered at the beginning of each Congress and, as elaborated in the Rules Committee Report, developed in joint effort with committee leadership.

In late spring of 1972, CRS initiated organizational and procedural planning for this task. Interdivisional CRS teams were planned to comprise specialists corresponding to the

jurisdiction of each committee; senior analysts were selected to coordinate each team effort; a preliminary and final list procedure was established; and flexibility was stressed to accommodate the differing requirements of the committees. The program was activated in the autumn of 1972.

Terminating Programs Survey

Public Law 91-510 requires that the Service prepare and submit to congressional committees lists of statutory programs and activities within their respective jurisdictions due to terminate during the next Congress. During fiscal year 1972 a unit was formed in the American Law Division to prepare the substance of these lists for submission at the beginning of the 93rd Congress, January 1973. To this end more than 3,000 statutes had been examined and nearly 400 such terminating programs and activities had been identified by June 1972.

National Debate Topics

During fiscal 1972, thousands of high school and college students argued their national debate topics with information received from their Congressman and Senators and compiled by the Congressional Research Service. In recent years more than 75,000 requests annually have been placed with Members for information about the national high school debate topics selected by the National University Extension Association. Another 40,000 requests annually have been received by Members for information with which to debate the national collegiate debate topic, sponsored by the American Speech Association.

Under the provisions of Public Law 88-246, the Congressional Research Service again in fiscal year 1972 chose the most informative excerpts from books and magazines bearing on the topics, assembled extensive and appropriate bibliographies, and made compendiums for both the high school debate topic and the college topic. The Joint Committee on Printing had the Government Printing Office publish the high school compendium as a Senate document, and the college version as a House document. Both compendiums were available to constituents only through the offices of Members of Congress.

The high school debate topic during fiscal 1972 -- chosen in April -- was "What should be the policy toward financing elementary and secondary education in the United States?" The college topic -- chosen in August 1971, and so falling in fiscal 1972 -- was "Resolved: that more stringent control should be

imposed upon government agencies gathering information about United States citizens." The August 1972 topic for colleges was "resolved: that the Federal Government should provide a program of comprehensive medical care for all U.S. citizens."

Special Services

Translations

It is expected that Members of Congress will be able to correspond freely with non-English speaking constituents, and scholars and legislators abroad. The Service undertakes to bridge most language barriers for the Congress through the Translating Section. Its six translators work in numerous languages, including Spanish, French, Italian, Portuguese, Latin, Catalan, High German and Low German, Norwegian, Swedish, Russian, and Byelorussian, Ukranian, Polish, Czech, Slovak, Slovenian, Yugoslavian and the sub-languages that comprise it, Bulgarian, Hungarian, and Esperanto. They translate into English and visa versa, according to the Members' requests. The Section also arranges for staff members of other parts of the Library of Congress to translate from, or into, languages not represented in the Section's staff, particularly Chinese, Japanese, Korean, Vietnamese, Armenian, Arabic, Hebrew, and Greek.

CRS translators work not only on correspondence but on complex and extended works, scientific and technical publications, legal documents, and diplomatic and political reports from home and abroad. The bulk of documents translated by the Section was unusually large in fiscal year 1972. Most major assignments were undertaken on behalf of committees. Many required special research by the translators, because the subjects were treated in highly technical, often new and unfamiliar, terms.

From time to time, CRS translators served as interpreters for Members, as when a Member wanted to talk with a constituent who spoke only in Greek. On occasion CRS translators loaned their talents to a congressional committee that was holding a hearing.

Assignments of all kinds completed by the Translation Section in fiscal 1972 totaled 2,487. The number of typed pages of translation numbered 7,052.

Graphics Services

In fiscal 1972 Congress often turned to CRS for graphics services for a wide range of visual art materials, such as charts, tables, maps, drawings, publication layouts, signs, and montages. Graphics

services turned out poster-size works for purposes such as committee briefings; other products from the office were designed for inclusion in committee prints and other reports. The workload during fiscal year 1972 totaled 116 projects, many comprising several charts or maps and requiring substantial graphics consultation.

Reference Centers in Congressional Office Buildings

Fiscal 1972 saw the CRS further develop the pilot project of providing "reading room" service in congressional office buildings. The first of such rooms, having been started early in the 92d Congress in the Rayburn Building, continued in fiscal 1972 to introduce and establish itself and to develop its collection of information for the benefit of Members and their staffs in the Building, and for any other Members and staff employees who would use the Center.

During the fiscal year, the Rayburn Center responded to 8,692 requests; the Center had 4,307 visits by Members and their staffs for research and other information. The Rayburn Center has been so well received that the Service's Congressional Reference Division, which administers the Center, prepared to install a counterpart in the Old Senate Office Building, housed in the Library's traditional book delivery station. The Director of the Service submitted in June to the Chairman of the Joint Committee on the Library the proposal for the second center, which was approved shortly after the end of fiscal 1972.

These centers, staffed by two professional reference librarians, two messengers, and a Library of Congress Loan Division staff member, undertake to provide a range of quick information services from a carefully selected, resident stock of materials. The stock includes about 200 reference books, a complete file of CRS multiliths, five newspapers and 30 magazines. A microfilm collection of three of the newspapers is kept, starting from January 1970. Selected pamphlets on prominent issues are also kept at the Center, as are selected kits of information about such issues. When the Center lacks enough information to answer a congressional request, one of its staff will phone an appropriate office in the main part of the Service or, if the Member or committee needs information in a hurry, will send a request to the Service by way of a computer-connected, teletype service.

The Legislative Status Report

The Service prepares an additional legislative aid entitled The Legislative Status Report, which is provided to congressional offices at regular intervals. In certain respects it is a pocket

edition of the comprehensive Digest of Public General Bills and Resolutions and indeed it has been praised for its convenience in portability, frequently finding a place in congressional briefcases and auto glove compartments when Members travel in their home districts.

The Status Report endeavors to record the current legislative situation in 18 broad areas of public interest (e.g., consumer affairs, education, housing, welfare). Under each general heading, the major pieces of legislation -- in the news, under active consideration in committees, part of the stated Presidential program -- are described, an attempt is made to record what the bill is intended to accomplish, and its progress through the legislative process is summarized.

In the front of the report a "score sheet" is provided that shows where the bills in each of the subject areas stand at the moment. Additional tables of Presidential messages, appropriation bills, and completed legislation are included. Drawn from the same computer data base as the comprehensive Bill Digest, the Status Report, of approximately 100 pages, is issued monthly, and weekly updates of the scorecard or "checklist" are distributed in each of the intervening weeks.

Congressional Seminars

CRS undertook preparation of a new service for Congress on a pilot basis in fiscal 1972. With technical assistance from the Brookings Institution, the Service designed a congressional seminar program based largely on interviews with a broad sampling of Members representing the spectrum of seniority, interests and political philosophy. Arrangements were completed for a Members-only series featuring distinguished scholars and executive-level professionals and dealing with policy problems before the Nation. A separate but comparable series was prepared for senior congressional staff members. The program was initiated in the autumn of 1972; it is discussed in greater detail later in this report. Subsequent development of the congressional seminar program will be governed by the reception of and reaction to the pilot effort.

SDI Alerting Service

Fifty committee and thirty Members' offices received weekly printouts of citations to new writings in their respective fields of interest during the year.

For more than a decade the CRS Library Services Division has provided CRS analysts with weekly compilations of citations to new writings in their areas of professional responsibility. This process was automated three years ago, and congressional committee offices began to subscribe to this special service at that time.

The citations matrix for fiscal year 1972 totaled 21,000 cross-indexed items drawn from more than 4,000 research agency publications, government documents, law journals and other U.S. and foreign periodicals. Selective dissemination of these citations is accomplished according to the interest profile of each subscriber.

CHAPTER III
WORK OF CRS DIVISIONS

(25)

Behind the highlights of CRS assistance to Congress during fiscal 1972, as discussed in the previous chapter, lay the day-to-day efforts of CRS divisions. Following are outlines of what each division of the Service worked on for Members, their committees and their constituents, from July 1, 1971 through June 30, 1972. 7/

American Law Division

Congress frequently turned for legal research to the lawyers and other staff professionals of the American Law Division. They responded by providing Congress with a wide range of research and analytical services on technical and highly controversial issues. As noted, the staff produced studies on legal problems and questions arising from the busing of children for integration of schools, and on other and varied civil rights and civil liberties issues and problems.

The American Law staff also analyzed election-related issues for Congress, such as those raised by students seeking to exercise their new voting rights. Analysis too was given to the pros and cons of proposals for a national or regional primary election to select Presidential nominees for political parties. Extensive research by American Law contributed to the debate in Congress that led to the Federal Election Campaign Act of 1971.

Indicative of the effort by CRS to bring interdisciplinary talents to bear, American Law provided analyses for Congress on legal aspects of U.S. foreign affairs. One extended study treated the mechanism and criteria through which the United States has recognized foreign governments, a project which began in the wake of publicity about President Nixon's plans to visit the People's Republic of China and the Soviet Union.

The American Law Division also provided Congress with extensive research about other legal topics such as conflict of interest provisions, administrative and criminal law and procedure, executive privilege, labor and antitrust law, and tax law. Other popular topics of legal interest included judicial procedure, no-fault insurance, court reform and related problems, as well as information about Congress itself, especially districting, committee powers, and the

7/ For a description of how CRS is organized, see the organization chart for the Service, Appendix C, p. 61. For additional information, see U.S. Congress. Joint Committee on the Library. Annual Report of the Congressional Research Service of the Library of Congress for Fiscal 1971. . . Washington, U.S. Govt. Print. Off., April 27, 1972. Joint Committee print. pp. 6-10.

privileges of Members. Surveys of state code provisions on specified topics were provided and, as detailed elsewhere, the Division did extensive work on The Constitution Annotated, The Bill Digest, a terminating programs survey, Hinds' and Cannon's Precedents, and performed legal review and consultation on many projects performed by other CRS divisions.

Economics Division

The major effort of the Economics Division in fiscal 1972 started when Congress began to evaluate what consequences President Nixon's New Economic Program of August 15, 1971 would have on the economy of the Nation and the world. By September 1, the Division had issued a major study that analyzed the President's message in detail. Then, early in 1972, the Division completed a major compendium of economic controls under the new program and examined their effects on small business.

The Division also compared and analyzed attempts to increase the control Congress exerts over Federal spending, as well as answering questions concerning the public debt and its cost to Americans, and priorities in government finance and how they might be changed. The Division's variety of specialists answered congressional requests about the issue of tax reform, and about problems of transportation, housing, foreign trade and investment policy, consumer affairs, and the economic impact on environmental maintenance measures.

Critical evaluations were provided by the Economics Division for congressional committees on the report of the President's Commission on Financial Structure and Regulation. The Economics Division likewise provided studies on urban and rural development revenue sharing, the economic health of specified industries, and the responsibilities of the Federal Communications Commission. Other topics under scrutiny by the Division on behalf of Congress included labor, the economics of foreign nations, and government-business relationships.

Government and General Research Division

The Government and General Research Division in fiscal 1972 spent considerable effort expanding its liaison activities with several congressional committees. The result was GGR aid to committees on particular projects, such as the review of how the broad range of new congressional practices and procedures under the 1970 Legislative Reorganization Act had been implemented in the 92d Congress.

Working with the American Law Division staff, the Government and General Research staff helped Congress examine executive branch administration of the Freedom of Information Act. The Division itself also began to provide long-term assistance to committee efforts to oversee the Department of Housing and Urban Development. In addition, Congress prompted the Division to inventory Federal, State and local technical services, to help Congress seek ways to increase the efficiency of rural governments.

The Government and General Research staff also helped Congress study the problems of the aged. And, with the help of the staff of the Economics and the Education and Public Welfare Divisions of CRS, it analyzed how urban renewal affects the problems of central cities. Furthermore, the Division in fiscal 1972 revised the History of the United States House of Representatives, written by the late CRS Senior Specialist, George Galloway.

The Division produced such important studies as an analysis of staff responsibilities for congressional committee hearings, a tabular analysis of what committees require from their witnesses in the way of filing and presenting written statements, and a history of the office of party whip in the Senate, published as a document of that chamber. The Division also provided technical advice to help in the revision of several rules of the House of Representatives. A number of research projects were completed on U.S. trust territories, execution of the Federal budget conforming to the will of Congress, and intergovernment relationships. The Division's writing unit completed 1,840 assignments in their specialty; these included assistance with 820 draft statements supporting or opposing legislative initiatives and 565 substantial addresses on broad aspects of national policy.

Education and Public Welfare Division

Social programs and priorities, which accounted for nearly half of the FY 1972 Federal budget, fell within the research responsibilities of the Education and Public Welfare Division.

Its specialists provided research in great detail to support congressional consideration of improvements in Social Security and unemployment compensation and aid to dependent children and to the aged during fiscal 1972. Medicare and Medicaid legislation and legislative proposals for national health insurance prompted scholarly research from the Division. So did Federal aid for medical facilities.

The education unit of the Division assisted Congress in fiscal 1972 by helping in the preparation of committee hearings and providing Congress with studies that analyzed alternative ways of financing

primary, secondary and college education. The Division responded to considerable congressional interest in the programs of education and training of veterans, in addition to pensions and compensation for them. Child care and development measures, the drug crisis and remedial alternatives, and crime correction and police support were matters of profound congressional concern that daily brought waves of inquiries into the Division throughout the year.

Foreign Affairs Division

Congressional concern about U.S. relations with the People's Republic of China and the Soviet Union and the continued American participation in the Vietnam War brought a heavy schedule of assignments to the Foreign Affairs Division during fiscal 1972. The Division provided studies examining Vietnamization and legislation designed to limit the role of the U.S. in Indochina. In addition, Foreign Affairs responded to congressional reaction to news that the President would visit Communist China and the Soviet Union, by preparing appropriate studies.

To meet the demand by Congress for more analysis of broader and more complex issues, the Division resorted increasingly to using team research, frequently employing task forces made up of the Division staff. A task force of 16 analysts, for example studied President Nixon's foreign policy messages to Congress in order to prepare a major congressional committee report. Twelve analysts assessed the U.S. foreign affairs posture for the 1971 calendar year. The Division also wrote a history of a congressional committee, and a major analysis of executive privilege. Suggestive of the scope of assignments completed are the following: a comparative analysis of U.S. and Soviet naval strength; for a subcommittee a comparative analysis of recommendations for congressional action to strengthen the U.N.; for a committee an analysis of the future role of NATO; and an extended close-support program for a committee assessing the foreign policy impact of U.S. military assistance outlays. In addition, the Division sought to improve the quality of its work by setting more explicit professional standards and by establishing review panels to support them.

Science Policy Research Division

As the science and technology component of the U.S. economy and Federal regulatory and program activities increases, the workload of this Division mounts in volume, diversity and substance. In FY 1972 the Division was called upon by 72 different committees and subcommittees, 94 Senate offices and 364 House offices for assistance across the spectrum of science-related matters. Committee support work focused

on national materials policy, the NASA reusable space shuttle concept, technology assessments, Soviet space and aeronautics, chemicals in the environment, anti-crime technology, and development of remedies for the energy crisis. Two major reports, published by Congress in the series on Science, Technology and Diplomacy, examined the ramifications of sea bed exploitation and the Mekong River project as a case study in large-scale, regional application of development technologies under international guidance. The President's China visit brought research projects on Chinese science policy and medicine. Continuing congressional concern with the appropriation responsibility stimulated a major survey of the literature on evaluation techniques and capabilities for social programs. Another congressional request led to the Division authoring a committee print that provided the basis for the first thorough review by Congress of the National Bureau of Standards. Other important Division studies analyzed proposals for setting up marine sanctuaries in California and examined the proposal to develop a solar power cell station in earth orbit.

Environmental Policy Division

Pollution and energy were among the topics that the Environmental Policy Division researched in depth for Congress during fiscal 1972. The Division provided extensive background to committee hearings on the growing shortage of natural gas and electricity in America. Broader studies undertaken by Environmental Policy discussed how population and economic growth influence each other and how both are affected by the energy demand and supply balance.

At the request of Congress, the staff of Environmental Policy worked with the General Accounting Office to evaluate how environmental impact statements influenced the policies of agencies. In a typical project the Division listed in 100 pages all Federal programs charged in some respect with environmental improvement. It also helped with committee hearings and legislation on pesticides. The economics of how to clean up the air and water in America without emasculating industry drew much research from the Division for Congress. So did the Alaskan oil pipeline controversy. Finally, the Division compiled a catalog of laws that promote improvement of the environment, and researched detergent effects on the environment and water pollution in general. Congressional concerns with agriculture, forestry, wetlands preservation, wildlife populations and conditions, and land use policy occupied several Division specialists through the year.

Congressional Reference Division

The Congressional Reference Division during fiscal 1972 continued to provide Congress with quick, accurate responses to factual questions and requests for prepared materials, newspaper searches, and information for constituents. Congressional Reference cleared an average of a request a minute for Congress in FY 1972; it answered two-thirds (66.6% exactly) of all requests to CRS. The Division also operates the Congressional Reading Room for Members, their staffs and families; its librarians answer "The Hot Line," a telephone reference service and run the Rayburn Reference Center. During FY 1972 the Congressional Reading Room served 8,260 visitors; the Hot Line answered 11,141 inquiries; and the Reference Center, as noted previously, handled 8,692.

The Division also planned to place a reference center in the Senate. It drew up and submitted for approval a project to provide the Senate with the equivalent of the reference center in the Rayburn Building.

Library Services Division

In fiscal 1972 the Library Services Division continued to supply many of the published, multilithed and mimeographed materials with which divisions answer congressional requests. The Division made surveys of how its files were being used by the rest of CRS to prepare for reorganizing them.

One of the most useful services offered by Library Services in fiscal 1972 turned out to be on-demand bibliographies. The Division responded to 102 requests for those over-night computer jobs, as compared to 81 requests during the previous fiscal year.

On behalf of the Division, automation experts of the Library found a way to speed up the ordering of books, microfilm, periodicals, looseleaf services, and pamphlets through the use of computers. In another aspect of CRS acquisition activities, the Library Services Division saved money during FY 1972 by supplementing its collection of government books and pamphlets: it acquired needed titles without charge from the Federal Documents Collection. That collection is maintained in another part of the Library, the Exchange and Gift Division. Library Services also supplemented its collection of books by adding 1,672 of the Library of Congress's "second copyright copies," received by the Processing Department. The Serial Division of the Library gave the Division free duplicate United Nations' materials.

The Division improved the way it processed newspapers, magazines and other serials as they were received, by expanding the serial control file for free items, and by reorganizing how the serials were distributed.

The Library Services Division strengthened its Reserved Book Collection, consisting of reference books, periodical indexes, directories and the like. A collection of State legislative manuals and of State statistical abstracts was also integrated into the collection. These steps enabled staff members from the CRS research divisions to use specialized reference works unavailable in their divisions.

CHAPTER IV
CRS WORK IN FISCAL 1972 -- STATISTICS

(33)

CRS Work

Amount

Statistics about work received and done by the Congressional Research Service during fiscal year 1972 indicate that, while the workload continued to increase, there were substantial changes from previous years. CRS answered more requests from Congress for information than ever before, continuing the steady, annual increase of work experienced by the Service since it assumed its modern form in 1947. A glance back to what the Service was doing shortly after the end of World War II reveals that its then staff of 131 answered 22,841 congressional inquiries. Twenty-five years later, during fiscal year 1972, 438 staff members of the Service had answered 187,893 requests from Congress. The staff from fiscal 1947 to fiscal 1972 had increased by 234%; the volume of work by 723%. 8/

Who Asked for Work

The Congressional Research Service, in practice as well as in theory, assists all the Congress. Every Member made requests of the Service in fiscal year 1972. On the average, each U.S. Senator turned to CRS for assistance 606 times during the fiscal year; each U.S. Representative 246 times. CRS provided research and analytical assistance to 87 committees and subcommittees of the Congress; and, as described in detail later in this report, initial steps were taken to greatly increase the number of committees that CRS would serve. 9/

8/ For a table of statistics on the number of staff members -- "budgeted positions" -- working at CRS at the end of fiscal 1972, see Appendix D, table 1, p. 63. This table indicates the number of research and support positions. Statistics on congressional inquiries appear in Appendix D. One chart describes the number of congressional inquiries cleared by CRS according to month and division of the Service: table 2, p. 65. A second chart describes the number of inquiries cleared by CRS according to their type and to the form of response that was given by the Service: table 3, p. 66.

9/ See pp. 40-42. and Appendix A, pp. 54-58.

Congressional inquiries came from the following sources:

Member and Committee		120,564
(Member)	(100,088)	
(Committee)	(20,476)	
Constituent		<u>67,329</u>
Overall total:		187,893

Kinds of Work Requested

Ever since the Legislative Reorganization Act of 1970 went into effect, CRS has been asked by Congress to spend more effort on the legislative needs of committees and of Members. Of all the requests CRS received during fiscal 1971 from Congress, 49.8% were for assistance on legislative, oversight and other concerns of Members. The percentage rose in FY 1972 to 53.3%. Constituent concerns of Members during FY 1971 accounted for 41.8% of the total number of requests received by CRS. In FY 1972, constituent requests had dropped to 35.8%. Finally, congressional committee requests for assistance took up 8.4% of the total number of congressional requests placed with CRS in FY 1971. That percentage rose to 10.9% in FY 1972. 10/

CRS Time Spent on Work

Proportionately, CRS workers spent more time on Committee and Member requests than the volume of requests would indicate. Though 53.3% of the requests for information were for Members, 60.7% of CRS staff time was spent answering them. Though 35.8% of the requests that came in were on behalf of constituents, CRS spent only 16.2% of its time fulfilling them. Finally, requests for assistance for congressional committees represented 10.9% of the total coming to the Service, but CRS spent 23.1% of its time responding to them. 11/

Congress asked CRS for information 187,893 times during the past fiscal year compared to 180,729 requests for the previous fiscal year (1971). 12/

10/ For a chart on the proportion of Member, committee, and constituent requests in fiscal year 1972, see Appendix D, chart 1, p. 67.

11/ For graphic representations of this, see Appendix D, chart 1, "Inquiries Cleared by Requester," and chart 2, "The Percentage of Time CRS spent on Member, Committee and Constituent Requests, Fiscal 1972." p. 67.

12/ For breakdowns of this figure, see Appendix D, table 2 (inquiries cleared by month and by Division, fiscal 1972) and table 3, p. 66. (inquiries cleared by type of response, fiscal 1972).

On peak working days (days in which the Service took in 1,000 requests or more from Congress), the Service takes in an average of one request or more every 30 seconds.

How quickly CRS responded to each congressional request depended on the complexity of the inquiry, the kind of answer required, the backlog in CRS, and the availability of information and experts in and out of the Service. Following is a chart that shows how long it took CRS to respond to the questions of Congress in fiscal year 1972, and the percentage each category occupied in the total:

Response Time, FY 1972

<u>Same day</u>	<u>1 day</u>	<u>2-5 days</u>	<u>6-10 days</u>	<u>over 10</u>
71,392 (38%)	44,868 (24%)	41,916 (22%)	14,750 (8%)	14,967 (8%)
116,260 (62%)				
158,176 (84%)			29,717 (16%)	

Committee Prints and Other Writings

Another measure of the work done by CRS during fiscal 1972 is the volume of its substantial research writings for Congress. Much of what CRS produced is in the nature of confidential staff work, which cannot be cited to indicate particulars. Nevertheless, the variety of topics, detail, and extensiveness of CRS writings were evident during fiscal 1972 in selected committee prints and other congressional reports and studies that acknowledge CRS assistance. The Service authored or edited, wholly or in part, more than 70 congressional documents and committee prints.

CRS multilith reports are another kind of writing the Service does for Congress. Multilith reports discuss and analyze issues and topics of wide and sustained public interest. The Service prepares them for mass distribution to all congressional offices upon request and writes them so that Members can use them to inform their staff, constituents, or themselves. CRS produced 300 original new multiliths for Congress during fiscal 1972, which made the total number available to Congress 1,100. CRS also produced various other printed

reports and writings, including periodical compilations such as the Bill Digest and the Legislative Status Report. 13/

The CRS Budget Request for Fiscal 1973

The Congressional Research Service developed its request for fiscal 1973 appropriations while bearing in mind the new responsibilities given the Service under the 1970 Legislative Reorganization Act, especially the mandate for producing more substantive research and analysis for Congress. The Service also took into account the trend of increasing volume of work received from Congress.

Accordingly, the Service requested 120 additional positions for fiscal 1973. Of that total, 79 were to provide Congress with additional policy analysis and research, 10 for documentation and status of legislation work, 26 for information and reference services, and 5 for administration. Congress authorized 86 new positions for CRS: 51 for policy analysis and research, 10 for documentation and status of legislation work, 20 for information and reference services, and 5 for administration. The following table indicates salaries and expenses by program activity, appropriations for FY 1973 and personnel data concerning the Congressional Research Service for fiscal years 1971, 1972 and 1973.

CONGRESSIONAL RESEARCH SERVICE

SALARIES AND EXPENSES

PROGRAM AND FINANCING (IN THOUSANDS OF DOLLARS)

	1971 Actual	1972 Actual	1973 Estimated
Program by activities:			
Policy analysis and research...	3,781	4,860	6,391
Documentation and status of legislation.....	338	472	631
Information and reference services.....	1,261	1,403	1,713
Administration.....	270	322	420
Total obligations.....	5,650	7,057	9,155

13/ For a list of appropriate congressional publications and CRS multilith reports during fiscal 1972, see Appendix H, pp. 77-166. For a list of writings done periodically by CRS for Congress, see Appendix E, pp. 68-69.

PERSONNEL SUMMARY

	1971 Actual	1972 Actual	1973 Estimated
Total number of permanent positions.....	363	438	524
Average number of all employees.....	340	399	516
Average GS grade.....	10.1	10.1	9.8
Average GS salary.....	\$14,826	\$15,318	\$15,162

CHAPTER V
NEW DIRECTIONS IN CRS WORK

(39)

Implementing the 1970 Legislative Reorganization Act

Both the letter and the spirit of the Legislative Reorganization Act of 1970 required the Congressional Research Service to move in new directions in fiscal 1972. The goal was to enhance the Service's ability to provide maximum research and analytical support to the deliberative and decision-making processes in Congress. The letter of the Act committed CRS to acquire broader and deeper policy analysis capabilities, to evolve a system of continuous liaison with the committees of Congress, and to enhance committee capabilities for planning their agendas by preparing lists of subjects and policy areas and expiring programs for them. The statute led the Service toward increased cooperation with the General Accounting Office, to systematic tracking of legislative issues, to expanded facilities for improving the overall quality of CRS work, and to the sponsorship of seminars on major legislative issues for Members and staff of Congress. Automated services, which CRS began to develop well before 1970, also received considerable impetus from the Act.

The Reorganization Act directs the Service, upon request, to advise and assist all committees and joint committees of Congress in the analysis, appraisal, and evaluation of legislative proposals in order to assist them (1) in determining the advisability of enacting such proposals, (2) in estimating the probable results of such proposals and of alternatives to them, and (3) in evaluating alternative methods for accomplishing the goals of such proposals. These functions were characterized more succinctly as policy analysis in the committee report on the Act.

They were not new functions, for the Service had been responding to congressional requests involving analytical studies for decades prior to 1970. What was new was the directive that the Service expand its commitment to perform these functions routinely and massively.

The results of non-confidential policy analysis work in CRS for fiscal year 1972 are summarized in the chapter on the highlights of research done by the Service, and in Appendix H, which lists CRS multiliths as well as committee prints authored wholly or in part by CRS staff members. 14/

14/ For descriptions of CRS work, see Chapters 1-4, pp. 1-38. For the list of CRS multiliths and of committee prints, see Appendix H, pp. 77-166.

Although separately stated in the 1970 Act, several of the Service's new duties concerning congressional committees are closely related in overall purpose. During fiscal 1972 CRS evolved plans for dealing with those duties in interrelated and potentially more effective ways.

The new duties involve maintaining continuous liaison with committees, and assisting them in planning their agendas by preparing for them, at the beginning of each Congress, (1) lists of subjects and policy areas they might pursue in depth, and (2) lists of programs, under their jurisdictions, scheduled to terminate in the upcoming Congress.

Because assistance in agenda planning was not required until late 1972, the Service turned its attention first to the general liaison function. It began early in calendar year 1971 by establishing formal ties with a few committees on a pilot basis, and these were expanded and extended somewhat in the following year. In general, this liaison format consisted of assigning a senior CRS staff member to the function of maintaining contact with a particular committee.

The relationships established by these contacts were useful, but the Service soon became aware of the limited potential in such an approach, because the broad subject jurisdiction and complex subcommittee structure of many committees were beyond the competence or capacity of single individuals. With this problem in mind, the Service held liaison expansion along that line to a minimum while it considered methods for implementing its other functions. In particular, it was hoped that evolution of an approach to assisting committees in planning their agendas might also develop elements of a more flexible and realistic liaison system.

Policy guidelines and an organizational approach for preparing the lists of subjects and issues due early in 1973 were developed in a series of meetings and discussions held in the spring of 1972. Out of these planning efforts emerged proposals to establish for each committee, or combination of committees with similar jurisdiction, an ad hoc team composed of CRS experts in all subjects within the jurisdiction of those committees, drawn from as many divisions and including as many senior specialists as might be necessary. Under the direction of coordinators, usually senior CRS research staff, these teams would perform the preliminary work on the subject lists.

The Rules Committee's report on the Reorganization Act had instructed CRS to work closely with the committees and their staffs in the preparation of these lists. This collaborative function the Service assigned to the team coordinators and to such other senior staff required for that purpose. From these contacts the Service hoped not only to provide the subject lists required by the statute but also to evolve a more comprehensive network of liaison relationships with committees.

During the same period -- the spring of 1972 -- the Service also made plans for the preparation of the lists that would enumerate and describe Federal programs due to expire during the forthcoming Congress. These, too, were to be submitted to the appropriate committees at the beginning of 1973.

Cooperation with GAO

CRS moved to comply with another instruction Congress set forth in formulating the 1970 Legislative Reorganization Act: that the Service and the General Accounting Office exchange information freely and collaborate whenever possible.^{15/}

Representatives of CRS and GAO met in fiscal 1972 to further mutual communications, and to work on cooperative projects. One such effort evaluated, on behalf of a congressional subcommittee, the usefulness of environmental impact statements as aids in making government policy. The study came out as a GAO report and served as a background document for oversight hearings conducted late in the fiscal year.

The Service and GAO likewise maintained liaison contact when each was studying extensively, for the Senate Foreign Relations Committee, the operations of Radio Free Europe and Radio Liberty.

Tracking

As a matter of normal routine, many individual CRS analysts have for years maintained their own files on current developments in the subjects for which they are responsible. These have been used as specialized and individualized supplements to the extensive data files built up by the Library Services Division.

^{15/} For the text of the House Rules Committee report that expresses this intent, see U.S. Congress. Joint Committee on the Library. Annual Report of the Congressional Research Service of the Library of Congress for fiscal year 1971... Washington, U.S. Govt. Print. Off., 1972. (92d Congress, 2d session) pp. 88-89.

At an early stage of its planning on Reorganization Act implementation, the Service recognized that it would need a more sophisticated and formally organized system of monitoring, recording, storing and retrieving information on active public policy and legislative issues if it were to improve its policy analysis capability. Such a system, it was decided, would involve assigning to each division the responsibility of tracking legislation under its jurisdiction and identifying the public issues emerging in its subject areas.

Since each division faces special problems of size, subject matter, and resources, the Service was aware that not all could establish their systems at the same time or at the same rate of speed. It was also understood that the system had to be a dynamic and evolutionary rather than a static one. Thus in fiscal 1972 each division set up at least a part of the overall system, adding other increments as possible and appropriate. In the years to come and as resources increase, each will be expected to expand its tracking effort until all elements are fully operational.

As of the end of the fiscal year, all divisions were identifying the major issues within their respective jurisdictions, checking the status of major bills pertaining to those issues, and updating their records periodically. Several had begun to employ automated techniques for this purpose. In addition, several had begun to enter interest group positions and data into the system, much of it taken from material the Service received from some 1,500 such groups in fiscal 1972. The issue and legislative tracking systems expedited responses to hundreds of factual and background inquiries in Fiscal Year 1972 and provided the basis of several multilithed reports. Examples of the latter were:

"Pesticides: Legislation and Activities in 1971"
 "Legislation for Marine Affairs in the 92d Congress,
 1st Session"
 "The Obscenity Issue and the Ninety-Second Congress"
 "Development of National Urban Growth and Rural
 Development Policy: Legislative and Executive
 Actions in 1970 and 1971"

Quality of Work

Expansion of its responsibilities and staff pose new problems for maintaining and improving the quality of the Service's research and analytical products. CRS took several steps in fiscal 1972 to deal with these problems.

One involved the development and revision during the year of several manuals to strengthen research standards and staff awareness of their functions. The Service updated an introductory guide to its research and other activities, primarily to inform new staff. A second manual explains in detail CRS policies in report preparation. A third sets out in detail Service bibliographical style.

In addition, the Service instituted new procedures designed to provide a more rigorous review of the accuracy and clarity of its reports before delivery to the Congress. Plans were also developed to expand these internal review procedures.

Congressional Seminars

The legislative history of the 1970 Reorganization Act indicates that Congress expects the Congressional Research Service to explore the feasibility of any promising technique designed to inform Members and committees. The Service responded to this expectation in fiscal 1972 by developing a plan for sponsoring a series of seminars for Members on current public issues, to be assisted by the Brookings Institution and its Advanced Study Program. ^{16/}The seminars were designed to review and discuss questions of current or emerging public policy. Early planned subjects included policy aspects of U.S. expansion of trade and diplomatic relations with the Chinese Peoples Republic, possible improvements of U.S. welfare programs, and options in dealing with crime and law and order. The seminars were conceived to emphasize fundamental policy questions of broad interest to U.S. Senators and Representatives, questions about which new and important information is being developed. All points of view were to be offered and reviewed in a nonpartisan way. An informal atmosphere and free exchange of ideas were sought. Three seminars were held, attracting a high attendance, in the first three months of fiscal 1973. A parallel program for the year ahead was planned for committee and Member staffs.

Legislative Purpose and Effect Memoranda

An additional duty assigned to CRS by the 1970 Reorganization Act is that of supplying, upon request, memoranda on the legislative background and purpose and effect of bills on

^{16/} For the text of the CRS Director's letter announcing the seminars, see Appendix B, p. 59.

which committee hearings have been called. To strengthen the Service in meeting such requests as expeditiously as possible, the American Law Division began a comprehensive search of all memoranda and reports prepared throughout CRS during the past several decades that contain legislative history data. Approximately 1,000 such papers were gathered in fiscal 1972. These the Division has organized, catalogued, and made available in a central collection for ready use as background source material. A standard form for use in the preparation of purpose and effect memoranda was also devised.

Automation

Under the 1970 mandate for development and by virtue of policies and preparatory work begun before then, CRS refined its automated systems in fiscal year 1972. Using its network of 40 terminals that connect CRS divisions to their computer-stored data, various programs were elaborated, expanded, and refined. The Service stored and up-dated information concerning legislative transactions, and it controlled bibliographic materials needed for research; it recorded its own report production in the computer, accumulated management statistics, and employed the automated devices to link its various units (located in four separate buildings) together.

During the past fiscal year, the Library's Information Systems Officer assisted the Service by providing it with new programs and new refinements requested by the CRS Director's Office. New software was written so that the Service's production statistics could be analyzed by computer to reveal trends in total workload, techniques for responding to congressional requests, elapsed time in responding to those requests, grade levels and time per cleared inquiry, and similar analyses.

Work done by the CRS American Law Division benefited from the computer improvements. The staff of the Division substantially improved its computer utilization to put out its monthly Legislative Status Report covering the approximately 300 most important bills before the Congress, with the result that it was usually current when distributed. American Law's widely used Digest of General Public Bills and Resolutions also benefited. Through improved computer programs and input procedures, and with other innovations, a concentrated effort was made to attain greater currency and further reduce the time between the legislative event and the published record of it.

Fiscal year 1972 also saw the installation of an experiment: two television screens, connected to the Library's computer, so that current provisions and status of bills could be read instantaneously by staff researchers in their on-going research. In addition, one of the CRT (Cathode Ray Tube) units can give the viewer, in seconds, a "hard-copy," printed version of what appears on the screen. The CRT enables the Service to provide quick responses by telephone to congressional inquiries that formerly required time consuming research and clerical processing.

Computer improvements helped the Library Services Division to provide the printed matter upon which the rest of the CRS divisions often rely. The fiscal 1972 changes enable Library Services to provide extensive "demand bibliographies" of the latest sources of information overnight, bibliographies that used to take days to compile by hand. Library Services likewise added numerous bibliographic shortcuts, including cross-references to the Legislative Indexing Vocabulary (LIV), which serves as the most important key to automated CRS storage and retrieval of information. Finally, Library Services now publishes a newly refined Subject Catalog of Multilithed Reports in Print, commonly known as the "Green Sheet Catalog." In this computer-produced index, a Member or one of his staff may find the titles of current CRS multilith reports on the subjects of his or her choice more easily than before, because of numerous cross-references that have been added through the computer processing of the Catalog.

The Service's Automated Information Systems Section (AISS) -- with other automation offices of the Library of Congress -- has been studying ways to make automation more flexible, particularly through broadening the kinds of information that go into computers. Attempts have been made to develop a system that would allow the Library's computer to search and retrieve legislative and bibliographic information at the same time, even though the Library stores that information on different data bases.

The AISS Section, and the Information Systems Office -- headquarters for computer operations in the Library -- are also trying to develop an automated textual search capability. When it is developed, a Member of Congress could ask for digests of bills on a specified subject and get copies of them in minutes, as compared to the hours the same request can take without automation. A Member might also want to identify an obscure section of a little-known current bill or law, and, again, could have the information in seconds.

CHAPTER VI
CHALLENGES AND PROBLEMS

Challenges and Problems

One of the most immediate challenges posed by the 1970 Legislative Reorganization Act is that of providing expanded assistance to Congressional committees with no slackening of the Service's traditional concern and support for Members and other Congressional clients.

Simply stated, the 1970 Act added to the Congressional Research Service's previously existing functions several new ones aimed at expanding CRS services to the committees of Congress. The central thesis of Title III, as it applies to the Service, is not that the organization should abandon or decrease its traditional support of individual Members and congressional staff generally in favor of an all-out commitment to the committees. It was intended rather that the Service should devote the larger part of its future staff increase to committee support while at the same time continuing and expanding its services to individual Members.

The problem involves allocation of resources. It is alleviated somewhat by the fact that Members and committees have a common interest in certain types of research; products developed for one often satisfy the needs of the other. It is nevertheless true that CRS resources are limited. The staff grew significantly during fiscal 1972 and the Service looked forward to an additional and larger gain for fiscal 1973. Such staff resources, however, were not nearly enough to fully accommodate the demand from all of the Service's clients. Indeed, the potential demand is limited essentially only by the expectations of Congress.

Under these circumstances, the Service necessarily faces difficult decisions in allocating its resources. In fiscal 1972 it dealt with them in as even-handed a fashion as circumstances permitted. The continuing challenge will be to make such decisions in a way that will best serve the interests of all elements of Congress.

The Service faces other kinds of challenges in its evolving relationships with committees. The liaison experiences of fiscal 1971 and 1972 reenforced the conviction that each committee of Congress is a unique organization not only in terms of jurisdiction, membership, and research needs, but also in such matters as structure, procedures, and internal relationships. All of these and many other factors must be taken into account by the Service in determining the most productive and useful kind of liaison relationship to establish with each committee and how it is to be effected.

Of equal concern to the Service is the impact of these evolving relationships upon the organization's internal operations. What modifications, if any, of the Service's basic divisional structure might improve its ability to respond to the increasing number of complex, multi-disciplinary research projects requested by committees? What devices and procedures can the Service develop to ensure and coordinate multi-divisional cooperation on such projects? The overlapping jurisdictions of many congressional committees raises additional problems for the Service in terms of competing demands for limited CRS resources. All of these, in turn, confront the Office of the Director with more complex problems of management and administrative control.

Other challenges flow from the dramatic expansion of the Service in recent years. To produce the quality and broad scope of product Congress expects, CRS seeks to recruit expert staff in a most remarkable variety of subject fields. To meet these requirements the Service has begun to study recruitment techniques not previously used. Certain specialties are in short supply, another problem to which the Service must direct itself. Moreover, the special needs of the Service are such that finding subject skills is not enough; CRS employees must also be able to produce nonpartisan, objective products that present a balanced approach to public issues. New staff must be trained in the Service's traditions and methods; the increased production flowing from additional staff must be matched by a growing capacity to review the product and to provide informational and administrative support; and all of these require additional space, an increasingly scarce commodity in the Library of Congress.

For decades the Service has allocated the barest minimum possible to its administrative resources. With a continuing expansion of staff and functions and a growing complexity of organization, the Service faces the challenge of maintaining the tradition of investing its resources overwhelmingly into research and its support while at the same time providing essential management.

Meanwhile the sheer volume of work has risen each year without exception since 1947. Responding to the burgeoning workload poses another challenge for the Service. In this area the CRS has given particular attention to the promise of automation in helping produce research products more quickly and efficiently.

With the increased workload and staffing requirements of the Service has come a concomitant interest in evaluation. There is concern that the quality of research and analytical output be maintained and improved, that quantitative and qualitative measurements be found to better inform the Service of resource distribution, utilization and results, and that some form of regularized feedback from congressional users be devised. The difficulties of implementing an evaluation program are well-documented in current management literature and are due in part to the recentness of the formal emphasis upon, and experience with, this aspect of management in government. The difficulties are compounded in a research service organization, because few comparable organizations have even experimented with evaluation programs.

Nevertheless, some progress has been made. A Service-wide conference in June created awareness of and gave impetus to several new initiatives, including a three-pronged evaluation effort of quality control, feedback, and quantitative measurement of output against Service objectives.

Primary responsibility for project design, factual accuracy, analytical soundness and stylistic quality resides with the divisions. In times of high volume, short deadlines and/or illness, divisions must often dispatch some responses with little or no review other than that given by the author. There has been a significant increase in peer-group review of major projects in the past year.

The Director's quality control staff reviews multiliths, graphics, draft committee prints, and policy studies to ensure compliance with CRS policy standards of non-partisanship, objectivity, and project soundness and appropriateness. There are plans to increase this staff since, with the high rate of influx of new people into the Service, there is a real potential for slippage in compliance with standards and policies of the Service, unless timely, systematic review arrangements are made.

A key element of evaluation is feedback from those who use the organization's services and products. To provide the Service with more information concerning the value and effectiveness as well as any shortcomings of its work products, a pilot survey of congressional reaction to CRS products was designed. This provides for the attachment of a standardized, return-mail evaluation card, identifying the researcher, his division and the requesting Congressional office, to outgoing inquiry responses

over a one-week period. The survey project was subsequently initiated during the week of August 14 to 18, 1972. There are obvious limits to the frequency with which this or other types of feedback may be requested from congressional offices, but applied sparingly these devices hold promise for maintaining and increasing the value of CRS service to Congress.

Perhaps the most difficult aspect of evaluating a research organization is to define its objectives in measurable terms, and systematically to assess not only inputs but results. In the past year there have been efforts to standardize, and to some extent centralize, reporting procedures. Division monthly reports were expanded in 1972 to include detailed information on all major projects underway, liaison activity with committees, abstracts of completed projects and general administrative data and comments. This information, summarized and analyzed to discern significant Service-wide trends, is circulated back to the divisions with a view to increasing interdivisional coordination and assisting in the attainment of Reorganization Act objectives.

APPENDICES

(52)

The appendices include primary sources that underlie information given in the text of this report. Appendix A contains the portions of the 1970 Legislative Reorganization Act that affect the Congressional Research Service, and bear on Chapters I, II, and V. Appendix B consists of a letter from the Director of the Service, announcing the development of seminars on public issues for Members of Congress, as noted in Chapter V. Appendix C, the CRS organization chart, provides background to the introduction for Chapter III. Tables and charts concerning the staff size and workload of the Service appear in Appendix D, and back up information presented in Chapter IV on the statistics of CRS work and its budget requests for fiscal 1973. Appendix E, listing periodicals put out by the Service for Members of Congress, also provides background to Chapter IV. A list that indicates some of the help CRS provided to congressional committee hearings during fiscal year 1972 serves as background to Chapter II's discussions of highlighted projects of the Service then. The list of topics used by CRS for rapid research projects appears in Appendix G, to provide detail to Chapter II's discussion of CRS aid on behalf of Members' constituent inquiries. Appendix H contains a list of selected CRS writings for fiscal 1972, to indicate the effort CRS puts into its writings for Congress and to provide background to Chapter IV's discussion of CRS writing statistics.

APPENDIX A

CRS Provisions, 1970 Legislative Reorganization Act



Public Law 91-510
91st Congress, H. R. 17654
October 26, 1970

An Act

To improve the operation of the legislative branch of the Federal Government,
and for other purposes.

84 STAT. 1140

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act, divided into titles, parts, and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1970".

Legislative
Reorganization
Act of 1970.

TITLE III -- SOURCES OF INFORMATION

PART 2—CONGRESSIONAL RESEARCH SERVICE

IMPROVEMENT OF RESEARCH FACILITIES OF CONGRESS

Legislative
Reference Serv-
ice, redesigna-
tion,
60 Stat. 836.

SEC. 321. (a) Section 203 of the Legislative Reorganization Act of 1946, as amended (2 U.S.C. 166) is amended to read as follows:

"CONGRESSIONAL RESEARCH SERVICE

"SEC. 203. (a) The Legislative Reference Service in the Library of Congress is hereby continued as a separate department in the Library of Congress and is redesignated the 'Congressional Research Service'.

"(b) It is the policy of Congress that—

"(1) the Librarian of Congress shall, in every possible way, encourage, assist, and promote the Congressional Research Service in—

Functions.

October 26, 1970

Pub. Law 91-510

84 STAT. 1182

"(A) rendering to Congress the most effective and efficient service,

"(B) responding most expeditiously, effectively, and efficiently to the special needs of Congress, and

"(C) discharging its responsibilities to Congress;

and

"(2) the Librarian of Congress shall grant and accord to the Congressional Research Service complete research independence and the maximum practicable administrative independence consistent with these objectives.

"(c)(1) After consultation with the Joint Committee on the Library, the Librarian of Congress shall appoint the Director of the Congressional Research Service. The basic pay of the Director shall be at a per annum rate equal to the rate of basic pay provided for level V of the Executive Schedule contained in section 5316 of title 5, United States Code.

Director, appointment; compensation.

83 Stat. 863.

"(2) The Librarian of Congress, upon the recommendation of the Director, shall appoint a Deputy Director of the Congressional Research Service and all other necessary personnel thereof. The basic pay of the Deputy Director shall be fixed in accordance with chapter 51 (relating to classification) and subchapter III (relating to General Schedule pay rates) of chapter 53 of title 5, United States Code, but without regard to section 5108(a) of such title. The basic pay of all other necessary personnel of the Congressional Research Service shall be fixed in accordance with chapter 51 (relating to classification) and subchapter III (relating to General Schedule pay rates) of chapter 53 of title 5, United States Code, except that—

Deputy Director.

80 Stat. 443, 467.
5 USC 5101, 5331.

Exceptions.

"(A) the grade of Senior Specialist in each field within the purview of subsection (e) of this section shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants, without supervisory responsibility, are currently assigned; and

"(B) the positions of Specialist and Senior Specialist in the Congressional Research Service may be placed in GS-16, 17, and 18 of the General Schedule of section 5332 of title 5, United States Code, without regard to section 5108(a) of such title, subject to the prior approval of the Joint Committee on the Library, of the placement of each such position in any of such grades.

35 F. R. 6247.
5 USC 5332 note.

"(3) Each appointment made under paragraphs (1) and (2) of this subsection and subsection (e) of this section shall be without regard to the civil service laws, without regard to political affiliation, and solely on the basis of fitness to perform the duties of the position.

"(d) It shall be the duty of the Congressional Research Service, without partisan bias—

Assistance to congressional committees, etc.

"(1) upon request, to advise and assist any committee of the Senate or House of Representatives and any joint committee of Congress in the analysis, appraisal, and evaluation of legislative proposals within that committee's jurisdiction, or of recommendations submitted to Congress, by the President or any executive agency, so as to assist the committee in—

"(A) determining the advisability of enacting such proposals;

"(B) estimating the probable results of such proposals and alternatives thereto; and

"(C) evaluating alternative methods for accomplishing those results;

and, by providing such other research and analytical services as the committee considers appropriate for these purposes, otherwise to assist in furnishing a basis for the proper evaluation and determination of legislative proposals and recommendations generally; and in the performance of this duty the Service shall have authority, when so authorized by a committee and acting as the agent of that committee, to request of any department or agency of the United States the production of such books, records, correspondence, memoranda, papers, and documents as the Service considers necessary, and such department or agency of the United States shall comply with such request; and, further, in the performance of this and any other relevant duty, the Service shall maintain continuous liaison with all committees;

List of terminating programs.

"(2) to make available to each committee of the Senate and House of Representatives and each joint committee of the two Houses, at the opening of a new Congress, a list of programs and activities being carried out under existing law scheduled to terminate during the current Congress, which are within the jurisdiction of the committee;

List of subjects for analysis.

"(3) to make available to each committee of the Senate and House of Representatives and each joint committee of the two Houses, at the opening of a new Congress, a list of subjects and policy areas which the committee might profitably analyze in depth;

Legislative data, studies, etc.

"(4) upon request, or upon its own initiative in anticipation of requests, to collect, classify, and analyze in the form of studies, reports, compilations, digests, bulletins, indexes, translations, and otherwise, data having a bearing on legislation, and to make such data available and serviceable to committees and Members of the Senate and House of Representatives and joint committees of Congress;

Information research, etc.

"(5) upon request, or upon its own initiative in anticipation of requests, to prepare and provide information, research, and reference materials and services to committees and Members of the Senate and House of Representatives and joint committees of Congress to assist them in their legislative and representative functions;

Digest of bills, preparation.

"(6) to prepare summaries and digests of bills and resolutions of a public general nature introduced in the Senate or House of Representatives;

Legislation, purpose and effect; preparation of memoranda.

"(7) upon request made by any committee or Member of the Congress, to prepare and transmit to such committee or Member a concise memorandum with respect to one or more legislative measures upon which hearings by any committee of the Congress have been announced, which memorandum shall contain a statement of the purpose and effect of each such measure, a description of other relevant measures of similar purpose or effect previously introduced in the Congress, and a recitation of all action taken theretofore by or within the Congress with respect to each such other measure; and

Information and research capability, development.

"(8) to develop and maintain an information and research capability, to include Senior Specialists, Specialists, other employees, and consultants, as necessary, to perform the functions provided for in this subsection.

October 26, 1970

Pub. Law 91-510

84 STAT. 1184

"(e) The Librarian of Congress is authorized to appoint in the Congressional Research Service, upon the recommendation of the Director, Specialists and Senior Specialists in the following broad fields: Specialists and Senior Specialists, appointments.

- "(1) agriculture;
- "(2) American government and public administration;
- "(3) American public law;
- "(4) conservation;
- "(5) education;
- "(6) engineering and public works;
- "(7) housing;
- "(8) industrial organization and corporation finance;
- "(9) international affairs;
- "(10) international trade and economic geography;
- "(11) labor and employment;
- "(12) mineral economics;
- "(13) money and banking;
- "(14) national defense;
- "(15) price economics;
- "(16) science;
- "(17) social welfare;
- "(18) taxation and fiscal policy;
- "(19) technology;
- "(20) transportation and communications;
- "(21) urban affairs;
- "(22) veterans' affairs; and
- "(23) such other broad fields as the Director may consider appropriate.

Such Specialists and Senior Specialists, together with such other employees of the Congressional Research Service as may be necessary, shall be available for special work with the committees and Members of the Senate and House of Representatives and the joint committees of Congress for any of the purposes of subsection (d) of this section.

"(f) The Director is authorized—

Duties.

"(1) to classify, organize, arrange, group, and divide, from time to time, as he considers advisable, the requests for advice, assistance, and other services submitted to the Congressional Research Service by committees and Members of the Senate and House of Representatives and joint committees of Congress, into such classes and categories as he considers necessary to—

"(A) expedite and facilitate the handling of the individual requests submitted by Members of the Senate and House of Representatives.

"(B) promote efficiency in the performance of services for committees of the Senate and House of Representatives and joint committees of Congress, and

"(C) provide a basis for the efficient performance by the Congressional Research Service of its legislative research and related functions generally,

and

"(2) to establish and change, from time to time, as he considers advisable, within the Congressional Research Service, such research and reference divisions or other organizational units, or both, as he considers necessary to accomplish the purposes of this section.

Organizational units, establishment, etc.

"(g) In order to facilitate the study, consideration, evaluation, and determination by the Congress of the budget requirements of the Congressional Research Service for each fiscal year, the Librarian of Congress shall receive from the Director and submit, for inclusion in the Budget of the United States Government, the budget estimates

Budget estimates.

Experts or
consultants,
contracts.

of the Congressional Research Service which shall be prepared separately by the Director in detail for each fiscal year as a separate item of the budget estimates of the Library of Congress for such fiscal year.

"(h) (1) The Director of the Congressional Research Service may procure the temporary or intermittent assistance of individual experts or consultants (including stenographic reporters) and of persons learned in particular or specialized fields of knowledge—

"(A) by nonpersonal service contract, without regard to any provision of law requiring advertising for contract bids, with the individual expert, consultant, or other person concerned, as an independent contractor, for the furnishing by him to the Congressional Research Service of a written study, treatise, theme, discourse, dissertation, thesis, summary, advisory opinion, or other end product; or

"(B) by employment (for a period of not more than one year) in the Congressional Research Service of the individual expert, consultant, or other person concerned, by personal service contract or otherwise, without regard to the position classification laws, at a rate of pay not in excess of the per diem equivalent of the highest rate of basic pay then currently in effect for the General Schedule of section 5332 of title 5, United States Code, including payment of such rate for necessary travel time.

35 F. R. 6247.
5 USC 5332
note.

"(2) The Director of the Congressional Research Service may procure by contract, without regard to any provision of law requiring advertising for contract bids, the temporary (for respective periods not in excess of one year) or intermittent assistance of stenographic, research, or other organizations of experts and consultants (including stenographic reporters) and of educational, research, and other organizations of persons learned in particular or specialized fields of knowledge.

Special re-
port to Joint
Committee on
the Library.

"(i) The Director of the Congressional Research Service shall prepare and file with the Joint Committee on the Library at the beginning of each regular session of Congress a separate and special report covering, in summary and in detail, all phases of activity of the Congressional Research Service for the immediately preceding fiscal year.

Appropriation.

"(j) There are hereby authorized to be appropriated to the Congressional Research Service each fiscal year such sums as may be necessary to carry on the work of the Service."

(b) Title II of the table of contents of the Legislative Reorganization Act of 1946 (60 Stat. 813) is amended by striking out—

"Sec. 203. Legislative Reference Service."

and inserting in lieu thereof—

"Sec. 203. Congressional Research Service."

APPENDIX B

1. Letter to Members, introducing the Congressional seminar.
For a description of the seminar, see pp. 23, 44.

Dear Member of Congress:

The Congressional Research Service is initiating a pilot series of seminars on public policy issues for Members of Congress, in cooperation with the Advanced Study Program of the Brookings Institution. The purpose of the program is to assist Members in their legislative function by identifying and examining subjects that have present and emerging policy implications.

We hope that a number of Members will find it worthwhile to participate in the pilot seminar program. If it proves worthwhile, we will continue the program as a regular activity of the Congressional Research Service. The subjects to be included in the seminars will be chosen by CRS and Brookings from public policy areas of broad interest among Senators and Congressmen, where new knowledge has been developed, and which are likely to be of emerging interest to the Congress in the future.

From time to time in the past the Service has conducted formal and informal seminars for specific legislative developments. Recent ad hoc briefings have included such subjects as Earth Day, energy, and the environment. The method used for the new pilot series of seminars will be similar to the one that Brookings' Advanced Study Program has used for the past ten years in the annual series of meetings that they have conducted in cooperation with the American Association for the Advancement of Science on the policy implications of new scientific research.

At each seminar, a nationally prominent specialist in a particular subject will meet with a small group of Members (between 10 and 20). The sessions will be held at night, probably early in the week, beginning with dinner, here at the Whittall Pavilion in the Main Building of the Library of Congress. Each meeting will run approximately two hours. There will probably be several meetings in each seminar series spaced about a month apart, each meeting concentrating on a particular aspect of the subject.

We also intend to conduct a pilot seminar program for the senior professional staff of congressional committees. This series for the committee staff will be held after the first seminar series for Members is underway.

The first subjects for seminars will be chosen from the following, depending on the response from Members of Congress:

Welfare Reform -- Where Do We Stand?

Crime Control -- New Directions

Future Relations with China

Future Relations with Russia

The Fuel and Energy Crisis

Food and Drug Safety

Expansion of the Electorate and the Consequences

The New Campaign Financing

As soon as we have received a response from enough Members to justify the first CRS-Brookings seminar, we will move promptly to get the program underway. We will let every participant know the details as to subject, time, and place of the first seminar well in advance of the meeting.

If you would like to participate in one or more pilot seminars this year, we would be grateful for a note or a telephone call to my office (426-5775) to that effect, stating any preferences you may have for seminar subjects from the above list or any other subject you may wish to suggest.

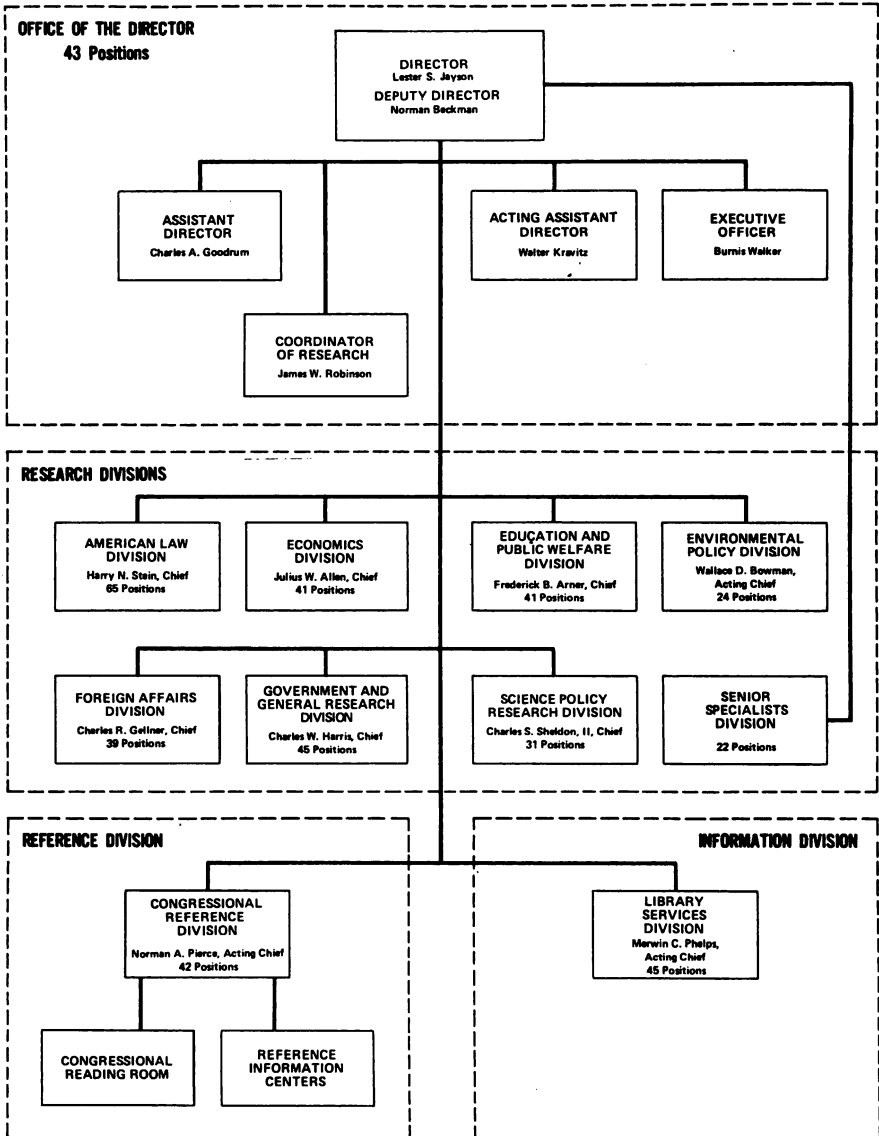
With kind regards,

Sincerely,

Lester S. Jayson
Director

APPENDIX C

CONGRESSIONAL RESEARCH SERVICE ORGANIZATION CHART



FIGURES REPRESENT BUDGETED POSITIONS FOR JUNE 30, 1972

APPENDIX D: TABLES

**Table 1: Staff Organization by Division and Classification,
Fiscal 1972**

Table 2: Inquiries Cleared by Month and by Division, Fiscal 1972

**Table 3: Inquiries Cleared by Type and by Response, Fiscal 1972
Codes for Tables 2 and 3**

Chart 1: Inquiries Cleared by Requester

**Chart 2: The Percentage of Time CRS Spent on Member, Committee
and Constituent Requests, Fiscal 1972**

Table 1: Staff Organization by Division and Classification, June 30, 1972

DIVISION	RESEARCH	SUPPORT
Office of the Director	7	35
Library Services	0	45
Congressional Reference	37	6
American Law	43	22
Economics	34	7
Education and Public Welfare	37	6
Environmental Policy	19	5
Foreign Affairs	33	6
Government & General Research	36	9
Science Policy	26	5
Senior Specialists	15	5
	<u>287</u>	<u>151</u>

Codes for Tables 2 & 3Division Codes (Table 2)

D	- Director's Office
A	- American Law Division
C	- Congressional Reference Division
E	- Economics Division
Ed	- Education and Public Welfare Division
EP	- Environmental Policy Division
F	- Foreign Affairs Division
GGR	- Government & General Research Division
L	- Library Services Division
SPR	- Science Policy Research Division
S	- Senior Specialist Division
T	- Translating Unit *

Type of Response Codes (Table 3)

00	- Reports and memoranda
01	- Anticipatory reports and memoranda
31	- Non-legislative speeches (Member and Committee only)
32	- Legislative and other major addresses (Halls of Congress; Member and Committee only)
33	- Other major address (outside Halls of Congress; Member and Committee only)
40	- Translations (Translating Section only; Member and Committee only)
50	- Maps, charts, graphs (Office of the Director only; Member and Committee only)
55	- Letters
61	- Previously prepared CRS reports
62	- General material
63	- Specific requests for CRS multilithed reports (CRS only-- green sheets; Member and Committee only)
70	- Consultations
80	- Telephone
90	- Photocopies

* The Government and General Research Division (GGR) administers the Translating Unit (T). However, the work of the Unit differs radically from that of the rest of the Division, and is therefore noted separately in the following statistics.

Table 2: Inquiries Cleared by Month and by Division, Fiscal 1972

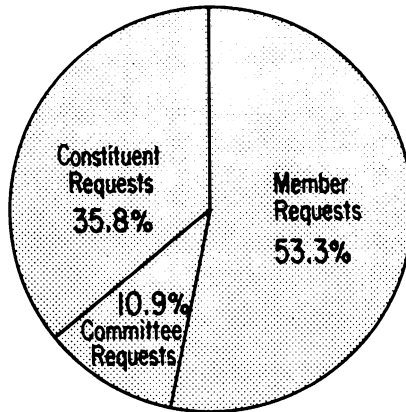
Month	D	A	C	E	Ed	EP	F	GGR	T	L	SPR	S	TOTAL	Z
July 1971	43	1,381	8,897	959	974	357	606	675	237	50	332	77	14,588	7.8
August	54	1,170	6,741	806	771	268	409	424	147	44	307	52	11,193	6.0
September	38	1,047	8,040	690	745	227	395	514	203	48	286	69	12,302	6.5
October	25	1,582	11,281	1,111	957	298	646	788	196	54	384	101	17,423	9.3
November	21	1,354	11,002	775	898	257	658	648	191	36	463	100	16,403	8.7
December	10	1,114	8,863	595	721	224	437	550	85	38	270	59	12,966	6.9
Jan. 1972	46	903	11,123	832	729	230	491	528	110	32	347	58	15,429	8.2
February	35	1,735	13,062	1,134	1,342	383	534	738	149	79	318	90	19,599	10.4
March	93	1,524	15,155	979	1,341	367	567	654	205	70	438	105	21,498	11.4
April	44	1,047	11,292	1,017	1,059	265	555	590	230	37	392	91	16,619	8.9
May	54	960	10,794	759	959	305	456	565	282	38	374	78	15,624	8.3
June	33	1,145	8,907	845	1,070	248	428	598	452	48	379	96	14,249	7.6
TOTAL	496	14,962	125,157	10,502	11,566	3,429	6,182	7,272	2,487	574	4,290	976	187,893	100.0%
Percent	.3	8.0	66.6	5.6	6.1	1.8	3.3	3.9	1.3	.3	2.3	.5	100.0	

Table 3: Inquiries Cleared by Type and by Response, Fiscal 1972 *

	Report or Memo 00 or 01	Letter	Draft Statements			Material			Phone FD	Translations & Graphics 40 & 50	Conf. etc. 70	Photo- copies 90	TOTAL	Z
			31	32	33	61	62	63						
Member	6,354	74	447	759	524	4,984	48,220	3,317	28,698	2,398	2,339	974	100,088	53.3
Committee	1,795	128	8	61	41	868	10,867	531	4,191	205	1,589	192	20,476	10.9
M and C	8,149	202	455	820	565	5,852	60,037	3,348	32,889	2,603	3,928	1,166	120,564	64.2
Constituent	3,858	145	-	-	-	2,661	58,315	-	2,290	-	-	60	67,329	35.8
TOTAL	17,007	347	455	820	565	8,513	118,402	3,848	35,179	2,603	3,928	1,226	187,893	100.0

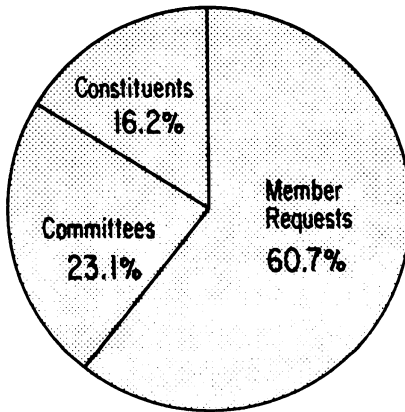
* See code for headings on page preceding Table 2.

Chart 1
Number of Inquiries Cleared, Fiscal Year 1972



Total Inquiries Cleared
 187,893

Chart 2
Percentage of Time CRS Spent on Member, Committee and Constituent Requests, Fiscal Year 1972



APPENDIX E

CRS Regular Reports

<u>Document</u>	<u>Description</u>	<u>Period of Issue</u>	<u>Division Responsible</u>
Digest of Public General Bills & Resolutions (Bill Digest)	Provides brief summary, legislative actions and current status of all public bills and resolutions	Bi-weekly supplements and cumulative issues (irregular) during each session of Congress	American Law
Legislative Status Report	Provides summary and legislative status of selected major legislation	Monthly during each session of Congress	American Law
Legislative Status Check-list	Updates the legislative status information of the Status Report. Also contains cumulative listing of Presidential messages to Congress and authorizations and appropriations	Weekly during each session of Congress	American Law
Selective Dissemination of Information (SDI)	Provides a selective bibliographic report arranged by subject and annotated	Weekly	Library Services
Citations to Current Literature	Two separate catalogs, arranged by author & by subject, are computer print-outs of the SDI data base	Monthly	Library Services
CRS Multilithed Reports (Green Sheets)	A list of CRS reports of general interest to Members of Congress prepared during that month. Arranged by type of report	Monthly	Library Services
Subject Catalog of CRS Multilithed Reports in Print	A cumulated list of all CRS multilithed reports in print, arranged by subject	Semi-annually	Library Services

<u>Document</u>	<u>Description</u>	<u>Period of Issue</u>	<u>Division Responsible</u>
Legislative Indexing Vocabulary (LIV)	A standard vocabulary of terms used for CRS indexing & cataloguing operations	As needed	Library Services
Annual Report of the Congressional Research Service	Includes detailed information of the activities of CRS during the fiscal year	Annual	Office of the Director
National High School and Collegiate Debate Topics	Compilations of material to support the selected debate topics. Issued as committee prints	Annual	Office of the Director Varies
The Constitution of the United States of America - Analysis & Interpretation (The Constitution Annotated)	One volume work elaborating, clause by clause, the meaning of the Constitution as revealed in Supreme Court decisions	Decennial revisions & biennial supplements	American Law
Precedents of the House of Representatives (Hinds' and Cannon's)	Assists the Parliamentarian in the compilation of the Precedents of the House of Representatives	Revisions every 5 years and updated summary biennially	American Law

APPENDIX F

CRS Assistance in Committee Hearings, Fiscal 1972

Committee	Subject of Hearings
<u>House of Representatives</u>	
Agriculture	Pesticide control legislation
Banking and Currency	Real estate settlement costs FHA foreclosures Abandonments Site selection policies
Education and Labor	Labor-management relations in agriculture
Foreign Affairs	National security and policy and the changing world power alignment Science, technology, and diplo- macy
Government Operations	LEAA grant-in-aid program Freedom of Information Act Problems of the Aged FHA foreclosures Consumer protection legislation Product liability
House Administration	Election campaign reform legis- lation Contested elections
Interior and Insular Affairs	Fuel and energy resources
Interstate and Foreign Commerce	Health manpower and nurse training Emergency labor disputes Surface Transportation Act Motor Vehicle Information and Cost Saving Act
Judiciary	Gun control legislation School prayer School busing Federal jury service

Committee	Subject of Hearings
<u>House of Representatives</u> (Cont.)	
Merchant Marine & Fisheries	Merchant marine legislation Environmental class actions & citizens' suits
Public Works	Highway legislation
Science and Astronautics	Science, technology, and the economy
Ways and Means	National health insurance proposals Revenue Act of 1971 Revenue sharing Highway legislation Tax credits
<u>Senate</u>	
Aeronautical & Space Sciences	Negotiations on cooperative space agreements between the U.S. & the U.S.S.R. Soviet space program 1966-71 NASA authorization legislation
Appropriations	Fiscal year 1973 HEW appro- priations
Banking, Housing & Urban Affairs	1971 & 1972 Housing & Urban Development Acts HUD reductions in force
Commerce	Merchant marine vessel con- struction
Finance	Revenue sharing Welfare reform
Government Operations	Product Safety
Interior & Insular Affairs	Coal gasification Oil shale Surface mining
Judiciary	Handgun control Competition in real estate & mortgage lending

Committee	Subject of Hearings
<u>Senate</u> (cont.)	
Judiciary (cont.)	Reform of federal criminal laws Victims of crime Civil remedies for violations of the Organized Crime Act Speedy trial Runaway youth legislation Congressional oversight of executive agencies Freedom of the press
Labor and Public Welfare	Emergency labor disputes Equal employment opportunity amendments
Post Office & Civil Service	Voter registration legislation
Public Works	Noise pollution
Select Committee on Small Business	Influence of crime on small business Civil remedies for violation of the Organized Crime Act
Special Committee on Aging	Effect of property tax on the elderly
<u>Joint Committees</u>	
Atomic Energy	AEC licensing procedures & related legislation
Congressional Operations	Fiscal and budgetary infor- mation for the Congress
Economic	Federal subsidies Economic report of the President Economic outlook Economy of Mainland China

APPENDIX G

CRS KIT MATERIALS: LIST OF TOPICS

Following are lists of topics on which CRS assembled kits of information in fiscal year 1972. The kits are designed to answer frequently asked questions from Congressional offices, often on behalf of their constituents. For a discussion of kits in the preceding text, see pages 16-17.

APPENDIX GCRS Kit Materials -- June 30, 1972

Abortion
Africa
Age of the Majority
Aged
Alcoholism
All Year School
American Revolution
Amnesty
Birth Control, Family Planning and Population
Budget (U.S.)
Busing and School Desegregation
Cabinet
Campaign Financing
Capital Punishment
Career and Job
Citizenship
Civil War
College Kit
Communism
Communist China
Congress
Congressional Reform
Conservation (General)
Conservation (Wildlife)
Constitution
Consumer Affairs
Day Care
Democratic Party
Drugs (Elementary and Junior High)
Drugs (High School and Adult)
Education
Eighteen Year Old Vote
Election of 1972
Electoral College
Europe
Federal Aid to Education (General)
Federal Aid to Elementary and Secondary Education
Federal Aid to Private and Parochial Schools
Federal Aid to Public Education
Filibuster
Foreign Policy (General)
Government (U.S.)
Gun Control

Kits (Continued)

Impeachment
 Indians
 Job of a Representative and Senator
 Jobs Overseas
 Jury System
 Juvenile Delinquency
 Korean War
 Latin America
 Legalization of Marihuana
 Lobbying
 Metric System
 Middle East
 Migrant Workers
 Minority Student Aid
 National Debt
 National Health Insurance
 No-Fault Insurance
 Organized Crime
 Page School Information
 Pension Kit
 Pesticides
 Political Parties
 Pollution (Air)
 Pollution (Environment - High School, Elementary, Adult)
 Pollution (Noise)
 Pollution (Oil)
 Pollution (Water)
 Poverty
 Presidency
 Presidents
 Prison System and Reform
 Prisoners of War
 Republican Party
 Revenue Sharing
 School Prayer
 Selective Service
 Seniority System
 Solid Waste Disposal
 Soviet Union
 Space
 Speaker of the House
 SST
 State Government
 Student Financial Aid
 Supreme Court
 Taiwan
 Taxation
 Teacher's Aids

Kits (Continued)

Teaching as a Career
United Nations
U.S.A.
U.S. Courts
V D
Vietnam
Volunteer Army
Voting Laws and Procedures
Wage Price Control (New Economic Policy)
Washington, D.C.
Welfare
White House
Women's Lib
Women's Rights
World War I
World War II

APPENDIX H

Selected CRS Writings for Fiscal Year 1972

The following bibliography lists 418 multiliths and other CRS writings produced for Congress during fiscal year 1972. Those writings include committee prints authored in whole or in part by CRS staff members, materials written by the Service and inserted into published committee hearings, and selected reports written by CRS. The list is organized alphabetically, by topic, with cross references.

Members and employees of their staffs can get copies of any entry on the list by asking for it from the Congressional Research Service. However, no multilith or other CRS writing is available to the public unless a Member asks for it on their behalf. Nor is any copy available in the collections or catalogs of the Library of Congress. The appropriations acts for CRS, since 1951, have expressly prohibited the preparation of material for publication by the Service.

Admiralty law
see Maritime law

Adult education--[Gt. Brit.]
The open university in Great Britain and selected examples of similar innovations in higher education in the United States. Apr. 20, 1972. 23 p. Dorko, Kathryn.
Multilith 72-98 ED

Advice and consent
see Senate rules and procedure

Aerospace industries--[U.S.]
The Lockheed L-1011 airbus: chronology of events and background materials. July 23, 1971. 32 p. Holsfeld, John.
Multilith 71-179 SP

Aerospace law
see Space law

Africa
see also Names of individual countries

The independent nations of Africa: leaders-means of accession-parties-population-area. Mar. 31, 1972. 6 p. Cutter, Melissa.
Multilith 72-82 F

Afro-American studies--[U.S.]--Bibliography
Minority students and higher education: selected references. Aug. 20, 1971. 27 p. Avakian, Nancy. Dorko, Kathryn.
Multilith 71-194 ED

Age (Law)--[U.S.]--State laws
Minimum age restrictions on state jury service. Nov. 6, 1971. 5 p. Doyle, Charles.
Appears also in U.S. Congress. House. Committee on the Judiciary. Subcommittee No. 5. Federal jury service. Hearings. 1971. p. 55-57.

Aged
see also Health insurance for the aged
Housing for the aged
Public assistance programs

Aged--[U.S.]--Law and legislation
Pending legislation in the Ninety-second Congress relating to the elderly. July 12, 1971. 8 p. Howard, Evelyn.
Multilith 71-168 ED

Agricultural credit--[U.S.]
Rural development: report on congressional activities in 15 major categories in the 92d Congress, 1st session. Feb. 3, 1972. 29 p. Robbins, Frances.
Issued only as a committee print, Senate Committee on Agriculture and Forestry, 92d Cong., 2d sess.

Agricultural credit--[U.S.]--Law and legislation
Farm credit: legislative activities of the 92d Congress. Oct. 12, 1971. 26 p. Hagen, Carl.
Multilith 71-236 EP

Agricultural innovations--[Developing countries]
Science, technology, and American diplomacy: beyond Malthus: the food/people equation. Oct. 1971. 96 p. Hanes, Allan.
Issued only as a committee print, House Committee on Foreign Affairs, Subcommittee on National Security Policy and Scientific Developments, 92d Cong., 1st sess.
"Part of an extended study of the interactions of science and technology with United States foreign policy."

Agricultural labor
see also Migrant labor
Rural-urban migration

Agricultural labor--[U.S.]
Federal regulation of labor-management relations in agriculture: proposals in the 92d Congress and their background. June 21, 1972. 42 p. Fulton, Joseph.
Multilith 72-142 E

The migrant farmworker situation in the U.S. Mar. 16, 1972. 48 p. Schmitt, Raymond.
Multilith 72-68 ED

Agricultural law and legislation--[U.S.]
A compilation of Federal laws relating to conservation and development of our Nation's fish and wildlife resources, environmental quality, and oceanography. Jan. 1972. 618 p. Costello, George. Beard, Daniel. Petersen, Nancy. Fletcher, Patrice.
Issued as a committee print of the House Committee on Merchant Marine and Fisheries.

Environmental affairs of the 92nd Congress. Sept. 8, 1971. 9 p. Beard, Daniel.
Multilith 71-231 EP

Farm commodity legislation in the Ninety-second Congress--first session. Feb. 2, 1972. 7 p. Wilcox, Walter.
Multilith 72-36 S

- Farm credit: legislative activities of the 92nd Congress.** Oct. 12, 1971. 26 p. Hagen, Carl.
Multilith 71-236 EP
- Farm marketing and bargaining legislation in the Ninety-second Congress--first session.** Jan. 11, 1972. 6 p. Wilcox, Walter.
Multilith 72-37 S
- Agricultural pests--[U.S.]**
The gypsy moth: an annotated selection of writings on its life history, environmental impact, and control. May 26, 1972. 31 p. Shaw, Elmer.
Multilith 72-148 EP
- Agricultural pollution--[U.S.]**
Questions and answers on environmental pollution related to livestock production. Aug. 4, 1971. 32 p. Hagen, Carl.
Multilith 71-223 EP
- Agricultural price supports--[U.S.]--Law and legislation**
Farm commodity legislation in the Ninety-second Congress--first session. Feb. 2, 1972. 7 p. Wilcox, Walter.
Multilith 72-36 S
- Agricultural products**
see Produce trade
- Agriculture Act**
Development of national urban growth and rural development policy: legislative and executive actions in 1970 and 1971. Mar. 23, 1972. 252 p. Beckman, Norman.
Langdon, Bruce.
Multilith 71-240 D
Supersedes Multilith 71-240 D entitled, Development of National Urban Growth and Rural Development Policy: Legislative and Executive Actions in the First Nine Months of the 92d Congress, Oct. 10, 1971, 84 p.
- Aid to dependent children--[U.S.]--Law and legislation**
Work incentive (WIB) amendments in the first session of the 92d Congress. Dec. 27, 1971. 10 p. Humphreys, Joseph.
Multilith 71-270 ED
- Aid to developing countries**
see American economic assistance
- Aid to the blind**
see Public assistance programs
- Aid to the disabled**
see Public assistance programs
- Air pollution--[U.S.]--Bibliography**
Air pollution: a selected, annotated bibliography. June 6, 1972. 8 p. Grimes, Maria.
Multilith 72-132 EP
- Air pollution control--[U.S.]--Bibliography**
Air pollution: a selected, annotated bibliography. June 6, 1972. 8 p. Grimes, Maria.
Multilith 72-132 EP
- Air pollution control--[U.S.]--Finance**
The sulfur oxide tax. Feb. 10, 1972. 26 p. Grimes, Maria.
Multilith 72-45 EP
- Air pollution control--[U.S.]--Law and legislation**
Air pollution legislation--published congressional reports and hearings, 1959-1971: a selected bibliography. Sept. 15, 1971. 9 p. Grimes, Maria.
Multilith 71-206 EP
- Aircraft engines--[Et. Brit.]**
The Lockheed L-1011 airbus: chronology of events and background materials. July 23, 1971. 32 p. Holsfeld, John.
Multilith 71-179 SP
- Aircraft industry--[U.S.]**
Loan aid to foreign countries for aircraft (in thousands of dollars) as of May 31, 1971. Aug. 26, 1971. 12 p. Ficker, Hermann.
- Aircraft noise--Bibliography**
Noise: effects and problems of control: selected, annotated references, 1966-1971. Aug. 18, 1971. 38 p. Oyonji, Jewel. Loo, Shirley.
Multilith 71-192 L
- Aircraft noise--[U.S.]**
Aircraft noise: the retrofitting approach. Mar. 28, 1972. 24 p. Segal, Sigdon.
Multilith 72-78 SP
- Alaska**
Alaska Native Claims Settlement Act of 1971 (Public Law 92-203): history and analysis. May 22, 1972. 100 p. Jones, Richard.
Multilith 72-209 GGR

- Alaska Native Claims Settlement Act**
Alaska Native Claims Settlement Act of 1971 (Public Law 92-203): history and analysis. May 22, 1972. 100 p. Jones, Richard.
Multilith 72-209 GGR
- Albanians in the U.S.**
European-American ethnic groups: Albanians. Aug. 3, 1971. 5 p. Jones, Richard.
Multilith
- Alcoholism--[U.S.]--Law and legislation**
Federal legislation, Federal programs and nongovernment organizations concerning the control and prevention of alcohol abuse and alcoholism. Aug. 25, 1971. 27 p. Howard, Evelyn.
Multilith 71-197 2D
- Alliances**
NATO, the Warsaw Pact, and SEATO: a collection of materials. Jan. 23, 1972. 95 p. Ochinko, Walter. Shuey, Robert.
Multilith
- Amendments to constitutions**
see Constitutional amendments
- American agricultural assistance**
Science, technology, and American diplomacy: beyond Halthus: the food/people equation. Oct. 1971. 96 p. Manes, Allan.
Issued only as a committee print, House Committee on Foreign Affairs, Subcommittee on National Security Policy and Scientific Developments, 92d Cong., 1st sess.
"Part of an extended study of the interactions of science and technology with United States foreign policy."
- American economic assistance**
A concise survey of U.S. foreign aid. June 13, 1968. 18 p. Revised Jan. 31, 1972. 19 p. Manes, Allan. Galdi, Theodor, Rev.
Multilith F 307
Revision issued as Multilith 72-25 F
- Foreign aid: six articles, some statistics, and a bibliography. Jan. 31, 1972. 78 p. Galdi, Theodor.
Multilith
- Loan aid to foreign countries for aircraft (in thousands of dollars) as of May 31, 1971. Aug. 26, 1971. 12 p. Picker, Hermann.
- National security policy and the changing world power alignment. 1972. 66 p. Foreign Affairs Division.
Rapporteur summaries for the seven sessions and a bibliography (p. 407-422) were prepared for this document. Issued by U.S. Congress. House. Committee on Foreign Affairs, Subcommittee on National Security Policy and Scientific Developments. National security policy and the changing world power alignment. Hearing-symposium, 92d Cong., 2d sess. 1972.
- American economic assistance--Bibliography**
Foreign aid: six articles, some statistics, and a bibliography. Jan. 31, 1972. 78 p. Galdi, Theodor.
Multilith
- American economic assistance--Statistics**
Foreign aid: six articles, some statistics, and a bibliography. Jan. 31, 1972. 78 p. Galdi, Theodor.
Multilith
- The impact of foreign assistance operations and defense expenditures on the U.S. balance of payments: summary of statistical data, 1960-1970. Sept. 28, 1971. 7 p. Pregelj, Vladimir.
Multilith
- American investments--Taxation**
Summary of income tax provisions in the proposed Foreign Trade and Investment Act of 1972. May 11, 1972. 10 p. Leibowitz, George.
Multilith 72-120 S
- American military assistance**
A concise survey of U.S. foreign aid. June 13, 1968. 18 p. Revised Jan. 31, 1972. 19 p. Manes, Allan. Galdi, Theodor, Rev.
Multilith F 307
Revision issued as Multilith 72-25 F
- American military assistance--Statistics**
The impact of foreign assistance operations and defense expenditures on the U.S. balance of payments: summary of statistical data, 1960-1970. Sept. 28, 1971. 7 p. Pregelj, Vladimir.
Multilith
- American Revolution Bicentennial celebration**
American Revolution Bicentennial celebration, 1976. Feb. 10, 1972. 28 p. Mahoney, Carol.
Multilith

American Revolution Bicentennial Commission.
American Revolution Bicentennial
celebration, 1976. Feb. 10, 1972. 28 p.
Mahoney, Carol.
Multilith

Americans employed in foreign countries--
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overseas. Aug. 26, 1968. 3 p. Revised May
16, 1972. 8 p. Benshaw, Michael.
Ferrarese, Mary. Rev.
Multilith 72-119 CR
Revision of Multilith CR 114.

Amnesties--History

Amnesty: a brief historical overview.
Feb. 28, 1972. 34 p. Stridge, John.
Multilith 72-35 F
An earlier version of this multilith
appeared in the Congressional record
[daily ed.] v. 118, Mar. 6, 1972: S3332-
S3337.

Amnesties--[U.S.]--Bibliography

Amnesty: a brief historical overview.
Feb. 28, 1972. 34 p. Stridge, John.
Multilith 72-35 F
An earlier version of this multilith
appeared in the Congressional record
[daily ed.] v. 118, Mar. 6, 1972: S3332-
S3337.

Amnesties--[U.S.]--History

Amnesty: a brief historical overview.
Feb. 28, 1972. 34 p. Stridge, John.
Multilith 72-35 F
An earlier version of this multilith
appeared in the Congressional record
[daily ed.] v. 118, Mar. 6, 1972: S3332-
S3337.

Amnesties--[U.S.]--Pro and con

Amnesty for draft evaders and others:
pros and cons and possible compromises.
Apr. 19, 1972. 7 p. Stridge, John.
Multilith 72-97 F

Amortization deductions

see Depreciation and amortization

Annual events and observances

see Holidays

Annual income guarantee

see Income maintenance programs

Antimissile missiles

see Names of specific antimissile systems,
e.g. Sentinel Ash system

Antisubmarine aircraft--[U.S.]

Anti-submarine warfare (ASW): some of the
issues and some of the programs. Sept. 2,
1971. 76 p. Gannon, Edmund.
Multilith 71-203 F

Antisubmarine warfare--[U.S.]

Anti-submarine warfare (ASW): some of the
issues and some of the programs. Sept. 2,
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 Foreign trade policy
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