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Library of Congress.
Washington : U.S. G.P.O

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Y4.L61/2:
276/973

93d Congress
2d Session

JOINT COMMITTEE PRINT

ANNUAL REPORT OF THE CONGRESSIONAL RESEARCH SERVICE OF THE LIBRARY OF CONGRESS FOR FISCAL YEAR 1973

TO THE

JOINT COMMITTEE ON THE LIBRARY UNITED STATES CONGRESS

PURSUANT TO

PUBLIC LAW 91–510

(Section 321)

DOCUMENTS
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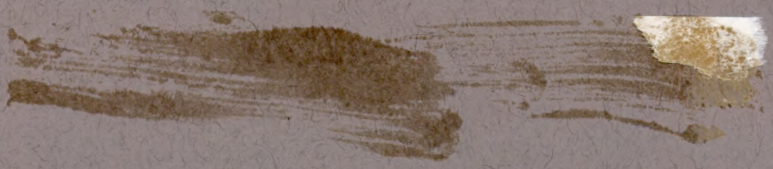
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ANNUAL REPORT OF THE CONGRESSIONAL RESEARCH SERVICE OF THE LIBRARY OF CONGRESS FOR FISCAL YEAR 1973

TO THE

JOINT COMMITTEE ON THE LIBRARY UNITED STATES CONGRESS

PURSUANT TO

PUBLIC LAW 91–510
(Section 321)

APRIL 15, 1974

Printed for the use of the
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The Library of Congress
Congressional Research Service
Washington, D.C. 20540

February 28, 1974

The Honorable
Howard W. Cannon
Chairman, Joint Committee on
the Library
United States Congress
Washington, D. C.

Dear Mr. Chairman:

It is my pleasure to transmit herewith the fiscal year 1973 annual report of the Congressional Research Service, the third report submitted pursuant to the Legislative Reorganization Act of 1970. 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 in detail, all phases of activity of the Congressional Research Service for the immediately preceding fiscal year."

This report records the activities undertaken and the progress made by the Service during the second year of its five-year plan to implement the objectives of the Reorganization Act. The report describes in detail the major areas of the Service's work, including research services, documentation of legislation activities, information and reference services, and administration.

We are continuing to seek new and improved ways of meeting congressional research and information needs. The counsel and support of the Joint Committee in this endeavor are particularly appreciated.

Sincerely yours,

Lester S. Jayson

Lester S. Jayson
Director

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CONTENTS

Chapter		Page
	LETTER OF TRANSMITTAL	III
I.	INTRODUCTION	1
	Mission of CRS: A brief history	1
	Organization of the Service	3
	Fiscal year 1973 budget appropriation and staff allocation	6
	Fiscal year 1973 workload statistics	11
	An issue digested	14
II.	ANALYTICAL AND RESEARCH SERVICES	19
	Research support for committees	19
	Major committee projects	19
	Preparation of subject and policy area lists	29
	Other major research services	32
	Member and anticipatory projects	32
	Contracting authority	36
	Cooperation with the General Accounting Office	38
	Creation of the Office of Technology Assessment	40
	Constitution Annotated	41
	Hinds' and Cannon's Precedents	41
	Work of the Research Divisions	42
	American Law Division	42
	Economics Division	44
	Education and Public Welfare Division	47
	Environmental Policy Division	50
	Foreign Affairs Division	52
	Government and General Research Division	54
	Science Policy Research Division	58
III.	DOCUMENTATION AND STATUS OF LEGISLATION	61
	Terminating program lists	61
	Purpose and effect memoranda	65
	The Bill Digest	65
	Major legislation of the 93d Congress (MLC)	66
IV.	INFORMATION AND REFERENCE SERVICES	69
	Seminars for Congress	69
	Congressional Reference Division	70
	Congressional Reading Room	72
	Reference centers	72
	Special services	73
	Graphics	73
	Translations	73
	National debate topics	74
	Library Services Division	75
	Selective Dissemination of Information (SDI) Service	76
	On-demand bibliographies	76
	Automation	77
V.	ADMINISTRATION	81
	Staff turnover and composition	81
	Training and communications	85
	Evaluation	89
	Quality review	89
	Evaluation card surveys	90

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Chapter		Page
VI.	PROBLEMS AND CHALLENGES	93
	APPENDICES	97
	A. The Legislative Reorganization Act of 1970: A summary of implementation progress	98
	B. Fiscal year 1973 workload statistics	105
	C. Selected letters from the Director to the Congress	108
	D. CRS regular reports	120
	E. Selected CRS writings in fiscal year 1973	122

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CHAPTER I. INTRODUCTION

Mission of CRS: A Brief History

The mission of the Congressional Research Service originated with the establishment of the Library of Congress in 1800. Located in the Capitol, the early librarians furnished legislative information and reference assistance to Congress through direct consultations in the chambers and in committee rooms of both Houses. By the turn of the next century the Library had outgrown its space in the Capitol, moved to its present building and, with burgeoning collections, had become a national research resource for the American public. But its techniques for providing legislative information were outmoded. In 1914 the Legislative Reference Service was established as a small division of the Library by a line in the Library's budget:

> Legislative Reference: To enable the Librarian of Congress to employ competent persons to prepare such indexes, digest, and compilations of law as may be required for Congress and other official use.

Not until 1946, with impetus from the complex legislation of the New Deal and war years, did the Service receive a firm statutory base and expanded administrative status as a Library department. The Legislative Reorganization Act of 1946 "endorsed the principles that (a) research can be most effectively supplied by a pool of independent experts, and (b) that Congress should have direct access to its own separate research agency." 1/ Under provisions of that act the Service was authorized to expand across the board and the Librarian of Congress was authorized to appoint "senior specialists" in public affairs fields of major concern to the Congress. Both the Service's regular staff and its senior specialists were, upon request, to analyze, appraise and evaluate legislative proposals pending before the Congress or recommended to it by the President and executive agencies.

In the next two decades there was a gradual but steady expansion of workload and staff and a growing demand for indepth examination of legislative issues and proposals. With recognition that the Service had "developed into one of the principal research and reference arms of the legislative branch," 2/ the Joint Committee on the Organization

1/ Joint Committee on the Organization of the Congress. Final Report. S. Rept. 1414, 89th Congress, 2d Session, July 28, 1966, p. 39.
2/ Loc. Cit.

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of the Congress mandated a renewed charter and new name, the Congressional Research Service, in the Legislative Reorganization Act of 1970 (Public Law 91-510).

> ...[The name of the Service was changed] to emphasize that the informational needs of Congress involved considerably more than the mere acquisition, storage, and retrieval of data and information produced elsewhere. The research needs of Congress are of such a nature today as to require a pool of experts who, on their own initiative, are capable of creating and producing new information and data that are pertinent to the legislative business of the Congress.... 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. In brief, it is no longer sufficient for the Service to be primarily a reference-oriented entity. 3/

A summary of the Act's major provisions and implementation accomplishments to date are provided in Appendix A. It was the general intent of the Act to expand and change the nature of CRS support to congressional committees, to emphasize the primary importance of assistance on legislative matters, promote analytical and original research, grant the Service greater autonomy within the Library of Congress and render it more directly responsive to the Congress. Several of the Act's provisions are directed to the Service's support of congressional committees: an explicit mandate for policy analysis of legislative proposals, new anticipatory functions--the submission of subject and terminating program lists at the beginning of each new Congress, the preparation of purpose and effect memoranda on legislative measures for which forthcoming hearings have been announced--and a directive to "maintain continuous liaison with all committees." The continuation of traditional CRS services was authorized as well, including the preparation of briefs and background reports, research and reference materials, digests of bills and other legislative compilations.

To effect these new and expanded responsibilities, the appointment authority of the Director was broadened by exempting CRS specialists in addition to senior specialists from the statutory supergrade quotas of the Civil Service Commission, by authorizing the employment of senior specialists in twenty-two broad subject fields and other areas as the Director might deem appropriate, and by authorizing the temporary employment of consultants. The Director was authorized to set workload priorities and reorganize the administrative structure as necessary. Additionally, the Act directed the submission of CRS budget estimates as a separate item of the Library's budget and the submission of annual fiscal year reports.

3/ Ibid., p. 40.

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The mission of CRS is to provide the Congress with professional research and reference assistance in obtaining the information it requires and, notably, that essential mission has not changed. (From an historical perspective certain goals of the 1970 Act are a nostalgic reminder of the Library's earlier residence in the Capitol when liaison with committees and a close relationship with Congress were integral aspects of the Library's work.) Throughout its evolutionary development the Service has assisted in meeting congressional information requirements by providing factual reference materials, legislative digests and compilations, legislative and issue research and analyses. What has changed through the years is the scope and substance of the information required and methodologies for its retrieval and processing. And these developments, in turn, from an historical or even daily perspective, are directly attributable to the evolution, issues and quests of the nation.

Organization of the Service

The Service is composed of the Office of the Director, eight research divisions, one reference division and an information support division, as illustrated in the accompanying organization chart.

The Office of the Director has oversight responsibility for the implementation of statutory provisions, establishes Service policies, carries out the administrative functions provided by the Library and oversight committees, and ensures the quality of CRS products and services. The Director is assisted by a Deputy Director and two Assistant Directors in carrying out these responsibilities. The Executive Officer is responsible for personnel actions, training and career development, facilities, supplies and equipment, and other administrative work. Various units within the Office of the Director include the Inquiry Receipt Unit, which records and routes congressional requests to appropriate divisions, the Quality Review Staff, headed by the Coordinator of Research, which assures the responsiveness and appropriateness of research products, and an Automated Information Systems group providing support for computer applications within the Service. A messenger service for deliveries to congressional office buildings and the Capitol is also within the administrative purview of the Office of the Director.

Seven of the eight research divisions are parallel in organization. Headed by a chief who also carries the rank of senior specialist, these divisions are composed of research assistants, analysts, specialists and senior specialists. The Director of the Service serves as Chief of the Senior Specialists Division.

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CONGRESSIONAL RESEARCH SERVICE ORGANIZATION CHART

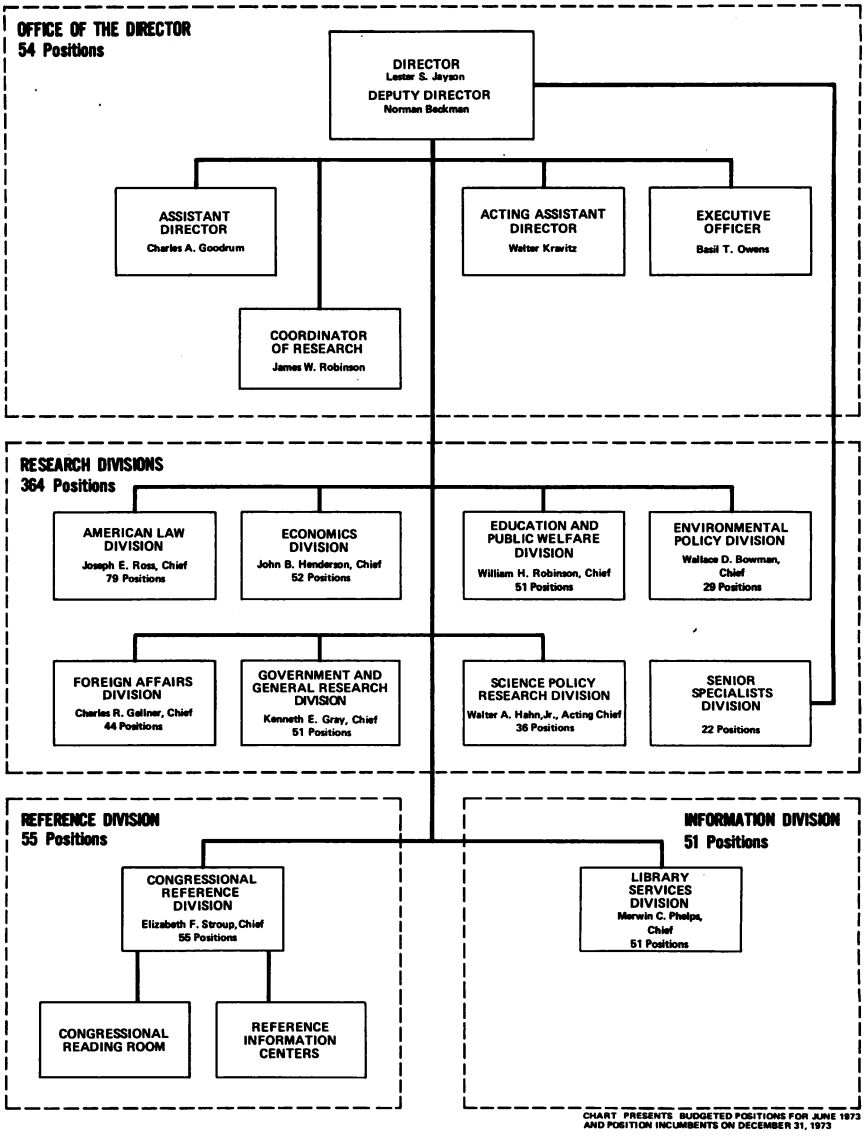


CHART PRESENTS BUDGETED POSITIONS FOR JUNE 1973 AND POSITION INCUMBENTS ON DECEMBER 31, 1973

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Subject areas of responsibility within the research divisions are as follows:

--The American Law Division, the oldest and largest of the Service's divisions, performs legal research on requests pertaining to such subjects as constitutional law, election law, civil rights and liberties, the judiciary, separation of powers, criminal law, military justice, antitrust, parliamentary law, and international law. The Division also prepares the *Digest of Public General Bills and Resolutions, The Constitution of the United States of America--Analysis and Interpretation, Major Legislation of the 93d Congress* and, more recently, the terminating program lists and purpose and effect memoranda authorized by the Legislative Reorganization Act.

--The Economics Division performs research on such subjects as communications, consumer affairs, domestic economic development, demography, economic growth and stabilization, federal budget, housing, insurance, international trade and development, labor, money and banking, taxation, and transportation. The Service's Graphics Unit is administratively attached to this Division.

--The Education and Public Welfare Division handles health, education, income maintenance and social services programs--including such subjects as aging, crime, drug abuse control, drug pricing, economic opportunity programs, education, financing, gun control, health facilities and manpower, immigration, manpower programs, medicaid and medicare, national health insurance, public retirement programs, private pension plans, social security, veterans, and welfare reform.

--The Environmental Policy Division, established in 1969 and the Service's newest division, responds to requests on natural resources and pollution topics including, for example, agricultural marketing and production, agricultural wastes, solid waste management, air and water pollution, chemicals in the environment, energy and fuels, environmental monitoring systems, fisheries and wildlife, forestry and timber, minerals and mining, outdoor recreation, pesticides, population pressures, public lands, and resources projections.

--The Foreign Affairs Division covers U.S. foreign policy, the conduct and machinery of U.S. foreign relations, defense policy and organization, defense budget and weapons systems, military manpower, international cooperation in outer space, international development and foreign aid policy, and regional (African, Asian, European, Latin American, and Middle Eastern) affairs.

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--The Government and General Research Division responds to questions on advisory bodies and commissions, American government, campaign finances, civil liberties, civil service and bureaucracy, Congress, congressional districts, District of Columbia Government, electoral college, ethics (congressional and executive), executive reorganization, history, impoundment, Indians, intergovernmental relations, the Presidency, public administration, state and local governments, territories and possessions, urban affairs, and women's rights. The Division has a speechwriting staff and administrative purview over the Service's Translation Unit.

--The Science Policy Research Division was established in 1964 and covers a wide range of subjects, including aviation technology, behavioral sciences, biological and medical problems, earth, atmospheric and marine sciences, engineering, management of science and technology, national science policy, nuclear energy, space exploration and application, and technology assessment.

--The Senior Specialists Division prepares authoritative studies bearing on legislative problems for Members and committees of Congress and provides assistance when requested in connection with committee hearings and investigations.

The Congressional Reference Division was established in 1967 to handle the Service's short-term reference requests, those which do not require the expertise of a subject specialist but call for speed and versatility in locating diverse information. The Division answers a majority of inquiries received by the Service and is responsible for the Congressional Reading Room and Reference Center operations.

Staffed primarily by professional librarians, the Library Services Division provides backup support to all divisions by acquiring and developing CRS collections of books, periodicals and other reference materials, organizing a multitude of congressional publications, pamphlets and clippings from periodicals and newspapers, and providing bibliographic support to congressional and CRS divisional staffs.

FY 1973 Budget Appropriation and Staff Allocation

The provisions of the 1970 Reorganization Act have been of foremost concern in the formulation of subsequent CRS budget and position requests. At the time of enactment, Members of the House Rules Committee and CRS agreed that a sudden large expansion of staff

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would be inadvisable, given the difficulties of recruiting expert research personnel, and an incremental buildup of staff and other resources was adopted. The Committee's Report which accompanied the Act nevertheless anticipated that the buildup of CRS resources would be substantially completed within five years. The Service subsequently developed a five-year implementation plan for fiscal years 1972 through 1976 which projects the principal budgetary and staff increases for the program area of policy analysis and research. Other programs affected by new or expanded responsibilities include documentation and status of legislation and administrative support, while a less dramatic growth was projected for information and reference services. The Service's budget and staff request may be most meaningfully appraised within the context of this overall implementation effort.

The fiscal 1973 appropriations request was aimed at second-year implementation of the five-year plan and focused on policies and procedures to attain the following Reorganization Act objectives:

--Staff capability for indepth analysis, appraisal, and evaluation of legislative proposals;

--Liaison with committees so as to be more responsive to their research needs;

--An in-house capability for tracking major issues and identifying emerging policy issues;

--Submission of agenda of subjects and policy areas to committees;

--Enlargement of the range of assistance to committees by the use of contracts and outside consultants;

--Notice to committees at the beginning of each Congress of programs and activities due to expire;

--Strengthened capability to provide legislative histories on subjects scheduled for hearings;

--Improved reporting, indexing and retrieval of bills introduced in the Congress; and

--New CRS organizational machinery for responding to concerns of the Congress.

The request also took into consideration the sharp increase in requests for traditional services during the previous year.

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The following tables indicate the budget appropriations, by program activity, for fiscal years 1971, 1972 and 1973. The Service's budget appropriation for this fiscal year was $9,155,000 of the $9,342,000 requested, an increase of $2,098,000 over its fiscal 1972 budget.

CONGRESSIONAL RESEARCH SERVICE

SALARIES AND EXPENSES

PROGRAM AND FINANCING (IN THOUSANDS OF DOLLARS)

	Fiscal Years		
	1971	1972	1973
Program by activities:			
Policy analysis and research...	3,781	4,860	6,391
Documentation and status of legislation.....	388	472	631
Information and reference services.....	1,261	1,403	1,713
Administration.....	270	322	420
Total obligations.....	5,650	7,057	9,155

The Service received funding for 86 of 120 requested new positions for fiscal 1973, an increase from 438 to 524 in total budgeted positions. Of these 86, 48 were allotted to direct implementation of the Reorganization Act and 38 to library services and administrative support of new and traditional CRS services. Six of the new positions were approved for senior specialists in the fields of federal budget, engineering and public works, public administration, urban affairs, American public law, and transportation and communications.

Policy analysis and research	31
Preparation of subject and policy area lists	12
Preparation of terminating program lists	1
Preparation of purpose and effect memoranda	4
Library services and administration	38
	86

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The distribution of budgeted positions, by program activity, in fiscal years 1971, 1972, and 1973 is summarized in the following table. Also presented is the fiscal 1973 allocation of budgeted positions, by CRS division and by research and support classifications.

PERSONNEL SUMMARY

	Fiscal Years		
	1971	1972	1973
Program by activities:			
Policy analysis and research...	220	271	323
Documentation and status of legislation.....	23	33	42
Information and reference services.....	100	112	132
Administration.....	20	22	27
Total positions.....	363	438	524
Average number of all employees..	340	399	490
Average GS grade.....	10.1	10.1	9.8

Allocation of Budgeted Positions, by Division and Classification, June 30, 1973

Division	Research	Support	Total
Office of the Director	10	44	54
American Law	53	26	79
Congressional Reference	47	8	55
Economics	42	10	52
Education and Public Welfare	42	9	51
Environmental Policy	23	6	29
Foreign Affairs	3	7	4
Government and General Research	42	9	51
Library Services	0	51	51
Science Policy Research	30	6	36
Senior Specialists	16	6	22
	342	182	524

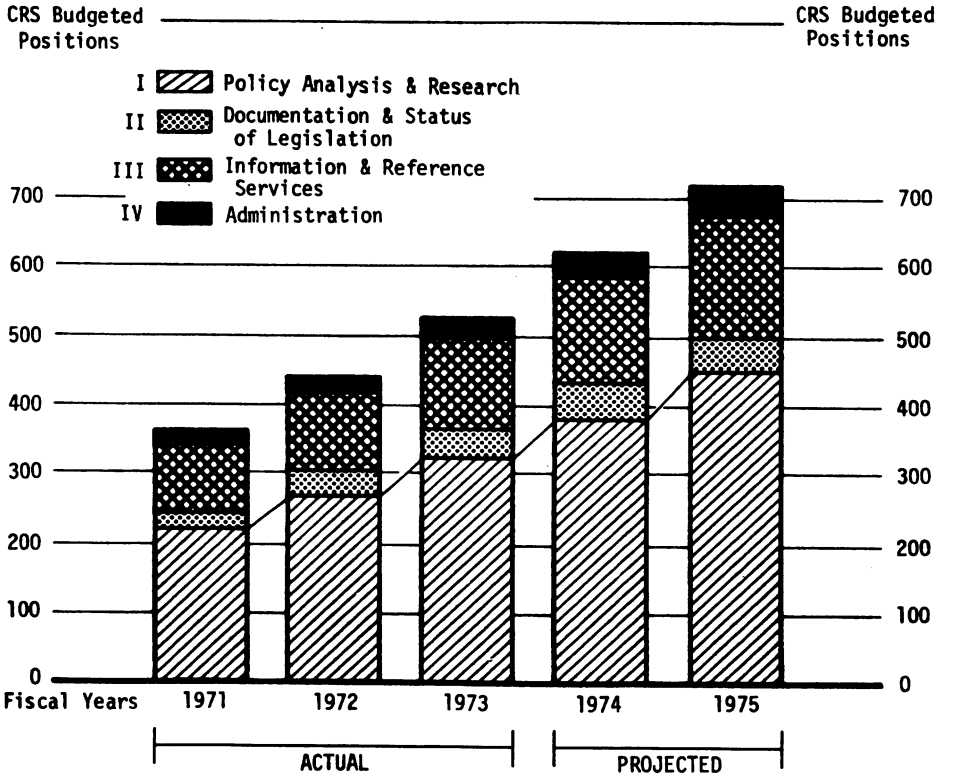
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CONGRESSIONAL RESEARCH SERVICE

STAFF ALLOCATION BY PROGRAM ACTIVITY



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FY 1973 Workload Statistics

More than 181,000 congressional inquiries were cleared by the Service this year, an average of 720 each work day. Requests for CRS assistance were received from each Senator an average of 570 times during the year and from each Member of the House an average of 226 times. By program activity, the number of cleared inquiries was as follows: policy analysis and research, 58,424; documentation and status of legislation, 526; and information and reference services, 122,144, for a total of 181,064 inquiries.

An analysis of the fiscal 1973 workload is more meaningful when compared to previous years. Most notably, there has been a considerable increase in the number of cleared requests and research hours spent over the last several years; since fiscal 1967 the number of inquiries cleared has increased by half and research hours spent by 83 percent. This growth has been accompanied by a significant shift in the types of request received in the Service, as reflected in the increase of congressional (requests from Members and committees) in relation to constituent requests (those from Members that are used to answer constituent mail). While the number of requests from Members and committees has increased, the requests for constituent work have relatively and in absolute figures declined. In fiscal 1967, constituent requests accounted for nearly half of all CRS inquiries; by fiscal 1973 they had dropped to only a third of the inquiry workload. This decline has permitted the Congressional Reference Division to handle an increasing proportion of these shorter-term reference requests within the Service (a high of 85 percent in FY 1973).

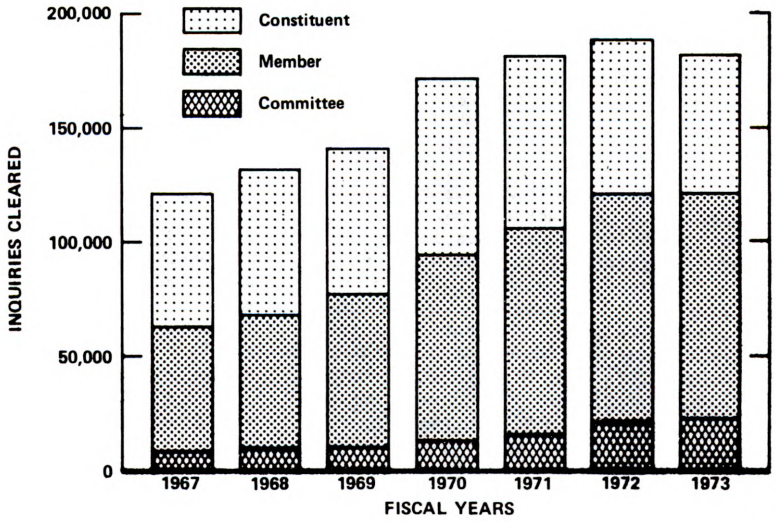
Number and Percentage of Inquiries Cleared, by Source of Request

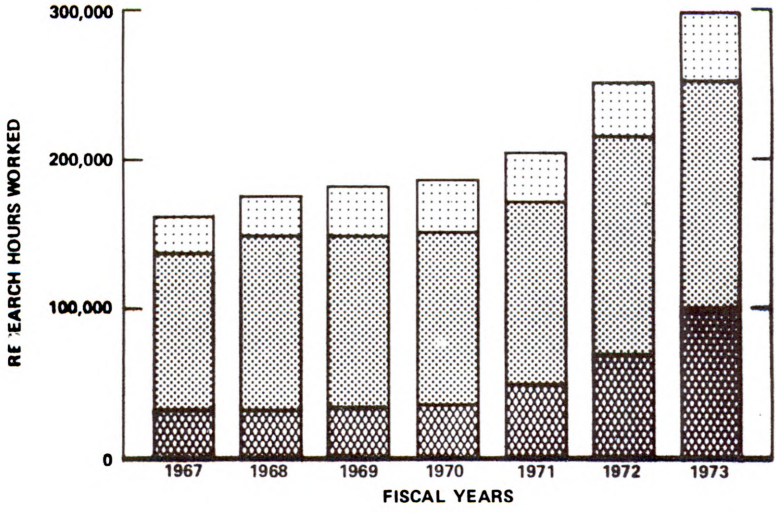
	FY 1971	FY 1972	FY 1973
Member	89,954 (50%)	100,088 (53%)	99,244 (55%)
Committee	15,257 (8%)	20,476 (11%)	21,421 (12%)
Constituent	75,518 (42%)	67,329 (36%)	60,399 (33%)
TOTALS	180,729 (100%)	187,893 (100%)	181,064 (100%)

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Inquiries Cleared and Research Hours Worked, By Source of Request, Fiscal Years 1967-1973.



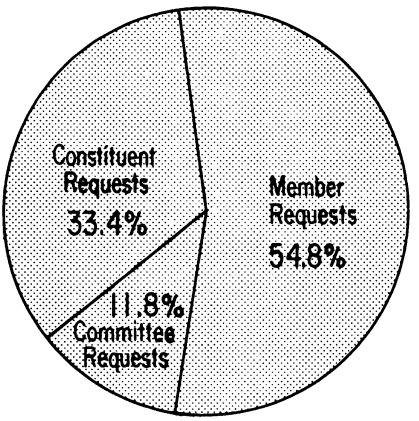


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Chart 1

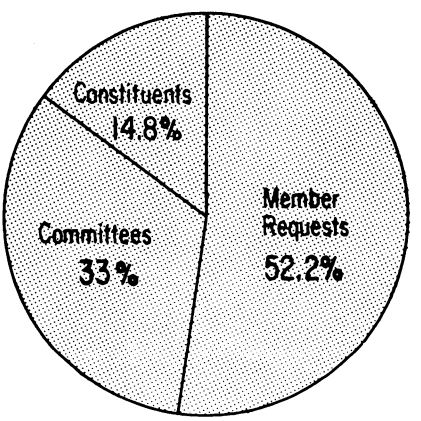
Number of Inquiries Cleared, Fiscal Year 1973



Total Inquiries Cleared
181,064

Chart 2

Percentage of Time CRS Spent on Member, Committee and Constituent Requests, Fiscal Year 1973



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The response time for handling this year's requests was the same as last year in the proportion of those requiring less than one week to those requiring over one week to clear, a ratio of 84 to 16 percent respectively. However, there has been a gradual trend toward longer-term requests in recent years; the ratio was 89 to 11 percent in fiscal 1968.

Response Time, FY 1973

Same day	1 day	2 - 5 days	6 - 10 days	over 10
68,502 (38%)	41,140 (23%)	42,598 (23%)	14,896 (8%)	13,928 (8%)
109,642 (61%)				
152,240 (84%)			28,824 (16%)	

Significantly, although the inquiry workload declined this year, requests for the more substantial reports and memoranda category of requests increased by 35 percent, and research time spent on these by 27 percent over comparable totals in FY 1972. More detailed information on the number of requests cleared during the year, by division and by type of request, is available in Appendix B.

Under the management statistical program implemented this year, a subject code is assigned to all requests received by the Service. The subject areas of greatest interest to Members and committees in fiscal 1973 (with over a thousand inquiries received in each) were, in order: Congress, law, education, practical politics, taxation, power resources, public finance, military manpower, agriculture, and crime. The predominant constituent interests, as reflected in requests received by CRS, were Congress, the environment, crime, education, U.S. history, the President, and drug abuse.

An Issue Digested

One of the most striking features of CRS is the diversity of its services. As an introduction to CRS program areas, it is instructive to review the Service-wide handling of one of numerous public policy issues that received attention this year. Selected for review is the energy issue.

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The majority of the some 3,600 requests pertaining to energy matters were cleared by the research divisions and several resulted in major studies. Early in the year the Environmental Policy Division assisted the House Subcommittee on Natural Resources and Conservation in preparing a committee report which emphasized the importance of energy conservation and efficiency in the formulation of national energy policy. Towards the end of the year the Division was assisting committees with reports on energy conservation technologies and conservation options available to federal agencies. In a major committee print of the Division, *Congress and the Nation's Environment*, was included a chapter on enacted and proposed energy legislation in the 92d Congress and emerging policy issues in the energy field. An overview of the U.S. energy situation was presented in another study which summarized the supply and demand of energy in the United States by use sectors (residential/commercial, industrial, transportation, and electric-generating utilities); identified major legislative and judicial actions of relevance to current and future energy needs; and discussed some of the principal issues: energy technology research and development, energy-related national growth, environmental impact, land use and energy conservation. An energy primer was prepared for one committee and five case studies were developed for siting energy facilities. Several studies were prepared on various energy sources; for example, the role of coal in meeting future energy needs, proposed strip mining regulations, geothermal development, the oil import quota program and its effect on coal prices, natural gas regulation, a comparison of bills on the recycling of oil, the role of hydroelectric power in the Midwest, and a report based on hearings concerning problems of electrical power production in the Southwest. The growing concern of the Congress with energy matters was evident in requests received later in the year for: a report on primary factors affecting the current energy crisis; an analysis of pertinent literature for use in developing legislative proposals for establishing government corporations in the energy field; a study of projected depletion dates of non-renewable resources; a summary of energy-related bills introduced to date in the 93d Congress; and an analysis of one subcommittee's jurisdiction in the energy field.

The Foreign Affairs Division coordinated a major inter-divisional project in support of hearings on foreign policy implications of the energy crisis. Middle Eastern analysts responded to numerous inquiries on the politics of the oil producing countries, on the cohesiveness and negotiating tactics of the Organization of Petroleum Exporting Countries (OPEC) and the Organization of Arab Petroleum Exporting Countries (OAPEC), and on the competitive strategies of the oil consuming nations. The Economics Division prepared a committee study on tax aspects of the energy shortage and conceivable reforms. For various Members, the Division analyzed the effect on the oil shortage of international monetary changes, such as devaluation of the dollar; the market structure of the oil industry in relationship to the shortage; alternative market arrangements for the present structure of the oil industry; and, for a Senate floor debate, the antitrust aspects of the Alaska pipeline bill.

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A major CRS multilithed report on North Alaska Oil and Related Issues identifies and reviews the issues surrounding the extraction, production, transportation and environmental modifications associated with the use of oil pipelines, set in historical perspective. The Science Policy Research Division developed a lengthy historical analysis of energy-related research and development activities of the Federal Government and prepared a brief report identifying research and development opportunities for short- and long-term energy applications. Its work included a report on Canada's oil and gas resources for use in a committee study pertaining to national fuels and energy policy, and the preparation of a comprehensive analytical handbook on energy and fuels for a newly-established energy subcommittee.

Certain congressional requests are contracted out by the Service; a study of the organizational aspects of federal research and development in the energy field was one such contract study. When appropriate to the jurisdiction of a committee, the Service identified energy issues in its lists of subject and policy areas of potential interest to committees. As part of its documentation and status of legislation activities, the Service prepared lists of those programs within each committee's jurisdiction scheduled to expire during the 93d Congress, including energy-related programs and activities; and all of the enacted and pending legislation on energy in fiscal 1973 was documented in the CRS *Bill Digest*.

A CRS seminar for Members of Congress addressed the subject of energy and the environment and another seminar for congressional staff examined energy policy options. A diversity of energy reference requests was handled by the Congressional Reference Division. The Division answered 1,538 or 45 percent of all requests cleared on energy (which required only 8 percent of Service research hours devoted to the subject). The Division developed an energy kit to facilitate the handling of constituent requests, containing a pamphlet with tips on energy conservation, a presidential message regarding energy resources, reprints of two magazine articles concerning the energy crisis, and a reprint of the first chapter of the committee print prepared by the Environmental Policy Division, *Congress and the Nation's Environment*, entitled "Energy and Fuels Development." The Graphics Unit prepared charts on world oil and gas production and consumption for one Member of Congress. At the end of the year, materials were being assembled on the FY 1974 national intercollegiate debate topic--Resolved: that the Federal Government should control the supply and utilization of energy in the United States.

Bibliographers of the CRS Library Services Division regularly review more than 65 periodicals which are primarily concerned with energy subjects, in addition to a large number of publications which occasionally feature energy topics. Over 2,000 citations to energy-related articles and other publications were added to the CRS bibliographic data base this year, or approximately 8 percent of

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all new citations. This bibliographic information was used to provide SDI service to 121 subscribers who had chosen energy topics as part of their interest profiles, and to produce on-demand bibliographies and bibliographic catalogs on energy subjects in support of division research.

Congressional requests on energy accounted for 2 percent of all requests cleared by CRS in fiscal 1973, and 4.5 percent of all research hours worked. Highlights of the additional fiscal year workload and of new Service activities are presented in the following chapters. Organized by program area, these include: analytical and research services, documentation and status of legislation activities, information and reference services, administration, and problems and challenges confronting the Service.

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CHAPTER II. ANALYTICAL AND RESEARCH SERVICES

Significant progress was made toward the achievement of Reorganization Act objectives relating to the Service's major analytical and research work for Congress in fiscal year 1973. The Service identified and tracked major committee projects which met legislative and analytical criteria specified in the Act; several of these are described below with emphasis on the growing number that require interdisciplinary and interdivisional coordination. The Service prepared subject and policy area lists for congressional committees for the first time, utilized the contract authority specified in the Act, and furthered its cooperative arrangements with the General Accounting Office. More than 500 major analytical projects for committees and Members were completed during the year. The seventh edition of *The Constitution Annotated* was completed in May and continued assistance was provided to the House Parliamentarian in updating the Hinds' and Cannon's Precedents. Recent legislation authorizing the creation of an Office of Technology Assessment specifically provided for assistance from CRS. The work of individual research divisions is reviewed within the context of the national issues affecting each one.

Research Support for Committees

Major Committee Projects

--Major legislation in the area of social security and welfare was signed into law in December 1972. Senior analysts of the CRS Education and Public Welfare Division continued their work on H.R. 1 as it progressed through the Congress to enactment as the Social Security Amendments of 1972. They assisted the Senate Finance Committee staff in the preparation of questions for witnesses at hearings and in the writing and compilation of committee prints, attended executive session consideration of the House-passed bill, assisted in preparing a lengthy Finance Committee report and accompanied committee staff to the floor during Senate consideration of the bill. Assistance was provided in the preparation of documents for the House-Senate conference.

--In connection with the medicare and medicaid provisions of H.R. 1, the Education and Public Welfare Division provided virtually daily staff support to the House Ways and Means and

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Senate Finance Committees. Included in this work was assistance to committee staff in the preparation of more than a dozen committee prints examining issues and alternatives regarding benefit coverage, financing, reimbursement policy, health maintenance organizations, standards for health facilities and proposals for improving the administration of medicare and medicaid. The CRS staff prepared questions for committee witnesses, participated as resource specialists in the hearings, worked on conferees' agenda, and prepared committee prints summarizing congressional actions in connection with provisions of the legislation.

--The continuing controversy between the President and Congress over control of fiscal operations of the Federal Government, focusing debate on spending restraints, expenditure ceilings and the executive impoundment of funds, was heavily reflected in the work of the Government and General Research Division (and other CRS divisions) in fiscal 1973. Numerous research memoranda and reports prepared on this subject by Division staff were published in congressional documents. Five studies by a Senior Specialist in American Government, for example, were published in the Senate Government Operations committee print, *Improving Congressional Control of the Budget.* The specialist worked closely with the Committee's Subcommittee on Budgeting, Management and Expenditures and participated in mark-up sessions of S. 1541, a bill to reform the congressional appropriations process. Another of his studies, "Congress Versus the Budget," was printed by the House Select Committee on Committees in June 1973. Another Division analyst served as a consultant during impoundment hearings held by the Subcommittee on Separation of Powers (Senate Judiciary Committee) and by the Ad Hoc Subcommittee on Impoundment of Funds (Senate Government Operations Committee), for the latter participating in executive mark-up sessions and assisting in conference committee preparations. For the Subcommittee on Foreign Operations of the Senate Appropriations Committee, the analyst assisted in developing a reporting and clearance procedure for reprogramming foreign aid funds; his paper entitled "Reappropriation of Foreign Assistance Funds" was subsequently reprinted in committee hearings.

--An analysis of the Administration's proposed trade bill was prepared for the House Ways and Means Committee by the CRS Senior Specialist in International Economics. Published in the *Congressional Record*, the analysis led to extensive work with the Committee during its consideration of the trade bill. In the early stages of Committee deliberations the specialist met weekly with an informal group of the Committee's membership, acting as a consultant on the proposed bill's potential impact on the nation's economy and foreign relations. As work on the bill progressed, he

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met with the group daily, in the morning before the Committee's session or late in the evening after the Committee recessed. The work involved the preparation of statements, major reports such as an assessment of the impact of import quotas on the U.S. economy, and the drafting of alternative proposals for particular sections of the bill.

The scope and variety of CRS interactions with congressional committees are as complex and demanding as the legislative process itself. CRS staff provide analytical and research support at all stages of this process, from preliminary consideration of issues in background reports and analyses, through hearings, proposals for legislation, objective assessments of the advantages and disadvantages of drafted provisions, to studies of the effectiveness of enacted legislation. Their work, as the above illustrations demonstrate, is often recognized and published in committee prints, hearings, Senate and House documents, and other congressional publications; 129 CRS studies and reports appeared in congressional documents during FY 1973.

The Legislative Reorganization Act of 1970 assigned several responsibilities to the Service in connection with its work for committees. Most crucially, it authorized policy analysis of legislative proposals to include:"... (A) determining the advisability of enacting such proposals; (B) estimating the probable results of such proposals and alternatives thereto; and (C) evaluating alternatives for accomplishing those results..." and it authorized that the Service, upon request, provide "such other research and analytical services as the committee considers appropriate for these purposes...." To ascertain its effectiveness in meeting this explicit mandate, the Service identified and monitored 220 major committee projects in fiscal 1973 which were generally defined as: analytical projects for committees with a direct connection to legislation and requiring a significant investment of CRS manpower and time. It is difficult to assess the scope, much less effectiveness, of major research undertakings which span a wide range of subject areas and may individually involve work with more than one committee or subcommittee, involve little to extensive liaison, few or several written products, three weeks to over three years, and mid-stream adaptations to changed requirements in the dynamic legislative environment. However, the identification of discrete projects did encourage a greater concentration of Service resources in committee research (as evidenced by a 40 percent increase since FY 1972 in the number of completed projects requiring over ten days of research time) and facilitated interdivisional and interdisciplinary coordination on several of these undertakings.

Some of the major committee projects which entailed interdivisional coordination in the past year are described.

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The Central City Problem and Urban Renewal Policy. This study, resulting in a committee print of the same title, was undertaken at the request of the Subcommittee on Housing and Urban Affairs of the Senate Banking, Housing and Urban Affairs Committee and incorporated substantive contributions from four CRS divisions. The emphasis of the study was upon the history, operations, and policies of the urban renewal program and the related model cities program; its objective was to provide a comprehensive report that would identify the issues and assist in the evaluation of existing and proposed policies and in the formulation of new ones. The Service's Senior Specialist in Housing coordinated the study and worked primarily with researchers in the Economics Division on sections pertaining to the urban renewal program and the social and economic characteristics of a central city population. The Government and General Research Division contributed to the section on social and economic characteristics and prepared a comprehensive survey of the literature on the history, current conditions and problems of the central city. Analysts in the Education and Public Welfare Division contributed material on manpower training programs and law enforcement. Another component assessing the impact of environmental pollution upon the inner city in general and upon residents living in conditions of poverty in particular was contributed by the Environmental Policy Division.

Congress and the Nation's Environment. This comprehensive committee print, prepared at the request of the Senate Interior and Insular Affairs Committee, surveys legislative activity on environmental policy issues during the 92d Congress and complements a previous volume covering activities of the 91st Congress. Its preparation involved extensive intradivisional as well as interdivisional coordination. Analysts within the Environmental Policy Division contributed most of the chapters, identifying 27 different areas of pollution, natural resource and environmental management policy addressed by legislative proposals in the 92d Congress. For each area identified, such as air pollution, public lands or energy, the print provides a summary and analysis of enacted legislation, brief descriptions of proposed legislation, highlights of hearings, and summaries of major policy reports and emerging policy issues directly associated with ongoing congressional activity. Staff of the Science Policy Research Division contributed the chapters on noise abatement, an environmental concern which received initial legislative support in the Noise Control Act of 1972; and on radiation hazards, with particular attention to control of radioactive materials from nuclear power plants. The Library Services Division prepared extensive bibliographies of relevant congressional documents for the conclusion of each chapter.

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Foreign Policy Implications of the Energy Crisis. Following the successful pattern adopted for CRS support of hearings for the House Foreign Affairs Committee last year, the Foreign Affairs Division arranged and coordinated comprehensive assistance to the Foreign Affairs Subcommittee on Foreign Economic Policy for its hearings series on foreign policy implications of the energy crisis. Analysts from four CRS divisions, working as a team under the leadership of a Foreign Affairs Division Senior Specialist in International Relations, provided basic background and source material for the subcommittee staff prior to the hearings; suggested witnesses, questions, the symposium format and ways of making the hearings results convenient to use; attended each session and summarized both the prepared statements by the panelists and the discussions; and analyzed the discussions, highlighting what appeared to be the important questions raised and areas for possible further congressional inquiry. The CRS summaries and analyses of the sessions comprised some 100 pages of the published text. Analysts from the Science Policy Research Division covered the discussions on current trends and an overview of the energy situation and, in collaboration with an Environmental Policy Division specialist, summarized the survey and analysis of alternative energy technologies. Analysts from the Foreign Affairs Division reviewed the discussions on foreign policy ramifications of the energy crisis, and supplied a glossary of technical terms. The Library Services Division compiled the selected bibliography. Numerous requests for the Hearings have been received from education groups which have commented on the usefulness of the summaries.

Science, Technology, and American Diplomacy. A subject of growing national significance is the impact of scientific and technological development on the goals and conduct of U.S. foreign policy. Referring to the need to enhance the nation's ability to deal with technologically-related issues in international affairs, the Chairman of the House Foreign Affairs Subcommittee on National Security Policy and Scientific Developments asked early in fiscal year 1970 that CRS undertake an examination of the relationship of science and technology to the formulation and conduct of foreign policy. The five-year project is intended, through a series of case studies identifying specific issues and problems, to provide the Congress with insights relating to the interactions of science, technology, and diplomacy so that policies and procedures for bringing scientific and technological developments more explicitly into consideration in the conduct of diplomacy can be developed and incorporated in legislation. The project is being carried out under the direction of a Senior Specialist in Science and Technology of the CRS Science Policy Research Division and a Specialist in International Politics of the Foreign Affairs Division. By the close of FY 1973, ten of the seventeen committee prints projected for the series had been published. It is anticipated that the entire series, including a summary and findings chapter, will eventually be printed as one volume.

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Three committee prints of the series were completed in fiscal 1973. *The Baruch Plan: U.S. Diplomacy Enters the Nuclear Age*, prepared by the Foreign Affairs Division, examines the U.S. proposal for international negotiations to control atomic energy, which were conducted by the United Nations Atomic Energy Commission (UNAEC) during the years 1946-1949. Out of the negotiations issues emerged which proved to be major sources of disagreement between the United States and the Soviet Union. These were: (1) the nature of the control system, whether it should involve international ownership and management or inspection to insure that atomic energy would be used only for peaceful purposes; (2) the stages of transition from U.S. control to an international system of control; and (3) the course of action in the event of a violation of the control system and whether possible sanctions would be subject to the veto power of the United Nations Security Council. The formulation of U.S. policy on these issues and the manner in which they were treated in the negotiations serve to illustrate the interplay of science, technology, and diplomacy, and provide insights into the causes behind the failure of the negotiations.

Commercial Nuclear Power in Europe: The Interaction of American Diplomacy with a New Technology, prepared by the Science Policy Research Division, identifies and provides analysis of several issues relating to the impact of commercial nuclear power technology on the conduct of American diplomacy, for example; sustaining U.S. technological leadership in the 1970's; reducing European dependence upon imported energy; controlling the proliferation of weapons-making capabilities; improving the U.S. position in world trade; demonstrating advancing U.S. nuclear technology abroad; expediting the solution of environmental effects of nuclear power; and establishing international standards for nuclear power. The Atomic Energy Commission has reproduced its own supply of copies and is using the print as a basic reference work.

The Economics Division prepared the third report of the series issued this year, *U.S.-Soviet Commercial Relations: The Interplay of Economics, Technology Transfer, and Diplomacy*, which examines the potential returns of expanded U.S. trade with the Soviet Union. The study estimates that only modest economic advantages would accrue to the United States from expanded trade with the Soviet Union but that progress in political, cultural and other areas would be greatly facilitated by such trade, and a failure to engage in it "could ultimately result in a return to the pre-Summit atmosphere...and to a sharp deterioration in Soviet-U.S. relations." The possible political benefits of expanded trade, as cited in the report, include: a potential reduction of the Soviet threat to U.S. security by a shift of Soviet priorities away from the military and toward the civilian sector elsewhere noting that the current Soviet Five-Year Plan projects modernization of the

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civilian economy and increases in the real income of consumers); a degree of Soviet acceptance of the international system, as implied by recent Soviet permission for domestic involvement of foreign corporations as partners; and general political advantages that normally flow from increasing international commercial and financial exchange.

This study was reviewed in *The New York Times*, *Dun's Review*, *The Pittsburgh Press* and elsewhere. *TASS* and other Soviet media ran edited summaries. The USIA distributed an excerpted portion -- "Why Can We Expect Soviet-U.S. Trade to Grow?" -- to all U.S. embassies, and the Administration distributed the print to members of the U.S.-USSR Trade and Economic Council. The Council on Foreign Relations used it as a discussion paper on east-west trade and various universities and other organizations have requested copies, including the National Association of Manufacturers, the Department of State, and the Defense Intelligence School. It has been extensively quoted in the *Congressional Record* by Members from both sides of the aisle and in various committee hearings. The Foreign Affairs Committee has recently requested an expanded and updated version for republication.

School Finance. Another multidivisional project was undertaken for the Subcommittee on Education of the Senate Labor and Public Welfare Committee. Eleven background papers, tentatively planned for publication as a committee print or Senate document, were prepared by ten researchers from four divisions to assist the Subcommittee's consideration of a program of financial aid for public and nonpublic schools. The Education and Public Welfare Division was responsible for overall coordination of the project and liaison with subcommittee staff. Analysts of the Division prepared studies on equality of educational opportunity, the relationship between expenditures and education quality, urban and rural schools and their special needs, current state finance programs and recent reforms, and the federal interest in nonpublic schools. Papers on the tax structures supporting education and possibilities for their reform and on the potential tax yields at various governmental levels were contributed by the Economics Division. The American Law Division studied the legal challenges leveled at current school financing arrangements and their implications for the Federal Government. The Government and General Research Division concentrated on the structure of the governance of education and possibilities for change, in addition to analyzing alternative federal grant programs. An additional aspect of the study--the establishment of a data base and model design for use in analyzing federal aid-to-education proposals--was contracted out by the Service.

Another substantial effort was undertaken for the Senate Special Committee on the Termination of the National Emergency

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to assist in its study regarding possible restrictions on the President's authority with respect to national emergencies. The American Law Division prepared a study of national emergency statutes and cases, and papers have been prepared by the Government and General Research Division which trace the history and analyze the use of emergency powers in the United States. The Foreign Affairs and Library Services Divisions are also contributing to this study.

The demand for an interdisciplinary assessment of complex legislative and societal issues is increasing and more of these projects are anticipated in future CRS work. However, the great majority of the Service's major projects in fiscal 1973 were the products of single divisions and usually of individual analysts.

Legislative attorneys on the staff of the American Law Division submitted several analytical reports for a major project concerning the Final Report of the National Commission on Reform of Federal Laws, as requested by the Senate Judiciary Committee and the House Select Committee on Crime. Portions of these analyses were published in Senate Subcommittee Hearings entitled *Reform of the Federal Criminal Laws*. Among the Division's reports were "Systematic Examination of Effect on the Criminal Code of Adoption of 'Piggyback' Jurisdictional Base (Sec. 201(b)) of the Proposed Federal Criminal Code," an analysis of the scope of a controversial section of the proposed Code which authorizes federal criminal jurisdiction over an offense normally tried in state courts--if it is committed in the course of committing any other offense over which federal jurisdiction exists; and a related report examining the effect of the proposed Code on changes in federal jurisdiction entitled "Comparison Between the Basic Common Law-Type Crimes of Present Law and Those of the Proposed Criminal Code." Another report on "Criminal Coercion and the First Amendment: A Comparison of Section 1617 of Proposed Federal Criminal Code with Related State and Federal Statutes with Respect to First Amendment Issues" analyzes the proposed Code's provision rendering it an offense to make various threats with intent to compel another to engage in or refrain from conduct. It has been suggested that the language of the proposed section is so broad as to impair First Amendment rights, such as picketing, demonstrations, and consumer education efforts. The report concludes with a pro and con discussion of the issues raised.

The Supreme Court proposed the Federal Rules of Evidence in an order issued in November 1972. Since that time, at the request of the Judiciary Committees, attorneys of the American Law Division have devoted considerable time to an examination of the Court's authority to promulgate Rules of Evidence and to an analysis of the proposed Rules themselves. Early in the 93d Congress, the Division assisted the Judiciary Committees in developing legislation to delay the effective date of the

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Rules of Evidence, including assistance to House Judiciary Committee hearings on the subject.

Another kind of support provided by CRS research staff for congressional committees is the compilation, revision and updating of congressional documents which serve as major reference works. Several of these, generally consuming a significant amount of staff time and requiring research and analytical skills, were completed during the year. The American Law Division updated the *Election Law Guidebook* at the request of the Senate Subcommittee on Privileges and Elections, a Senate Document providing in tabular or short summary form the highlights of federal and state law provisions pertaining to the election of Senators. The work is designed for the use of senatorial candidates, congressional committees, and the public. As in past election years, the House Special Committee to Investigate Campaign Expenditures requested assistance in preparing a similar booklet for the guidance of candidates for the House. *Information of Importance to Candidates for Office of United States Representative in the 93d Congress* was prepared and issued as a committee print early this year.

Since 1956, the Service has provided a continuing record of legislative activities pertaining to the oceans. Two reports, issued as committee prints this year, cover the major policy issues, congressional activities and legislation on most facets of national policy toward ocean resources, technology, engineering and the federal and state efforts to implement such policy. A bill digest summarizes the major bills discussed in each report, and public laws enacted during the Congress which relate to national marine goals are appended. Prepared for the Subcommittee on Oceanography of the House Committee on Merchant Marine and Fisheries by the Science Policy Research Division, the prints are entitled *Oceanography in the 91st Congress* and *Oceanography in the 92d Congress*.

The Foreign Affairs Division is committed to several substantial and continuing projects for the Senate Foreign Relations and House Foreign Affairs Committees. To assist these Committees with oversight related to executive implementation of foreign affairs legislation, the Division prepared a report in 1969 which identified over a hundred legislative reporting requirements spread throughout more than 50 laws. In 1971 the Committee requested a follow-up analysis of the extent to which executive agencies were meeting legislative reporting requirements and of the usefulness of submitted reports. During 1971 and 1972, approximately 70 reports were received, analyzed and evaluated by the Division and the results were published in April 1973 in a joint committee print, *Required Reports To Congress in the Foreign Affairs Field*. Additionally, the Division has updated its previous compilation of reporting

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requirements, records the dates when reports are submitted under each requirement, and is continuing to monitor and evaluate the quality of reports received. When the present phase of the project is completed, the Committees have indicated that they may consider legislative action to eliminate the requirements for reports which appear to be no longer necessary, and to require improvements in the quality of others.

For many years staff of the Senate Foreign Relations Committee prepared legislative histories of the Committee's activities in each successive Congress. When work pressures resulted in a lapse in the series, the Committee requested that the Foreign Affairs Division prepare histories of the current period and those which had been missed, beginning with the 88th Congress. The histories represent a substantial investment of Division time and effort but serve as useful reference aids. At the Committee's request, the volume prepared by the Division and published during FY 1973, *Legislative History of the Committee on Foreign Relations, United States Senate, 92d Congress*, was adapted to meet the Committee's reporting obligations under the Legislative Reorganization Act of 1970. Another heavily used reference volume for committees and agencies concerned with foreign policy and international affairs is the 1500-page annual compilation, *Legislation on Foreign Relations, with Explanatory Notes*, published jointly by the two Committees. In years past the responsibility for updating this volume was assumed by the staffs of the Committees, alternately, in collaboration with officials of the executive branch. CRS has been asked to prepare the 1973 and subsequent editions. Examination and selection of key legislation and related materials for the 1973 edition, as amended to date, required some fifty mandays of Division time. The volume was published in March 1973.

Additional illustrations of the Service's major project work for committees are provided in connection with the work of individual research divisions and elsewhere in this chapter. An analysis of the primary congressional usage of this year's major committee projects indicated that approximately 10 percent were, or would be, used to produce a congressional document, 30 percent contributed to the hearings process, 21 percent provided analytical assistance with legislative proposals and provisions, 37 percent provided an analytical study or report, and 2 percent involved other activity, such as conducting a seminar or preparing a manual. These are necessarily overlapping categories. Ascertained while most of the projects were still in process, the proportion of projects resulting in congressional documents is probably underestimated by this projection. The following table indicates, by source of request, the number of major committee projects and the number of committees and subcommittees that were served.

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MAJOR COMMITTEE PROJECTS - FY 1973

	No. of Committee Projects	No. of Subcom. Projects	Total Projects	Committees Served	Subcoms. Served	Total Served
Senate	90	25	115	17	19	36
House	64	35	99	18	22	40
Joint	5	—	5	1	—	1
Anticipatory	—	—	1	—	—	—
TOTALS	159	60	220	36	41	77

Preparation of Subject and Policy Area Lists

The Legislative Reorganization Act directs CRS to prepare for each congressional committee at the opening of a new Congress "a list of subject and policy areas which the committee might profitably analyze in depth...." The purpose of the lists, as stated in the House Rules Committee report accompanying the 1970 bill, is to assist congressional committees with planning for research required during the course of the Congress, and to alert the Service to the research needs of committees so that it can provide timely and effective assistance. The liaison and reciprocation aspect of the list preparation process was made explicit in the House report: "We expect the CRS to work closely with the committee and its staff in the preparation of that list."

The Service undertook the initial preparation and transmittal of subject and policy area lists during this fiscal year for the 93d Congress. Thirty-seven *ad hoc* teams were established consisting of some 30 percent (144 persons) of the total research staff who devoted over 600 mandays to the task. Individual teams were composed of staff knowledgeable in most aspects of a committee's jurisdiction any in many cases included personnel from several divisions. Normally a team worked under the direction of a single coordinator, usually a senior analyst, who was the chief CRS spokesman in discussions with committee staff. Beginning with thorough and systematic evaluation of all relevant sources of information, the teams prepared comprehensive preliminary lists of subjects and policy areas of interest to a given committee. The lists were discussed with committee staff, modified through the discussions and submitted in final form in the early spring of 1973.

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Committees were given the option of receiving selected lists, consisting only of subjects with which the Service could provide assistance, or comprehensive lists which included but were not limited to those subjects. The final product, unless specifically requested otherwise by a committee, included a summary list of agreed-upon subjects and policy areas, a one-page description of each subject to explain the reasons for its inclusion and provide additional sources of information, and, to the extent feasible and desired by the committee, additional materials to supplement and illustrate the one-page treatment. A total of 45 lists were prepared and sent to 46 committees; the average list contained 18 subjects.

Subject and policy area lists were prepared for the following 46 committees:

House of Representatives

- Agriculture
- Armed Services
- Banking and Currency
- District of Columbia
- Education and Labor
- Foreign Affairs
- Government Operations
- House Administration
- Interior and Insular Affairs
- Internal Security
- Interstate and Foreign Commerce
- Judiciary
- Merchant Marine and Fisheries
- Post Office and Civil Service
- Public Works
- Rules
- Science and Astronautics
- Select Committee on Small Business
- Standards of Official Conduct
- Veterans' Affairs
- Ways and Means

Senate

- Aeronautical and Space Sciences
- Special Committee on Aging
- Agriculture and Forestry
- Armed Services
- Banking, Housing and Urban Affairs
- Commerce
- District of Columbia
- Finance
- Foreign Relations
- Government Operations

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Senate (continued)
Interior and Insular Affairs
Judiciary
Labor and Public Welfare
Select Committee on Nutrition and Human Needs
Post Office and Civil Service
Public Works
Select Committee on Small Business
Select Committee on Standards and Conduct
Veterans' Affairs

Joint

Atomic Energy
Congressional Operations
Defense Production
Economic
Internal Revenue Taxation
Reduction of Federal Expenditures

Explanatory letters were sent to 11 non-legislative committees for which the preparation of subject lists was deemed inappropriate. Negotiations were held with the Appropriations Committees but both indicated that lists would not be useful since their interests encompass virtually the entire scope of governmental activity.

The Service initiated an extensive questionnaire survey of CRS staff reactions and evaluations of the list preparation process. Division chiefs were asked to assess the attitudes of committees with which they were familiar to the discussions on the lists and to the lists themselves. Team leaders and staff participants were queried on problems they encountered and means they could suggest for facilitating and improving future list preparation efforts.

Perhaps the most significant aspect of this undertaking was the contribution it made to achieving the Reorganization Act objective of maintaining continuous liaison with all congressional committees, making known and available CRS services and resources. Expedited by the preparation of lists and related consultations between CRS and committee staffs, liaison was achieved with virtually all congressional committees in the past year. In addition, the process generated some 80 major committee research requests during the spring of 1973.

The utilization of interdivisional teams and team coordinators was an innovation for achieving more extensive liaison with committees and one which may be a prototype for future efforts. However, there are many organizational and other factors to consider in developing an effective liaison capability. Some issues raised in the past year were the comparative advantages and disadvantages of a centrally-directed or division-based liaison structure, and the need for interdivisional coordination

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on work for a given committee (best achieved through a single coordinator) versus the flexibility required by senior researchers to consult freely and frequently with committees on matters related to their subject fields. The need to establish and maintain liaison relationships with subcommittees as well as full committees was also discussed.

The essence of the liaison job, regardless of how responsibilities are eventually organized and assigned, would be: maintaining periodic informal contacts with the committee, assisting with its requests or transmitting these to appropriate CRS divisions, informing the committee of CRS projects and reports relevant to its interests, coordinating multidivisional committee projects, and coordinating the preparation of subject and terminating program lists. Pending further examination of the organizational alternatives available, it is anticipated that a more formalized liaison network will be implemented next year.

Other Major Research Services

Member and Anticipatory Projects

In addition to work for committees, the research divisions respond to numerous requests from Members and prepare some of their reports in anticipation of congressional demand. During the year the divisions were asked to report on all major committee, Member and anticipatory projects that required analysis and a time expenditure of usually ten mandays or more; from these reports it was ascertained that 559 major projects were initiated during the year, 504 were completed, and 713 projects were in process (i.e. were initiated, continuing or completed). Overall statistics on major projects in process during fiscal 1973 are presented in the following tables. Of all major projects reported, 63 percent were requested by committees, 17 percent by individual Members and 20 percent were anticipatory.

ALL MAJOR PROJECTS IN PROCESS--FY 1973

	Number of Projects	Mandays Spent	Average Mandays Per Project
Numbered committee projects (analytic and connected to legislation)	220	6,304	29
Other committee, Member and anticipatory projects (analytic, usually required 10 mandays or over)	493	7,777	16
TOTALS	713	14,081	20

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MAJOR PROJECTS IN PROCESS IN FY 1973, BY DIVISION

Division	Committee and Subcommittee Projects			Total Committee Projects	Member Projects	Anticipatory Projects	Total Projects	Mandays Spent	Average Mandays Per Project
	Senate	House	Joint						
American Law	23	21	1	45	8	27	80	1,357	17
Economics	22	18	9	49	24	10	83	1,710	21
Education &Public Welfare	50	35	1	86	15	14	115	2,214	19
Environmental Policy	56	55	1	112	21	12	145	1,845	13
Foreign Affairs	36	24	0	60	11	37	108	3,663	34
Gov't. & General Research	14	20	2	36	29	15	80	1,367	17
Science Policy Research	21	38	2	61	11	30	102	1,925	19
TOTALS	222	211	16	449	119	145	713	14,081	20 days
Percent	-	-	-	63%	17%	20%	100%		average

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Among the major projects requested by Members this year was a history and analysis of the Alaska Native Claims Settlement Act of 1971, a milestone act which settled the land claim of Alaska's native population in terms of land titles and cash benefits, a claim which had been unresolved during the more than 100 years since U.S. purchase of Alaska from Russia in 1867. The CRS study analyzes the history of executive, legislative and judicial decisions concerning native property rights in Alaska, including the provisions of the act.

Another Member project involved a survey of inmate employment programs in federal and state prisons. Using written questionnaires, CRS attempted to determine the percentage of the prison population in each institution engaged in paid labor, their hourly wage rates, average monthly earnings, the kinds of work programs in which inmates were employed, and the kinds of products produced. The survey results were utilized by the Member in the introduction of the Offender Employment and Training Act, a bill designed to increase training and employment opportunities for offenders. A related study on Major Federal Assistance Programs Relating to Corrections was prepared as a multilithed report to answer many requests for information on sources of federal assistance for state and local corrections programs, application procedures, and information contacts.

Member requests generated reports on the federal farm subsidy program; Eurodollars; proposed legislation to eliminate various provisions of present tax law; the authority of the Defense Department to incur deficiencies; the history of Indian land statutes in Arizona; American Samoan-U.S. relations, 1899-1972; national priorities planning in the United States since 1930--institutional developments and recent proposals; and packaging, an investigation of the pros and cons of restrictive legislation. Other Member requests resulted in a chronological analysis of continental drift theories; an analysis of the history, rules and practices of conference committees; an analysis of the Women's Education Act of 1972; a comparative analysis of major newsmen's privilege bills; and a history of Hawaiian land tenure, including comparison and contrast of Hawaiian native claims with the Alaskan Native Claims Settlement Act.

A study of the recycling of wastepaper was one of many analytical and background multilithed reports issued this year. The study was undertaken in response to the many bills introduced on this subject by Members of the 92d Congress and the interest shown in the subject early in the 93d Congress. It reviews and analyzes the various economic, technical, legal and ecological policy issues involved in wastepaper recycling, finding that about 20 percent of U.S. wastepaper is currently being recycled, and delineates some of the major opportunities for future action. Another multilithed report provides an overview of some of the major issues surrounding the growth of cable television, projecting

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the impact of the further development of this technology in several important areas of modern life. A review of research and policy issues related to the utilization of social indicators was another significant policy study this year.

A controversial issue in the 92d Congress was the differential (lower) minimum wage for young workers in connection with legislation to raise the minimum wage and otherwise amend the Fair Labor Standards Act. A background multilithed report was prepared which addresses pros and cons of the youth differential. Another report evaluates selected aspects of the work of the Appalachian Regional Commission, created in 1965, relative to the goals and intent of the authorizing statute. The study focuses on the highway program and growth center strategy, employs statistical data from the 1970 population census to compare the Appalachian region with national averages, and indicates regional changes during the 1960's.

In June 1972 the Supreme Court handed down its decision in *Furman v. Georgia* holding that imposition and carrying out of the death penalty in the three cases under consideration would constitute cruel and unusual punishment in violation of the Eighth and Fourteenth Amendments. This landmark decision provoked much congressional interest and a multilithed analysis of the decision's effect on capital punishment laws. The report discusses each of the nine separate opinions in the case and identifies germane questions not directly answered by the decision with analysis of the indications of the Court's position on these questions. A lengthy analysis of the Federal Water Pollution Control Act Amendments of 1972 was prepared. The act authorized up to $24.6 billion in federal funds over the next three years for a comprehensive program of water pollution reduction and eventual elimination; its provisions are analyzed in this report as they affect public interest groups, industry, and state and local agencies for planning, management and control.

Some of the year's more significant multilithed reports were prepared on the following wide range of subjects: trends in sources and uses of federal budget funds over the past ten years; federal research and development programs in the FY 1974 budget; adoption in the United States; child abuse; the effectiveness of manpower training programs; legislative action on nursing homes; federal gun control; the role of the Federal Government in the international exchange of persons; Soviet emigration policy; housing and planning elements of the urban growth policies of six European countries; United States and Soviet progress in space; the Concorde SST; tax credits for nonpublic education; corporations chartered by Act of Congress; current employment problems in the aerospace industry; Northern Ireland--background on recent developments; advisory bodies created by the President and Congress; and the proposed Equal Rights Amendment.

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Legislative summaries and analyses were produced in multilithed form on flag laws, "good samaritan" laws, legislation introduced relative to the activities of the intelligence agencies, 1947-1972, and on the amendments proposed and/or passed in the 92d Congress for limiting U.S. involvement in the Indochina War. Extensive bibliographies were prepared this year on China, national health insurance, high school student rights, noise--effects and problems of control, and oil and gas resources in Alaska and Canada.

Contracting Authority

To assist CRS in meeting its research obligations to congressional committees and for other support as required, Section 203(h) of the 1970 Legislative Reorganization Act authorizes the Service to employ two forms of contractual assistance. The nonpersonal service contract may be used to acquire the services of individual experts or consultants to provide temporary or intermittent assistance and to produce a written end product. The other contract form permits the Service to use educational, research or other organizations of experts and consultants to provide temporary (not in excess of one year) or intermittent assistance. In its report accompanying the amended legislation, the House Rules Committee declared that CRS' contracting authority should be used "in specific cases" where "the permanent employment of experts in...specialized areas of knowledge is not justified or warranted by the incidence of the needs of the Congress therefor."

Substantive criteria and procedures for utilization of the contract authority have been specified by the Service. Priority is given to proposed contracts which assist CRS with research projects for committees and which contribute to a report for more than one committee without precluding consideration of other types of contracts. Primary consideration is given to proposals where one or more of the following is needed: expertise in a particular issue or policy area, knowledge of an institutional viewpoint, competence in the application of a research or analytical technique, or special facilities such as laboratories, data banks, computing equipment and capabilities. The contract approach is considered only if the subject matter of the project is suitable to CRS functions, as opposed to those that should be undertaken by GAO or another source of congressional assistance. In all cases the Service takes particular care to preserve its integrity as a source of objective and nonpartisan information and to observe the requirements of confidentiality in its relationships with Members and committees of Congress.

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Contract proposals are prepared and submitted by division chiefs or other senior staff members. The proposals must contain detailed information regarding the nature and scope of the work to be performed, and usually indicate the names of individuals or organizations designated by the proposer as qualified contractors. Upon receipt of a proposal, the Director establishes a Contract Proposal Review Board, composed of senior CRS staff and generally chaired by the Acting Assistant Director; the board examines the proposal and, where advisable and practicable, meets with representatives of proposed contractors before issuing its recommendations. Detailed recommendations are subsequently submitted to the Director for final approval. The chief or other senior member of the division is responsible for supervising the work of the contractor and for certifying that specified work has been satisfactorily performed.

CRS commenced contracting activities pursuant to the amended legislation in this fiscal year, expending or obligating a total of $194,030. The Service entered into 17 contracts with per-contract costs ranging from a low of $134 to a high of $48,000. Of these, 16 were let for a fixed price while one was negotiated on a time and materials basis. Requests from 10 different committees accounted for 15 of the contracts. The following are illustrations of contract projects undertaken during this fiscal year:

--preparation of a draft chapter on United States energy policy through 1962, for inclusion in a committee print;

--development of a plan for the operation of the National Study Commission as provided for in section 315 of the Federal Water Pollution Control Act, as amended;

--provision of actuarial services in support of committee work, including a study of the actuarial assumptions adopted in establishing the tax rates for social security financing which went into effect in January 1973;

--preparation of a report on the technical and policy implications of product durability;

--a study of the organizational aspects of federal research and development in the energy field; and

--preparation of a data base and model design for use in analyzing federal aid-to-education proposals.

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Cooperation with the General Accounting Office

CRS has developed a number of cooperative arrangements with the General Accounting Office pursuant to the House Rules Committee report accompanying the 1970 Reorganization Act which states, "...the two agencies (CRS and GAO) shall exchange information freely, collaborate whenever feasible..." In the past year, two mutual exchange briefings were held between representatives of the CRS Foreign Affairs Division staff and the GAO International Division on the organization and subject coverage of each. Other staff meetings have been held to plan future cooperative arrangements and provide for regular information exchange. The CRS computer-based Selective Dissemination of Information (SDI) service has been made available to each of the ten GAO division directors and GAO staff have access to CRS files and reading room for materials not available in the GAO library. Arrangements have been made for the routine exchange of certain reports, GAO now providing CRS with copies of its reports to Congress and CRS providing copies to GAO of its monthly listings of current reports ("green sheets") and terminating program materials. A number of approaches are being pursued to achieve coordination in the training area as, for example, the development of staff exchange arrangements with respect to CRS in-house and congressional staff seminars and GAO symposia.

As a result of closer liaison, a number of research projects were undertaken with GAO in the past year. The GAO Office of Federal Elections requested that the CRS American Law Division undertake the collection, indexing and abstracting of federal and state legislation and federal court litigations pertaining to or affecting election laws within each state. Accordingly, under formal agreement between GAO and the Library of Congress, the American Law Division began in May to index and abstract all state legislative information received from GAO, and submitted its first report, covering January through June 1973, at the end of the fiscal year. The GAO printed copies of the report which were distributed to all state governors, secretaries of state, leaders in state legislatures, Members of Congress with oversight responsibility in the election area, and interested organizations. Under terms of the agreement CRS is responsible for submitting monthly reports to GAO, supplemented by quarterly and annual compilations. The more significant state and federal legislation and federal litigations, covering such subjects as voting age requirements and registration, ballot form, precinct changes, primaries and conventions, and campaign financing, are supplemented by analysis.

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In connection with the increasing congressional, public and private concern with major energy issues, questions have been raised concerning the adequacy of national energy-related data and information. In this context CRS was requested by the Senate Interior Committee to survey and inventory federal agencies with respect to their energy-related information and data operations and activities. The Committee further requested that GAO consider and report on the proposition of a central energy data bank. Since the areas being researched by CRS and GAO were so closely related it was apparent that a collaborative effort, particularly with respect to the development and transmittal of a questionnaire to federal agencies, was appropriate. Accordingly, staff from the CRS Environmental Policy and Science Policy Research Divisions worked with GAO representatives in drafting a questionnaire to meet the requirements of both organizations. The questionnaire results will be analyzed by CRS for possible publication as a committee print and will be used by GAO as a basis for pursuing further investigations within the agencies.

The Service's Environmental Policy Division has cooperated with GAO on projects related to implementation of environmental legislation. Pursuant to Section 102(2)(C) of the National Environmental Policy Act of 1969, all federal agencies are required to submit detailed environmental impact statements with every recommendation or report offering proposals for legislation or other major federal actions which would significantly affect the quality of the human environment. In 1970 the Environmental Policy Division recommended in a subcommittee report of the House Merchant Marine and Fisheries Committee that GAO undertake a field study to investigate the effectiveness of various agencies in complying with this section of the act. The subcommittee formally requested this investigation in 1971. In the past year, GAO conducted such an investigation, selecting for study the Environmental Protection Agency, the Council of Environmental Quality, the Office of Management and Budget, the Corps of Engineers, and the Departments of Agriculture, Housing and Urban Development, and Interior. Representatives from CRS met with GAO officials to discuss the legislative intent of the act, accompanied field investigators on their Washington-based interviews, and provided review and extensive written comments on the two draft (subsequently revised and published) reports.

In a cooperative project for the Senate Public Works Committee, the Environmental Policy Division is identifying and analyzing on a continuing basis all significant Environmental Protection Agency policy positions pertaining to implementation of the Federal Water Pollution Control Act Amendments. The Committee's oversight of the act's implementation by EPA is currently being supplemented by GAO's access to internal executive documents and the analysis and evaluation provided by CRS analysts. Regular meetings with representatives from the

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Committee, GAO and CRS, in connection with projects related to the oversight function, have assisted in establishing closer relationships among the three staffs.

At the request of the Senate Majority Leader and the Chairman of the Senate Appropriations Subcommittee on Labor and Health, Education and Welfare, CRS and GAO together developed an extensive analysis of the impact of proposed budget cuts on health and education programs. The analysis was used by the subcommittee in its consideration of the FY 1974 appropriations bill. The CRS contribution was coordinated by the Education and Public Welfare Division with assistance from the Science Policy Research and Economics Divisions.

Creation of the Office of Technology Assessment

The Technology Assessment Act of 1972 (Public Law 92-484, enacted on October 13, 1972) created an Office of Technology Assessment within the legislative branch "to provide early indications of the probable beneficial and adverse impacts of the applications of technology and to develop other coordinate information which may assist the Congress." The policy and leadership component of OTA is the Technology Assessment Board. The Director of CRS and the Comptroller General of GAO are statutory members of the Board's Advisory Council.

Although the relationships between the Office of Technology Assessment and other offices of the legislative branch are still at a formative stage, certain cooperative functions with CRS are specified in Section 8 of the authorizing legislation. The Librarian of Congress is authorized to make available to OTA "such services and assistance of the Congressional Research Service as may be appropriate and feasible." These services "shall include, but not be limited to, all of the services and assistance" which CRS "is otherwise authorized to provide to the Congress...provided with or without reimbursement from funds of the Office, as agreed upon by the Board and the Librarian of Congress." The Librarian may establish within CRS "such additional divisions, groups, or other organizational entities as may be necessary to carry out the purpose of this Act."

At present, it is only possible to speculate on the nature of future relationships between OTA and CRS. Substantive assistance could presumably be requested from any or all CRS divisions and it may be necessary to develop a coordinative mechanism to systematically oversee all Service-wide efforts for OTA. The Service anticipates the development of cooperative arrangements that will enhance the effectiveness of both organizations in coming years.

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Constitution Annotated

The seventh edition of *The Constitution of the United States of America--Analysis and Interpretation*, to be published as S. Doc. No. 92-82, was completed in May and sent to the Government Printing Office. Prepared by the American Law Division, the volume comprises a clause-by-clause annotation and analysis of the Constitution's meaning as revealed in the decisions of the U.S. Supreme Court since 1789 and in the policies and practices of Congress and the President. The new edition is some 2,000 pages long and represents a substantial revision and update of the 1964 edition. Some 940 Supreme Court opinions were handed down between October 1964 and June 1972 and most of these were of constitutional relevance.

Preparation of *The Constitution Annotated*, as it is popularly known, was undertaken for the first time in 1913. Subsequent editions have fulfilled a substantial need in Congress, at the bench and bar, and in the scholarly community for many years and Congress has responded by authorizing in Public Law 91-589 (2 U.S.C. 168), enacted in 1970, regular decennial revisions and biennial supplements to keep the text current. CRS is made specifically responsible for the preparation of this major work.

Hinds' and Cannon's Precedents

The Legislative Branch Appropriation Act of 1966 (Public Law 89-90) directed the House Parliamentarian to update the Precedents of the House, a compendium of the proceedings, applications and interpretations of rules made by the House in the conduct of parliamentary action. There had been no updating of the Precedents since 1936. The Legislative Reorganization Act of 1970 directed the Parliamentarian to compile an updated edition of the Precedents every five years thereafter and a condensed biennial edition beginning with the 93d Congress. Both acts authorized the Parliamentarian to utilize the services of Library of Congress personnel. Pursuant to the Parliamentarian's request, staff members of the CRS American Law Division have assisted in this undertaking since the spring of 1971. During fiscal 1973 two additional attorneys joined the unit, bringing to six the total CRS personnel assigned.

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Work of the Research Divisions

American Law Division

The subject matter of requests to the American Law Division is diverse and wide-ranging; however, several issues were prominent in the Division's workload this year. Within the field of criminal law, the Supreme Court's promulgation of the proposed Federal Rules of Evidence, the Federal Criminal Code, and the decision regarding capital punishment in *Furman v. Georgia* generated numerous congressional requests for legal reports and analyses from the Division, a few of which are covered in earlier sections of this report. Other significant issues reflected in the Division's workload this year were elections, executive privilege, executive impoundment of appropriated funds, newsmen's privilege, abortion, busing, and the control of obscenity.

Elections. During FY 1973, the American Law Division received and responded to more requests for assistance with respect to election laws than in any previous year. These requests covered a wide range of existing or proposed regulation of the elective process and involved such issues as the establishment of a national system to register voters, the financing of political campaigns, the method of electing the President, and the use of the frank by Members of Congress when they are candidates for public office, with proposals to grant all candidates for federal office a limited franking privilege. In connection with election-related subjects, lengthy multiliths were prepared on the congressional frank and on the Hatch Act proscription against the participation of state and federal employees in political campaigns. A Division study of principal laws and cases affecting the electoral status of subversive organizations and persons was reprinted as a committee print by the House Internal Security Committee.

Executive Privilege. De Tocqueville early observed our tendency to turn political controversies between the two political branches into questions of profound constitutional moment. In perhaps no area is this pattern more pronouncedly discernible than in the conflict over Congress' right to information versus the Executive's right to protect the national interest by maintaining silence. Neither finds explicit mention in the Federal Constitution. From early times, however, it has been apparent that Congress could not effectively discharge its legislative function in the absence of information. It was equally clear that Congress would have to pursue investigative techniques to obtain the kind of hard information that ensures effective and enlightened law making. Whenever the claim of executive privilege is invoked or threatened, such matters as the congressional subpoena power, the amenability of executive officials to compulsory process of Congress, the power of contempt, both statutory and at the bar of the House, presidential versus congressional power to classify information, and the standing of Members to challenge the Executive in the courts become prominent congressional concerns. An analysis of statutes restricting access

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to public records in executive agencies to determine those that are applicable under the Freedom of Information Act was one of several CRS studies related to the incidence of claims of executive privilege.

Impoundment of Appropriated Funds. Two areas which generated considerable work in the Division in the past year were the proposed "debt ceiling bill," which would have empowered the President to trim federal spending to a $250 billion debt ceiling, and the impoundment of funds by the President when the debt ceiling bill was rejected by the Senate. The former generated requests concerning the immediate and long-range effects of such a measure and the advisability of adoption given the traditional constitutional concept of separation of powers. The latter has resulted in numerous inquiries to the Division ranging from detailed examination of executive actions in each case of impoundment to the possibilities of securing judicial relief from these actions. The power not to expend funds in any given program appears to vary with each program so affected; consequently, a great deal of Division time and effort was involved in assaying the acts of impoundment by the Executive while also attempting to determine and analyze the underlying constitutional issues.

Newsmen's Privilege. The concern and interest of Congress in an enactment providing for a testimonial privilege for members of the news media was aroused by the June 1972 decision of the Supreme Court in *Branzburg v. Hayes* . Since that time, an increasing volume of requests on various aspects of this issue have poured into the Division. For example, inquiries have been directed at ramifications of the Court's decision, a survey of state activities in this area, and analysis of legal problems involved in the various proposals for a federal law. In November 1972, the American Law Division prepared a comprehensive multilithed report on this subject (Testimonial Privilege for Representatives of the News Media: a Summary of Recent Court Decisions, Proposed Federal Legislation and Compilation of State Laws). Heavy demand by congressional offices depleted the first printing of it by early February 1973. In addition, assistance was rendered to the House Judiciary Committee with respect to hearings held on this issue late in the 92d Congress, and is currently being given to both the House and Senate Judiciary Committees in hearings of the 93d Congress. Also, a major analytical study was undertaken on FCC actions affecting broadcast content and press freedom.

Abortion. Numerous inquiries were received on the legal aspects of the abortion issue in fiscal 1973. Requesters were concerned with legislative activity in Congress and the various states, the status and effect of pending and concluded abortion-related litigation in state and federal courts, and the legal authority of Congress to regulate abortions. In response, this Division prepared a multilith on Abortion Laws: A Compilation and Analysis of Selected State and Federal Statutes and Cases. During the year, several abortion cases were presented to the Supreme Court for review. Of

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most interest were the appeals of the cases from Texas and Georgia. With the landmark decisions in these cases in January 1973 and in response to a large number of requests subsequently received, the Division prepared another multilithed report on the subject, Analysis of the United States Supreme Court Decisions Regarding Abortions: *Roe v. Wade*, No. 70-18 and *Doe v. Bolton*, No, 70-14. Since that time, numerous reports have been prepared on legislation designed to limit the effect of these decisions.

Busing. The busing controversy taxed the Division's resources almost as much as the emotions of the principals in this ongoing drama. The staff of the Division prepared interpretive papers on the various constitutional antibusing amendments, and prepared or assisted members and their staff in the preparation of committee testimony. They consulted with individual Members of Congress and on one occasion with an informal gathering of Members numbering forty or more. Some recent studies in the area included *Keyes v. School District No. 1*, the Denver School Desegregation Case, the Decisions and Their Implications; Summary and Status of Recent Desegregation Decisions; and Action on Busing Legislation, 1964-1972.

Control of Obscenity. This issue, one which has had a steady impact on the Division's workload for a number of years, occasioned heightened interest in FY 1973, sparked by the debate following issuance of the Report of the President's Commission on Obscenity and Pornography and the consideration of a number of cases by the Supreme Court during the year. In anticipation of demand, the Division updated a multilithed report: Regulation of Obscenity, a Compilation of Federal and State Statutes and Analysis of Selected Supreme Court Opinions. The year ended with the landmark decisions of the Court setting forth new guidelines for the control of obscenity, and the Division issued an appropriate addendum to the compilation.

Other Subjects. Other significant analytical and background multilithed reports prepared by the Division this year included: The Constitutional Privileges from Arrest and of Speech or Debate of Members of Congress, U.S. Constitution Article I, section 6 -- Historical Aspects and Legal Precedents; Precedents of the House of Representatives Relating to Exclusion, Expulsion and Censure; and Current Legal Developments Relating to the Labor-Management Relations of Public Employees.

Economics Division

Several issue areas with a significant impact on the work of the Economics Division in fiscal 1973 were the federal budget, tax reform, economic controls, labor-management relations, housing and transportation, corporate and Soviet economics. Following the 1972 debate over a federal spending ceiling, the Congress created a joint study committee to recommend reforms related to congressional budget

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review. Analysis of the issues was published in a frequently-requested CRS multilithed report, An Outline of Budget Reform Concepts and Issues Presented Before the Joint Study Committee on Budget Control. Since 1969 the executive branch has issued the budget according to the unified concept rather than on a federal funds basis which alters, for example, accounting of the relative proportion of defense to human resources spending. In response to congressional demand for the latter analysis and as it has done each year since 1969, the Division prepared a multilith on uses and sources of Federal Government budget funds (unified budget concept and federal funds basis) with revised and projected figures for fiscal years 1972-1974. A senior analyst provided background materials on several subjects related to budget and finance for oversight hearings of the House Appropriations Committee and prepared a multilithed report tracing the sources and uses of federal budget funds and their relationship to the gross national product over the past ten years.

There was much congressional interest in tax reform legislation early in fiscal 1973. In response to a bill which would repeal 54 sections of the Internal Revenue Code, several Members of the House Ways and Means Committee requested an analysis of each section in terms of its present features, how these would be changed, the arguments and economic conditions prevailing at the time of the law's adoption and the extent to which these were still applicable. CRS staff prepared several pro and con analyses on provisions of other tax reform bills, as well as multiliths on the federal income tax treatment of capital gains, special provisions of the federal income tax affecting the oil and gas industry, and one on general sales tax rates, food exemption, and sales tax credits.

For published Hearings of the Joint Economic Committee on *Price and Wage Control: An Evaluation of Current Policies*, the CRS Senior Specialist in Price Economics edited and prepared the introduction to a compendium of eleven papers which were published as Part 2 of the Hearings--"Studies of Selected Aspects." One of the papers, addressed to the trade-off between wages and fringe benefits under controls, and another surveying anti-inflation policy in the United States since the end of World War II were prepared by CRS analysts. Revenue sharing was an issue of continuing interest to Members during the year. In addition to several analyses of special revenue sharing bills, a history of federal revenue sharing proposals and enactment of the State and Local Fiscal Assistance Act of 1972 was issued as a multilithed report.

An area of growing congressional concern is that of providing job protection to workers adversely affected by government actions; one multilith prepared this year was addressed to the protection of employees affected by railroad consolidations. Another growing issue concerns federal regulation of labor-management relations in areas previously not subject to this regulation. The unionization of employees in state and local government agencies is one aspect

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of this issue and unionization of farm workers another. A multilith prepared on federal regulation of labor-management relations in agriculture is representative of the issue concerns expressed in several congressional requests received this year. Controversy in recent congressional consideration of the minimum wage law arose over the size of the proposed increase and the extent of additional coverage, particularly in relation to the proposed youth differential, the subject of a lengthy CRS multilithed report. Members of the Division worked with House and Senate labor and finance committees on private pension legislation and supplied background reports, pro-con analyses of legislative provisions and multiliths on the several proposed plans. A CRS report on the history of pension plan legislation, with a summary of the Senate-passed bill, was published in the *Congressional Record*.

Following the Administration's moratorium on federally-subsidized housing programs, assistance was provided to both House and Senate housing subcommittees in the development of new legislation. For the House subcommittee, the Senior Specialist in Housing lent technical assistance in connection with development of a bill which would authorize a program of community development and housing block grants (a new system for allocating housing subsidy funds) for the purpose of consolidating, simplifying and improving laws related to housing and urban development activities. A CRS report on low and moderate income housing needs and the effects of the Administration's moratorium on housing was published in Hearings of the HUD-Space-Science-Veterans Subcommittee of the House Appropriations Committee. Memoranda prepared for the Senate Subcommittee on Housing pointed out changes in current housing proposals differing from proposals of the 1972 bill with respect to mortgage credit, public housing and subsidy allocations; and an analysis of FHA section 235 (home ownership) and section 236 (rental housing) subsidy programs was subsequently published as a committee print. Assistance was provided in developing the Senate truth-in-housing bill to protect home-buyers and the Abandonment Relief Demonstration Act authorizing a program to combat the problems generated by abandoned housing. Additionally, committees requested assistance in considering different allocation formulas for a community development block grant program.

Information was supplied on urban transit in ten selected cities for congressional hearings. Other transportation studies were prepared on the cost of various modes of urban transportation, the operations and financing of city bus systems in six selected cities, the possibility of providing operating subsidies for urban transit, on studies over the past 20 years concerning the development of a national transportation policy, and the economic impact of log exports and their effect on transportation. Assistance was also provided in the preparation of a committee print pertaining to extension of the U.S. travel promotion program.

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Assistance was provided to the House Ways and Means Committee in the preparation of a committee print on multinational corporations. One CRS report described the problems of comparing tariff levels between nations. Multilithed reports were prepared on U.S. foreign aid from 1917-1971 and on U.S. Direct Foreign Investment in Manufacturing and the Taxation of U.S. Business Abroad. In an extensive study for two subcommittees of the Senate Committee on Government Operations, the Senior Specialist in Price Economics evaluated, and prepared a report on, responses from several hundred industrial, transportation, utility, retail, insurance, and bank corporations concerning the identity of their 30 principal stockholders.

The Senior Specialist in Soviet Economics prepared a widely-circulated committee print on *Soviet Economic Prospects for the Seventies*. This lengthy compendium of papers includes contributions from universities, government agencies, and nongovernmental research institutes and provides a comprehensive overview of Soviet industrial and agricultural production and performance, its petroleum and gas industries, foreign trade and other aspects of the Soviet economy. The same specialist, in a consultant capacity for the Joint Economic Committee, conducted preliminary interviews and arranged agenda and interviews for a delegation headed by Senators Humphrey and Bellmon in its travels to the Soviet Union, Poland, Germany and England. The American delegation met with the chiefs of state and other officials in each country to discuss agricultural relations affecting past and future U.S. trade, expanded commercial relations (most favored nation, credits) and the generally more relaxed political climate resulting from presidential summit meetings. Assistance was later provided in the preparation of committee prints, entitled *Observations on Soviet and Polish Agriculture* and *Observations on East-West Economic Relations: U.S.S.R. and Poland*, which summarized the delegation's findings and conclusions.

Education and Public Welfare Division

The Education and Public Welfare Division has worked extensively with several committees in connection with ongoing legislation in the fields of health, income maintenance and social services, and education. In addition to examples provided in previous sections of this chapter, its work included the following supportive activities in this fiscal year.

Health. A significant amount of staff time was devoted to the subject of national health insurance (NHI). Three analysts worked closely with the House Committee on Ways and Means in evaluating the Administration's proposals in this area and provided assistance during oversight hearings held by the Committee. They provided technical support during closed briefings of Committee members on some of the broad issues relating to the need for such a program, and prepared a series of up-to-date reports and fact

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sheets detailing the scope, content and rationale of the various major NHI proposals pending before Congress. The staff was also involved in the selection of excerpts and other materials for inclusion in the year's college debate handbook on comprehensive medical care.

Continuous and extensive staff assistance was supplied in connection with health resource development legislation. Documents examining the issues relating to hospital construction, the financing and delivery of mental health care, and prospective federal support for health maintenance organizations were prepared for and printed by the Senate Committee on Labor and Public Welfare and the House Committee on Interstate and Foreign Commerce. Work for the latter committee included assistance in the preparation of committee report sections on HMO legislation, an extensive background report published by the committee on food supplement and vitamin regulation, and a history of federal food and drug legislation. A lengthy report, prepared by the Division and subsequently published by the Committee, provided an analysis and summary of the Senate Small Business Subcommittee on Monopoly's extensive investigation of competitive problems in the drug industry.

Income Maintenance and Social Services. At the request of the House Government Operations Committee (Fountain Subcommittee) a CRS analyst conducted a month-long study of the quality control system employed in federally-matched public assistance programs. Aspects studied included the history of the quality control system, with a detailed examination of the major revision of the system adopted in 1970, and analysis of its current direction. The study also included a discussion of the use of "fiscal sanctions" in quality control, and a description of informal reactions of state quality control administrators who were contacted regarding their impressions of HEW's direction of the program and the newly-proposed regulations.

Assistance was provided in preparing for and reviewing the results of hearings by the Department Operations Subcommittee of the House Agriculture Committee on oversight of the Food Stamp Program. In addition, EPW staff worked with the House Education and Labor Committee in preparing an up-to-date compilation of legislation affecting child nutrition programs, and assisted the Senate Finance Committee in its consideration of income services, supplemental social security and child support legislation. Substantial assistance was provided to the House Committee on Education and Labor and the Senate Committee on Labor and Public Welfare in connection with the Older Americans Comprehensive Services Amendments. The Division assisted the Senate Committee on Labor and Public Welfare in its study of the private pension system and deliberation of pension reform legislation by preparing indepth research papers, several major bill analyses, numerous floor statements, as well as general research backup and technical assistance.

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A significant amount of time was devoted to furnishing assistance to the House Committee on Interstate and Foreign Commerce and to the Senate Subcommittee on Railroad Retirement in the course of their consideration of the Railroad Retirement Amendments of 1973. A specialist assisted at all stages of the legislative process (hearings, executive sessions, and conference), prepared committee prints on the background of the legislation, and provided technical assistance in preparing the legislation and committee reports. In the area of veterans affairs, a Division analyst conducted a study for the Senate Veterans Affairs Committee on the dispute during the 89th Congress over the proposed closing of Veterans Administration hospitals and other medical facilities. Staff also assisted the House Subcommittee on Equal Opportunities during its consideration of the Domestic Volunteer Service Act of 1973.

Education. School desegregation has been a subject of continuing Member interest and a request from the Senate Internal Security Subcommittee in fiscal 1973 provided the impetus for the comprehensive overview required. The report, Historical Summary of School Desegregation Since 1954, covers the original 1954 *Brown v. Board of Education* case through subsequent court cases, as well as congressional and executive actions.

In addition to the major committee projects undertaken in fiscal 1973, the Division updated a survey previously conducted for the Senate Education Subcommittee on Federal and State Student Aid Programs. This assignment included revision of the chapter on federal programs to reflect the many changes made by the Education Amendments of 1972. The House Committee on Education and Labor requested and subsequently printed an annotated bibliography on the Elementary and Secondary Education Act of 1965, a major Division undertaking of particular interest to the Committee since the ESEA was to be the subject of hearings and legislation in the 93d Congress.

Other. Support for two subcommittees of the House Judiciary Committee was provided which involved the preparation of reports and assistance in hearings for Subcommittee No. 1 during its consideration of Western Hemisphere immigration legislation, and assistance to Subcommittee No. 5 during its consideration of legislation to extend the authorization of the Law Enforcement Assistance Administration (LEAA). The latter assignment involved preparation of a legislative history of LEAA enabling legislation, staff briefing papers, assistance in preparation for hearings, and a comparative analysis of the existing law and Administration bill.

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Environmental Policy Division

The primary research concerns of the Environmental Policy Division during fiscal 1973 were the numerous legislative enactments in environmental and natural resources affairs, the energy crisis and associated issues, land use planning, and materials management/waste disposal. Much of the Division's work is covered in previous sections of this report, particularly in the review of energy issue research (Chapter I) and in connection with projects undertaken in cooperation with the General Accounting Office (Chapter II).

During the 92d Congress, congressional attention devoted to environmental and natural resources affairs resulted in the enactment of 189 public laws. These environmental and natural resource enactments involved nearly every committee of the Congress. In the area of energy policy, for example, over 350 legislative proposals were referred to different committees. In the area of land use, 13 congressional committees had over 200 legislative proposals referred to them.

In order to provide Congress with an overview of this legislation, the Environmental Policy Division prepared a comprehensive summary analysis as a committee print for the Senate Interior and Insular Affairs Committee which was made available to all other committees of the House and Senate. This report identified 27 different areas of natural resource and environmental management policy which were addressed by legislative proposals in the 92d Congress. Discussed in greater detail under "Major Committee Projects" above, this report involved a substantial contribution from several of the Division's analysts.

The energy crisis that developed as a result of recent fuel shortages and short-falls in imports of foreign oil has drawn the attention of numerous committees of the House and Senate. At one point in 1973, the Environmental Policy Division was assisting 20 House and Senate committees handling differing aspects of energy policy review. An extensive review of all energy-related actions taken by the Administration and Congress during FY 1973 was prepared by the Division at the request of the Senate Interior and Insular Affairs Committee. During this period a record number of hearings was held in both houses.

The Senate study of national energy policy authorized by S. Res. 45 has focused on designing a framework of policy recommendations and implementing legislation. The Environmental Policy Division provided general research back-up for this study and assisted by preparing several policy reports issued as committee prints. Several staff members were involved in preparing an overview of the energy situation as background for hearings of the House Appropriations Committee. A policy paper

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on coal, prepared by the Senior Specialist in Energy, dealt with the various technical and economic factors affecting the use of coal in current and future energy markets.

Congressional determination to give new direction to land use planning in America was strongly evident during the 92d Congress. The quest for better control over the use of land was dealt with in several major bills. Even while the Congress was deliberating on these legislative proposals, several states took the initiative by revising their land use laws, incorporating many of the features of pending federal legislation.

To assist the Senate Committee on Interior and Insular Affairs in reviewing recent changes in land use policy, a team from the Environmental Policy Division prepared a comprehensive analysis of recently-enacted state land use laws. Included in the report was a summary of congressional hearings on land use, and a brief historical account of major land developments in the United States from 1944 through 1971. In addition to this report, the Environmental Policy Division assisted the House Interior and Insular Affairs Committee by preparing comparative analyses of all land use bills introduced in the Congress through March of 1973. Additionally, the Division prepared five case studies to describe the planning and approval procedures for land use siting of major facilities. Emphasis in the analysis was placed on the interaction of land use considerations and energy planning.

Over the past decade, the Congress has enacted a series of bills designed to improve the efficiency of materials management/waste disposal. Through the Solid Waste Disposal Act of 1965 and its amendment, the Resource Recovery Act of 1970, federally supported studies have generated a greatly improved understanding of the problems and opportunities associated with solid waste recycling. As the expiration date approached for authorization of the Solid Waste Disposal Act, the Senate Public Works Committee reconsidered the Act's provisions in view of the experience with demonstration projects and completed studies under existing authorizations. In this connection, the Committee requested the Environmental Policy Division to perform four separate analyses designed (1) to identify the basis on which conflicting projections of material needs rest, (2) to describe the economic forces affecting materials flow and recycling, (3) to identify the factors affecting durability of mechanical consumer products, and (4) to review the major recent reports presently available relating to materials policy.

Three of the four studies were carried out by consultants to the Environmental Policy Division; the fourth was handled in-house by a senior specialist of the Science Policy Research Division. Coordination of the project was handled by the head of EPD's pollution control section, and the studies are scheduled for publication as a committee print.

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Foreign Affairs Division

In foreign and defense affairs, FY 1973 was a year of change, uncertainty, and challenge. It was a year of further significant steps toward detente with the Soviet Union and China following the dramatic Presidential visits of the preceding fiscal year. Most important, perhaps, from the standpoint of the immediate concerns of many Members of Congress and of Americans generally, it was the year of a cease-fire in Vietnam. This came in January 1973, after a delicate four-month period in the negotiations which included the renewed bombing of Hanoi and Haiphong, December 18-30. The cease-fire agreement led to the return of POW's and the withdrawal, in March 1973, of the last U.S. troops in South Vietnam. Thus direct U.S. involvement in a war which had been the longest in U.S. experience, and which for the last several years had taken a large part of the Foreign Affairs Division's total research time and effort, came to an end.

These and many other issues engaged the Division throughout the fiscal year as Members and committees sought research aid in understanding them and in analyzing congressional options. A study entitled *Congress and the Termination of the Vietnam War*, published as a Senate Foreign Relations Committee print in April 1973 (and also inserted separately by Senator Fulbright both in the *Congressional Record* and in published State Department authorization hearings), examined the power of Congress to legally terminate an undeclared war after the cessation of hostilities; the Committee indicated that further hearings on the subject would be held in FY 1974. There was a persistent congressional demand for research in connection with proposed war powers legislation and with the role of Congress in foreign policy decisionmaking and review.

In general, questions of war, peace, and national defense dominated the work of the Division. Apart from broadly related subjects such as U.S. Policy Toward Vietnam, The People's Republic of China--Internal Situation, and Greece Since the Coup d'Etat, about two-thirds of the multiliths produced by the Division for general congressional use during FY 1973 dealt with these questions, as illustrated by the following representative titles: The Anti-Ballistic Missile Defense of Washington; Impact of SALT on U.S. Nuclear Deterrence; Statistics on U.S. Participation in Vietnam; Prisoners of War in Indochina, 1971-1972; The United States and NATO; The U.S. and an Arab-Israeli Peace Settlement; Mutual and Balanced Force Reduction; the F-14 Fighter; Military Pay and Allowances; U.S. Military Force Levels and Manpower Strengths.

Congressional interest in the United Nations was expressed in a steady volume of inquiries during FY 1973. In the area of international development and economic assistance, demand for policy studies was heavier than ever before in the Division's history; a Division-prepared committee print entitled *Alternatives to Bilateral*

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Economic Aid was published by the Senate Foreign Relations Committee, and one entitled *The Reorganization of U.S. Development Aid* by the House Foreign Affairs Committee. For the latter, three major studies in the development assistance field (on the Overseas Private Investment Corporation, the World Bank and other international funding organizations, and the political impact of U.S. local currency holdings) were in progress as of the end of the fiscal year and scheduled for publication as committee prints. In the case of the OPIC study, two Division analysts worked closely with the chairman and staff of the House Foreign Affairs Subcommittee on Foreign Economic Policy in preparation for hearings held in May and June, and were consulted in connection with the resulting subcommittee report. The Division is continuing its work on geographic area reference volumes, at the request of the House Foreign Affairs Committee, including the development of a new and enlarged edition of its volume on Latin America and on parallel reference volumes for Asia and Africa.

Other areas in which Members and committees asked the Foreign Affairs Division for assistance included Soviet emigration policy, in relation to pending legislation which would extend MFN (most favored nation) advantages to the USSR; the import of chrome from Rhodesia in relation to United Nations sanctions; the U.S. effort, which was making headway by the year's end, to reduce the balance-of-payments deficit in its trade with Japan; U.S.-Chilean relations, and the normalization of U.S. relations with Cuba; Japanese Prime Minister Tanaka's visit to China in September 1972, resulting in the establishment of diplomatic relations; the Kissinger visit to China in February 1973 and the agreement to establish liaison offices in Washington and Peking; in Europe, the emphasis on detente and such specific related issues as Mutual and Balanced Force Reductions (MBFR) and NATO troop cutbacks.

Much work was accomplished during the year for the Senate Foreign Relations Subcommittee on Multinational Corporations. A substantial amount of research was done for the same subcommittee, and for other committees and Members, on the subject of energy diplomacy - especially with reference to Middle East oil. East-West trade was another broad area of Division research for congressional clients.

Research assistance was provided to the Commission on the Organization of the Government for the Conduct of Foreign Policy. Substantial work was done for the Foreign Relations Committee in support of its hearings on the State Department Appropriation Authorization Act, including the convening of a panel of informal advisors at the Smithsonian's Woodrow Wilson International Center for Scholars and consultation with other nongovernmental specialists in the Washington area. The Senior Specialist in National Security coordinated CRS preparation of several briefing papers and draft resolutions for use by the U.S. congressional delegation to the spring meeting of the Interparliamentary Union.

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An important support development within the Division was the establishment in January 1973 of an Ad Hoc Committee on Information Resources. Consisting of a senior Division analyst as chairman and five other Division professional personnel, the committee initiated a comprehensive long-term investigation of the acquisition, organization, uses, and discard procedures or needs of Division information resources. It began by looking into three general areas: personnel, publications, and storage facilities. A draft report in preparation at the end of the fiscal year contained numerous recommendations, many of which could be carried out on the Division's initiative without the need for external authorization or additional support.

Government and General Research Division

The Government and General Research Division handled a wide range of issues during fiscal year 1973. Of particular significance on the volume of the Division's work, and already discussed in this chapter, was the issue of federal budget control and associated work on impoundment of funds (especially in connection with the Senate and House bills designed to limit this practice) and congressional budget reform. A budget unit was established this year to handle the numerous requests on these and related matters. Other prominent areas of the Division's work were communications and information for the Congress, the electoral process, congressional organization and procedures, federal executive departments and agencies, urban affairs, the District of Columbia Government, and issues related to minority groups and women.

In the area of communications and information, a major analytical study for the Foreign Operations and Government Information Subcommittee of the House Government Operations Committee dealt with the Freedom of Information Act of 1967. It called for an update and expanded analysis of an earlier study of instances when Congress was denied information by the executive branch. A Division analyst and a consultant under contract prepared papers which are published in committee hearings. For another project, the Division employed an expert in the communications field on a temporary basis. The study consisted of the preparation of background information, bibliographical materials, and technical data on these complex systems as described in a study issued by the Office of Science and Technology. Papers were prepared by this specialist and CRS staff and two of these were published in the subcommittee hearings.

A third major study in the communications field was initiated in January 1973. It is being conducted by a specialist under contract to CRS at the request of the Joint Committee on Congressional Operations. The project is described as "a comprehensive study of Congressional capability for utilizing the communications media more effectively in reporting to the American people." It includes: a description of the existing imbalance between the communications capabilities of the executive and legislative branches; an analysis and assessment of the

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consequences of this imbalance; and a recommended communications strategy designed to provide the Congress with the techniques and access to the media required if the views of the legislative branch and its individual members are to be made available to the American people with maximum effectiveness. The question of congressional communications capability is being examined from three perspectives, including the institutional dimension, the political dimension, and the representative dimension (the needs of the individual Members of Congress), and entails a detailed analysis of existing statutes and FCC regulations and broadcasting practices that affect the ability of Congress to utilize the media.

Many requests were answered in connection with legislative proposals for campaign finance and nomination and election process reforms. For example, at the request of the Subcommittee on Communications of the Senate Commerce Committee, the Division completed an extensive study, used in hearings, on expenditures in Senate elections in 1972. Another study examined the contributions of oil companies to congressional candidates. Division analysts did a substantial amount of research for the Senate Post Office and Civil Service Committee on the post card voter registration legislation, and for the House District of Columbia Committee a study was undertaken on voter participation in municipal elections. The Division also prepared research papers on alleged corruption as a major issue in American elections, and prepared a statistical study on incumbency in Congress from 1956 to the present.

In studies related to congressional procedures, the Division produced an extensive analysis of modern conference committee methods and procedures for the Senate Commerce Committee which included analysis of certain sections of the Legislative Reorganization of 1970. It prepared a report for one committee regarding possible changes in Senate rules which included a pro and con analysis of various revisions that had been proposed. A current congressional concern, and one related to information requirements of the Congress, is to enact legislation which would require fuller financial disclosures by lobbying groups and more comprehensive lobbying registration requirements. One Division analyst prepared a sizable report for a Member comparing the provisions of various lobbying bills under consideration.

Multilithed reports on Limitations on Time for Debate Under the Rules and Precedents of the House of Representatives and Casework by Members of Congress--a Survey of the Literature were expanded this year. Another lengthy multilith, entitled The Freshman Legislator--Selected Articles, was both expanded and revised. Virtually the entire staff of the Division was involved in preparation of the annual end-of-session compilation which summarizes major bills enacted by the Congress, by subject category. This year's report, "Accomplishments of the 92d Congress," was printed in the *Congressional Record* in October 1972.

The Division, with several researchers participating, completed an important study concerned with federal grant-in-aid program consolidation. Undertaken at the request of the Subcommittee on Intergovernmental Relations of the House Government Operations Committee, this was a background study of efforts to achieve grant consolidation through

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legislative action and administrative discretion to determine whether existing experience with selected programs can be applied on a broader basis. It consisted of case studies in legislative consolidation in the areas of health, vocational education, and with respect to the Law Enforcement Assistance Administration. A paper on administrative experiments covered annual arrangements, planned variations, and comprehensive environmental grants.

For the Senate Subcommittee on Government Regulation of the Select Committee on Small Business, assistance was provided in preparing a lengthy committee report on *The Federal Paperwork Burden*. The OMB is required by a 1942 statute to regulate the amount of federal paperwork required from small businesses. In recent years the paperwork burden has increased substantially and, based on hearings previously held, the report examines the requirements of various federal agencies to assist the subcommittee in formulating remedial legislation.

In other studies of the Federal Government, the Division prepared reports describing advisory bodies created by the President and by Congress from 1955 through 1972 and reviewed the development and organization of White House Conferences since their initiation in 1907. An anticipatory study for possible hearings was prepared regarding the regulation of political activities of federal employees prior to enactment of the Hatch Act.

Urban affairs analysts of the Division prepared a report, *Toward a National Growth Policy: Federal and State Developments in 1972*, which was published as a Senate document in March 1973. The report sets legislative and other government actions in the context of interrelated national, rural and urban objectives as expressed in the Housing and Urban Development, and Agricultural Acts of 1970. It attempts to provide a common framework for legislative consideration of such diverse subjects as urban and rural development, land use control, housing and health, general revenue sharing, and social service program reforms. An extensive appendix was prepared and published in Hearings of the House Subcommittee on Fisheries and Wildlife Conservation and the Environment entitled *Growth and Its Implications for the Future*. Also, as part of a series of reports on the quality of public services in rural areas, a Division analyst prepared *Library Services in Rural Areas*, published as a committee print by the Senate Committee on Agriculture and Forestry.

The House District Committee relied heavily on Division staff for counsel on committee organization and staffing. Among the research requests received from the committee was an analytical review of various sections of the Commission's report. The Division submitted memoranda on recommendations pertaining to the organization of the City Council and Mayor's office. Follow-up briefings were subsequently held between the Division staff and staff members from both the House and Senate District Committees. In May, the Division issued a report surveying congressional action on District of Columbia home rule bills since 1948.

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To increase the effectiveness of Title VII of the 1964 Civil Rights Act, bills were introduced in the 91st and 92d Congresses to give the Equal Employment Opportunity Commission (EEOC) new enforcement power. The central issue was whether EEOC should have power to issue cease-and-desist orders or authority to prosecute cases in the courts. The 92d Congress passed legislation giving the EEOC authority to seek judicial enforcement and extended coverage of Title VII to more employers, labor unions, and employment agencies as well as to teachers and government employees. The background of this legislation is documented in a multilithed report issued by the Division this year, Equal Opportunity Legislation in the 91st and 92d Congresses. In response to increasing congressional interest in the area of women's rights, the Division prepared two multiliths summarizing the major federal legislation affecting the status of women over the past decade and, in a separate report, during the 92d Congress. An analytical multilithed report on the proposed equal rights amendment, enacted by the Congress and pending before the states, was revised. In a study requested by the Senate Interior and Insular Affairs Committee to assist in developing legislation, the Division identified several possible alternatives for resolution of the Navajo-Hopi controversy over ownership of one million acres of government land. Another study on Indian affairs was prepared for a Member on the subject, "Replacing the Bureau of Indian Affairs with a Corporation," to assist in assessing alternatives which would grant more independence to the Bureau.

A lengthy study was prepared for a Member on the history and politics of Samoa to provide information related to the issue of giving the people of Samoa the right to elect their own governor. Another report reviewed the evolution of the office of the Resident Commissioner to the United States from Puerto Rico.

The Division prepares reports on many diverse subjects to provide background and supplemental information for Congress. In the past year some of this work included: revision of a chronological outline of the American Revolution, analysis of the causes of the Civil War, a chronology of assassinations and assassination attempts on American public officials from 1835 through 1972, and a brief summary of dialectical materialism.

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Science Policy Research Division

Major areas of congressional interest reflected in the work of the Science Policy Research Division during the year were technology assessment, energy questions and problems, materials and materials policy, policy questions in the life sciences, and automated information systems for Congress.

Members from nearly all sections of the Division worked closely with the Senate Committee on Rules and Administration in connection with newly-enacted legislation creating an Office of Technology Assessment and the hearings held on technology assessment proposals early in 1973. The Division assisted the Committee's preparation of a report on the bill to establish the Office. It developed a background report for the Subcommittee on Computer Services' consideration of legislation for a technology assessment organization which included: a detailed legislative history of technology assessment proposals, some of the current thinking and technology assessment practices in industry, academia, and in the federal and state and local governments, identification of the options and alternative organizational structures proposed for such a congressional office, and comments on methodologies available for constructing and contracting for technology assessments for the Congress. Published as a committee print, *Technology Assessment for the Congress* was the first Senate publication on this subject. Excerpts from the Division's analytical materials were published in House Appropriations Committee hearings. A multilith prepared by SPR analysts reviews recent key documents describing the new Office, the provisions of the act, its legislative history, and a summary of the concepts, background and rationale underlying the Office's establishment.

The Division prepared several reports on energy which pertained generally to the availability, practicality and uses of fossil fuels, solar, geothermal and atomic energy. For publication in a committee print of the Subcommittee on Science, Research and Development of the House Committee on Science and Astronautics, analysts from the Science Policy Research and Environmental Policy Divisions analyzed the opportunities and identified recent studies on the need for energy research and development. The staff provided draft materials for another chapter on organization and financing for energy research and development. For another study in support of the same Committee, a Senior Specialist in Science and Technology prepared "Materials Problems in the Development of Solar Energy" exploring the "implications for materials research and development of a vigorously expanded national program to develop solar energy for commercial electric power applications."

Other energy studies undertaken by the Division included an analysis of the Effects of Calvert Cliffs and Other Court Decisions upon Nuclear Power in the United States for the Senate Committee on

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Interior and Insular Affairs and an anticipatory study of Catalysis: Legislative and Policy Aspects of a New Technology to Improve Environmental Quality, Energy Supply and Industrial Productivity. A descriptive study of legislative proposals for energy R&D introduced early in the 93d Congress was issued as a multilith in June.

Congressional interest in materials policy concerns the supply, processing, disposal and recycling of materials. Two major CRS reports were printed on this subject during the year. A committee print prepared for the House Subcommittee on Science, Research and Development, entitled *Industrial Materials--Technological Problems and Issues for Congress*, correlates the national concern with materials R&D policy with other concerns relevant to materials management, such as the level of national economic activity, the energy crisis, and environmental policy. At the request of Senator Boggs, a CRS senior specialist arranged and chaired an Engineering Foundation Conference on National Materials Policy early in fiscal 1973 and subsequently assembled a report on its proceedings. "Resolving Some Selected Issues of a National Materials Policy" identifies options, problems and opportunities with respect to eight aspects of national materials policy including, for example, government planning and coordination, opportunities and responsibilities facing private industry, international cooperation and competition in materials, and economic opportunities and constraints. An extensive multilithed study on Science Policy Issues in the Recycling of Wastepaper is discussed in connection with Member and anticipatory projects above.

Ethical questions are increasingly being raised with respect to research policies and the development of certain new technologies in the life sciences. Genetic engineering, including cloning and gene alteration, is under consideration as a subject for hearings in the Congress. In response to a request from the House Science and Astronautics Committee, a Division specialist prepared *Genetic Engineering: Evolution of a Technological Issue*, issued as a committee print, which provides background information on the progress and application of genetics in such areas as counseling and medicine. The issues are summarized and institutional and governmental attempts to deal with these are discussed. Major findings indicate that the science of genetics is moving rapidly from the realm of theoretical research into the politically more sensitive region of applied science. The technological capability to alter the course of human evolution is relatively close at hand; thus, there is a need for assessment of recent progress with attention to ethical, legal, and political as well as biological implications.

Multiliths and lengthy memoranda were prepared on the ethical issues involved in drug testing, food labeling, the rights and duties of the Food and Drug Administration with respect to both, and the legitimacy of various techniques, especially acupuncture.

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The staff provided assistance to many Members and congressional staff with regard to automated information services. One analyst developed and conducted seminars for staff of the Antitrust and Monopoly Subcommittee of the Senate Judiciary Committee on the operation, function, design, and development of computer usage in American society, prior to subcommittee consideration of the proposed computer industry and industrial reorganization bill. A study on *The Legislator as Information User*, prepared for the House Committee on Committees and issued as a committee print and multilith, examines legislative information requirements and the identifiable advantages and disadvantages of using computer technology in the legislative environment. A considerable amount of time was devoted to a survey of federal agencies with respect to their energy-related information and data operations and activities in cooperation with the Environmental Policy Division; the work included meetings with numerous agency representatives and staff of the Senate Interior and Insular Affairs Committee, and the development of a questionnaire. A largely bibliographic multilith was prepared bearing on the current role of systems technology in improving judicial administration. Multiliths were updated on the utilization of computer technology for political redistricting by the states, and by Congress in support of its legislative and administrative functions.

In other committee work, Division aerospace analysts prepared a report, published as a House Report of the Subcommittee on Aeronautics and Space Technology of the Committee on Science and Astronautics , which provides the highlights, findings and conclusions of the subcommittee's hearings. The report records progress on key issues in aeronautics and is intended to serve as a guide for tracking these issues in future hearings. A statistical compilation of materials on "Leading Causes of Death in Selected Areas of the World" was prepared for a special subcommittee of the Senate Committee on Labor and Public Welfare to provide policy makers in public health with a basis for considering national and multinational research programs in view of the damage ranking of those diseases and conditions causing the highest mortality, Assistance was provided in the preparation of a House Science and Astronautics committee print containing the results of a survey on teaching and research in the field of science policy.

One SPR multilithed study identified 219 congressional committees and subcommittees concerned with science- and technology-related issues during the first session of the 93d Congress and examined the organization of each of these committees. Other descriptive multilithed reports were prepared on the space shuttle development program, the U.S.-Soviet agreement in science and technology, federal R&D programs in the FY 1974 budget, the disease known as Sudden Infant Death Syndrome, and congressional activity to date regarding conversion to the metric system.

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CHAPTER III. DOCUMENTATION AND STATUS OF LEGISLATION

The documentation and current status of legislation has always been a paramount concern of the Congress and one of the most essential functions of CRS is to compile, process and transmit information of this kind rapidly and accurately. The Reorganization Act inaugurated new documentation responsibilities by directing that CRS prepare lists for congressional committees of programs and activities scheduled to terminate during each Congress, and memoranda, upon request, specifying the purpose and effect of legislative measures scheduled for congressional hearings. This chapter examines the Service's progress in implementing new documentation activities and improving traditional ones during fiscal 1973.

Terminating Program Lists

In addition to subject and policy area lists, the Legislative Reorganization Act of 1970 directs the Service to make available to all congressional committees at the opening of each 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...." Since neither the Act nor its legislative history further defines "programs and activities," the Service developed the general definition: any provision of a statute which is scheduled to terminate during a specified year and would require further legislative action to permit continuation.

Beginning in late 1971, the American Law Division examined over 4,000 statutes enacted during the preceding decade, commencing with the 87th Congress, and by December 1972 had identified some 730 programs and activities scheduled to terminate. It was found that over half of these programs relate to authorization of appropriations. Some 23 percent provide general authority for programs operated by executive branch agencies. Other categories include termination of commissions, loan authority, tax authority, reservations of land, pensions, and reporting requirements.

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Following identification of terminating programs, the Service prepared summary lists of the 458 programs and activities scheduled to expire during the 93d Congress and transmitted these with supplementary descriptive materials to 32 House, Senate and joint committees of Congress. Each committee packet included basic identifying information and a legislative history or more extensive background report on each terminating program within the committee's jurisdiction. The House and Senate Appropriations Committees requested and received the complete listing of programs scheduled to expire during this Congress. Four committees had no programs scheduled to expire and were sent explanatory letters. Those committees were, in the House, Internal Security, Post Office and Civil Service and Rules and, in the Senate, Post Office and Civil Service.

The congressional committees receiving terminating program lists during the early spring of 1973, and the number of programs scheduled to terminate within the jurisdiction of each during 1973 and 1974, are listed below. In the House each terminating program was under the jurisdiction of a single committee but in the Senate the jurisdiction over seven programs was shared by two committees each, accounting for discrepancies in the totals between House and Senate. Overall, 319 programs are scheduled to terminate in 1973 and 139 in 1974.

The House Foreign Affairs Committee subsequently published as a committee print the summary list and descriptive materials received from CRS. To illustrate the type of information submitted with terminating program lists, an excerpt from the print is provided below.

Preparation of terminating program lists involved a substantial contribution from the American Law Division and, in many cases, preparation of background reports by the subject divisions. The entire process was a pioneer undertaking which is now being evaluated for effectiveness and for possible refinement.

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Congressional Committees Receiving CRS Terminating Program Lists in FY 1973	Number of Programs and Activities Scheduled to Terminate	
House Committees	**1973**	**1974**
Agriculture	13	8
Armed Services	17	6
Banking and Currency	29	4
District of Columbia	1	2
Education and Labor	46	19
Foreign Affairs	22	6
Government Operations	2	2
House Administration	1	1
Interior and Insular Affairs	14	16
Interstate and Foreign Commerce	90	50
Judiciary	4	1
Merchant Marine and Fisheries	10	5
Post Office and Civil Service	0	0
Public Works	52	16
Science and Astronautics	2	1
Veterans' Affairs	1	1
Ways and Means	13	1
	317	139
Joint Committee		
Atomic Energy	2	0
	2	0
Senate Committees		
Aeronautical and Space Sciences	1	1
Agriculture and Forestry	15	10
Armed Services	17	6
Banking, Housing and Urban Affairs	29	4
Commerce	24	7
District of Columbia	1	2
Finance	13	2
Foreign Relations	26	7
Government Operations	2	2
Interior and Insular Affairs	14	19
Judiciary	8	3
Labor and Public Welfare	110	60
Public Works	60	16
Rules and Administration	1	1
Veterans' Affairs	1	1
	322	141

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ILLUSTRATION OF CRS TERMINATING PROGRAM DESCRIPTION*

VIII. Authorization of Appropriations for the Peace Corps

A. BRIEF DESCRIPTION OF THE PROGRAM

The Peace Corps, initiated in 1961, is a volunteer program under which U.S. nationals and citizens serve in the developing countries. Peace Corps volunteers are expected to live among the people of the country in which they are stationed and perform a variety of tasks of assistance to a developing nation. They serve as teachers, road-builders, surveyors, electricians, community leaders, and the like. The Peace Corps owed its inspiration, to some degree, to the private volunteer programs which had operated for some years in the developing countries.

President Kennedy established the Peace Corps by Executive order in 1961, but shortly thereafter Congress passed the Peace Corps Act. The Corps was set up independent of the rest of U.S. foreign aid machinery, although it was under the rather broad administrative umbrella of the State Department. By Executive Order 11603 of July 1, 1971, it was transfered to ACTION, created by Reorganization Plan No. 1 of 1971. ACTION is now the umbrella agency for various domestic social service programs as well as the Peace Corps.

B. EXPIRATION DATE

June 30, 1973.

C. COMMITTEES OF JURISDICTION

House Committee on Foreign Affairs; Senate Committee on Foreign Relations.

D. STATUTORY CITATION

Public Law 92–352 (July 13, 1972; H.R. 14734); 86 Stat. 495.

E. BASIC LEGISLATIVE HISTORY

(1) *Initial program legislation:*		
Reported in Senate	Aug. 10, 1961	Senate Report 706.
Passed Senate	Aug. 25, 1961	
Reported in House	Sept. 5, 1961	House Report 1115.
Passed House	Sept. 14, 1961	
House approved conference report	Sept. 21, 1961	House Report 1239.
Senate approved conference report	Sept. 21, 1961	
Approved	Sept. 22, 1961	
(2) *Most recent legislation:*		
Reported in House	May 4, 1972	House Report 92–1047.
Passed House	May 17, 1972	
Reported in Senate	Apr. 20, 1972	House Report 92–754.
Passed Senate	May 31, 1972	
House approved conference report	June 28, 1972	House Report 92–1145.
Senate approved conference report	June 30, 1972	

*Excerpted from *Programs and Activities Within the Jurisdiction of the Committee on Foreign Affairs Scheduled to Terminate During the 93d Congress*, Committee Print, May 14, 1973, p. 11.

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Purpose and Effect Memoranda

A Legislative History Unit was established in the American Law Division to fulfill another directive of the Reorganization Act, the preparation of memoranda, upon request of a Member or committee, specifying the purpose and effect of legislative measures that are scheduled for congressional hearings. In addition to primary source materials, the unit is collecting and indexing on a continuing basis multiliths, papers and reports prepared by CRS divisions relating to legislative histories. This collection will aid CRS researchers in responding to inquiries and will provide a valuable working tool for preparing future memoranda.

Although over 200 requests for legislative histories were received by the unit this fiscal year, not many related to pending measures; most of the inquiries pertained to the history of prior enactments. The proposed format for purpose and effect memoranda, as now developed, includes the following types of information: the number, title and other basic identifying information on a bill; a summary of the primary bill upon which hearings are scheduled and a concise statement of its purpose and effect; its action status within the current Congress; a list of relevant measures introduced in the current Congress; and a description of other relevant measures, hearings, and congressional actions during the five preceding Congresses.

The preparation of legislative histories is assisted by the Service's computer capability to retrieve legislative status data on pending bills, and it is expected that the automated bibliographic citations, which include relevant congressional reports and documents, legal and other professional journal articles, notations in the press, executive department reports, interest group statements, and appropriate CRS multiliths, will provide useful source material in the preparation of the purpose and effect memoranda.

The Bill Digest

The *Digest of Public General Bills and Resolutions* was first prepared in 1936 for the second session of the 74th Congress and has provided summaries of the public bills and resolutions for each succeeding session of Congress. The *Bill Digest* also indicates committee action, floor action and enactments and includes a subject, author, specific title, and identical bill index. It is normally published during each session of a Congress in five or more cumulative issues, with bi-weekly supplementation as needed and a final edition at the conclusion of each session.

Since 1970, the Service has used computer programs to access the legislative information (*Bill Digest*) data base by means of two cathode ray tube (CRT) terminals and associated printers located

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in the American Law Division. Six terminals were installed in other CRS divisions this year and there are plans to install another, which will bring the Service total to nine. This online capability permits rapid retrieval of *Bill Digest* information files and provides a valuable tool to support research. A major advantage of computer access is that action information on public bills and resolutions is now normally available within 36 hours, much sooner than the same information in printed copy. The CRT system can be used to query the file in five ways: by bill number, subject, bill sponsor, bill cosponsor and, as of this fiscal year, by committee of jurisdiction.

At the request of Senator Howard Cannon, Chairman of the Senate Committee on Rules and Administration and Vice Chairman of the Joint Committee on the Library, the Service made arrangements this spring for the installation of videoscreen or cathode ray terminals (CRTs) in the offices of seven Senators. This is a pilot venture for evaluation and planning of future congressional video access to *Bill Digest* and other information contained in CRS data banks.

The Bill Digest Unit of the American Law Division, with a staff of 18, was responsible for the digesting, indexing and processing of 16,258 bills and resolutions in fiscal 1973.

Major Legislation of the 93d Congress

Major Legislation of the 93d Congress (MLC) was formerly the *Legislative Status Report*, which provided legislative status and bill content information on selected major bills before the Congress. Following interviews with congressional users, it became evident that this report was primarily used to answer various forms of the question: "What is Congress doing about...taxes or agriculture or crime, etc.?" and to provide content for newsletters, speeches and responses to constituent mail.

To serve these and other purposes more effectively, the report was augmented to provide, in addition to bill content and status data, more emphasis on major legislation and issues before the Congress, relevant background information and references to Presidential messages, court cases, CRS multilithed reports and other appropriate and available reports relating to the issues. The American Law Division is responsible for compilation and editing of the *MLC* but regularly obtains contributions from other subject divisions to ensure a comprehensive treatment of the issues covered in its summaries. The report continues to be issued at the end of each month and is supplemented by the weekly *Legislative Status Checklist*.

Issues of the *MLC* were published in the last three months of the fiscal year, each treating some 300 major bills organized by subject area. An excerpt from the June issue is presented below to illustrate the revised format and content of this report.

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Health Resources and Delivery *

Health Maintenance Organizations. Congressional interest continues in the development of health maintenance organizations (HMO's) as an alternative to conventional modes of health care delivery. Three major proposals have been introduced which would provide some form of Federal support for the development of new HMO's and the expansion of existing ones: the Health Maintenance Organizations Assistance Act (H.R. 4871), Administration proposal; the Health Maintenance Organization Act (H.R. 51); and Health Maintenance Organization and Resources Development Act (S. 14).

Identical versions of both H.R. 51 and S. 14 were introduced in the 92d Congress. The Administration proposal (H.R. 4871) differs substantially from the one introduced in the 92d Congress with respect to both the nature and the scope of the assistance that could be provided to sponsors of potential HMO's. The major difference between H.R. 51 and S. 14 is that S. 14 is aimed at the development of a nationwide network of HMO's, while H.R. 51 would limit federal assistance to the development of 150 operational HMO's over a three-year period. S. 14 was passed by the Senate on May 15, 1973, with substantial reductions in authorized appropriations originally proposed.

Major Legislation

H.R. 51 (Roy). Establishes a pilot program to provide Federal support for the development of public and nonprofit private HMO's in the form of grants, contracts, loans and loan guarantees, to assist them in meeting the costs of feasibility studies, planning and initial development, construction, initial operations and other designated special projects. Basic health services, which would include physician services, inpatient and outpatient hospital services, diagnostic laboratory services, diagnostic and therapeutic radiologic services and certain preventive services, would be provided in return for a fixed prepaid capitation payment. Supplemental health services provided in return for a supplemental health payment would include services in long-term care facilities, eye and dental services, mental health services, physical medicine and rehabilitative services and prescription drugs.

S. 14 (Kennedy). Provides Federal support for the development of public and non-profit private HMO's in the form of grants, loans and loan guarantees to assist meeting the costs of planning and feasibility studies, initial development, construction and initial operation. The

*Excerpt from CRS publication, Major Legislation of the 93d Congress, Issue 3, June 1973, pp. 67-9.

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mandated comprehensive benefits package would include: physician services, inpatient and outpatient physician services, home health package would include: physician services, inpatient and outpatient physician prescription drugs, medical social services, vision care, physical medicine and rehabilitative services, mental health services, and medical and psychological services for alcohol and drug abuse. Would provide Federal support for the development of health service organizations in rural and non-metropolitan areas and for development within existing hospitals and university medical schools of Area Health Education and Service Centers to provide clinical training to health personnel in nonmetropolitan areas.

H.R. 4871 (Staggers). Provides Federal assistance for the development of public and private health maintenance organizations, including "for-profit" HMO's, in the form of grants and contracts to assist them in meeting the cost of initial development and initial operations. Federal assistance to HMO's would not extend beyond three years. To qualify, the HMO must meet requirements to be established by HEW with respect to financial soundness and be capable of providing at least those physician, hospital and health maintenance services determined by the Secretary to be necessary for the provision of health care and generally available on an insured or prepaid basis in the locality served by the organization.

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CHAPTER IV. INFORMATION AND REFERENCE SERVICES

In the spirit of a phrase attributed to philosopher George Santayana, "the difficult we do immediately--the impossible takes a little longer," CRS continued its tradition of providing rapid, accurate reference service to the Congress in fiscal 1973. This review of Service information and reference activities notes the more sophisticated programs and techniques that are being applied to information retrieval, processing and transmittal for the mutual benefit of congressional and CRS staffs. In the past year, seminar programs on issues of national import were initiated for Members and congressional staff. A new CRS reference center in the Russell Senate Office Building officially opened in January and immediately became the locus of numerous requests for service. Automation capabilities were improved and expanded to include access to computer files outside the Service. The Congressional Reference Division, handling the bulk of the Service's reference requests, is experiencing a shift in the nature of its workload as the proportion of congressional requests continues to outnumber those on behalf of constituents. The Library Services Division was active in extending knowledge and the availability of its information resources to other Service divisions. Also reviewed are activities of the Service's Graphics and Translation Units and CRS support to this year's national high school and collegiate debate topics.

Seminars for Congress

The Service has expanded cooperative arrangements with outside organizations and agencies to provide the Congress with the most recent information available on current national issues and programs. With the Advanced Study Program of the Brookings Institution, CRS initiated a pilot series of seminars for Members of Congress and a separate series for the senior staffs of congressional offices and committees in the fall of 1972. Approximately once a month, nationally prominent specialists in various subject areas were invited to meet in the evenings with interested Members, or alternatively with congressional staff. The seven seminars undertaken for Members attracted an overall attendance of 150 Senators and Representatives and included discussions on U.S. relations with China, perspectives and considerations in welfare reform, crime prevention and law enforcement, energy and the environment, national housing programs, quality and inequality of education, and economic policies and controls. The subjects covered in the three seminars held for congressional staff included legislative implications of the 1972 election results, energy policy options, and options

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for federal policy in health delivery systems. These latter seminars were held in multiple sessions and attracted the participation of 275 persons. Both series were well received and will be continued in fiscal year 1974.

At the request of the Senate Subcommittee on Housing and Urban Affairs, and in conjunction with the National Planning Association and Resources for the Future, Inc., CRS undertook the development and sponsorship of a series of eight informal seminars on issues related to national growth policy. The evening seminars were held at the Library of Congress from February through May 1973, featuring speakers from diverse social science fields. Members and staff from some thirty congressional offices participated in the discussions of national settlement patterns, metropolitan growth, rural development, the policy implications of national growth process and related subjects. A CRS multilith which summarizes the remarks of principal speakers and discussions among participants has been prepared and the series will be resumed next year.

In response to requests from a number of Representatives and Senators, another series of seminars was initiated this year to explore basic tax issues. Panels of experts in the tax field were invited to speak to congressional staff working on tax-related legislation and proposals to modify the tax system which arose during the 92d Congress. The CRS Senior Specialist in Taxation and Fiscal Policy was appointed chairman of a planning committee that included representation from congressional offices. Over 100 persons attended each of four seminars for discussion of budgets and tax systems of the Federal, State and local governments, theories of taxation and distribution of the tax burden, issues in Federal tax legislation in 1973, and the structure and logic of the Internal Revenue Code.

CRS again co-sponsored the Seminar for Freshman Congressmen in January 1973, as in 1971, to provide background materials and inform new Members of the services available in CRS. CRS orientation briefings for congressional staff are provided on a continuing basis.

Congressional Reference Division

Serving as the reference and general information arm of CRS, the Congressional Reference Division with its staff of professional librarians and technical information specialists answered approximately two-thirds of all inquiries received by the Service this year. This included 56 percent of all Member requests, 52 percent of committee requests and 85 percent of the constituent inquiries. In addition to handling thousands of requests for documents, books, periodical and newspaper searches, as well as for kits of specially prepared material on popular

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subjects, the staff responded to a wide variety of often elusive reference questions requiring considerable ingenuity and a broad knowledge of information sources. To illustrate the range of inquiries handled by the Division, a few of the more unusual requests are enumerated: Who said, "We have met the enemy and he is us?" What states forbid the importation of piranas? How many men in Sicily between ages 15 and 18 are over six feet tall? Who invented the Peace Symbol? How much money did the government spend on presidential homes from 1945 to 1968? How much gasoline is consumed at the Indianapolis 500 races?

Congressional interest in the Watergate hearings created considerable challenge, not only for the research divisions but also for the Congressional Reference Division. Since January 1973, two staff members worked full time on the "Watergate Notebook," an indexed compilation of relevant news articles and clippings now 3,400 pages in length. Particularly since the hearings began in May the Division was besieged with urgent requests for biographical, chronological and other background information. One librarian sped by taxi to the White House, to the Committee to Re-Elect the President and various executive agencies to obtain biographical releases on witnesses scheduled, within hours, to appear before the Senate Select Committee on Presidential Campaign Activities. All sections of the Division, including the Congressional Reading Room and reference centers, have shared in the Watergate-generated workload and have been called upon to answer with great discretion the many sensitive questions that arose.

Giveaway kits have been developed on 105 subjects; five added this year provide information on amnesty, child abuse, ecology, the energy crisis, and strip mining. Over 18,000 kits were sent out in the past year, usually in response to constituent requests, and most frequently requested were those on abortion, Congress, drugs, pollution, and women's rights. There were over 3,500 requests for CRS multilithed reports and 21 percent more requests for copies of government publications, especially bills and public laws, than last year.

A total of 118,552 requests were cleared by the Division in fiscal 1973, 47 percent for Members, 10 percent for committees and 43 percent for constituents. The proportion of constituent requests has declined in recent years:

CRD Requests	FY 1971	FY 1972	FY 1973
Congressional (Member and committee)	48%	55%	57%
Constituent	52%	45%	43%

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Congressional Reading Room

In operation since 1897 to serve Members of Congress, their families and congressional staff, the Congressional Reading Room provides access to the Library's main collections, as well as CRS files, and has available in its own collection selected best sellers and books of topical interest, current magazines, newspapers, reference books, and a microfilm reader. The staff of professional librarians provides reference assistance and general information on CRS and Library policies and procedures. Since 1967 a telephone "hotline" service for congressional offices has provided immediate reference on specific facts, dates, addresses, organizations, businesses and colleges, questions of etiquette, grammar and quotations. In the past year there were 11,260 requests for hotline service and a total of 15,367 hotline and in-person requests.

The Congressional Reading Room is located in Room 109 of the Library's Main Building and is open from 8:30 a.m. to 9:30 p.m. Monday through Friday, 8:30 - 5:00 p.m. on Saturdays and, when Congress is in session, from 1:00 - 5:00 p.m. on Sundays.

Reference Centers

As a way of providing faster and more accessible service to Congress, CRS opened its first reference center in the Rayburn House Office Building in January 1971. The operation was expanded with the conversion of the Loan Division Book Room in the Russell Senate Office Building to a second CRS reference center in January 1973. These ventures have proven very successful and the opening of a third center is contemplated for the Longworth House Office Building early in fiscal 1974.

The Rayburn Center saw a steady increase in the number of reference requests and congressional staff visitors during the year, handling nearly 9,000 requests for service during fiscal 1973. In its first six months, the Senate reference center processed over 3,000 requests. Each center is equipped with a core collection of frequently used reference materials (such as directories of associations, corporations and foundations, biographical directories, almanacs, leading periodicals and newspapers), over 1,000 CRS multilithed reports, a Xerox machine, an ATS computer terminal, and direct telephone lines to the Library. In February, telefacsimile transmitters were installed in both centers to transmit copies of articles, statistical and other data between the centers, Congressional Reference Division, Congressional Reading Room and congressional offices. The transmitters expedite newspaper queries by enabling the receipt of articles from newspaper offices or other news sources throughout the country. The Rayburn center has a microfilm

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reader-printer which permits direct access to microfilm newspapers located in the Congressional Reference Division.

Staffed with two of the Division's reference librarians, two messengers and a Library Loan Division clerk, each center provides quick in-person and telephone reference service, fast delivery of photocopies and multiliths, and delivery of all CRS and Loan Division materials to congressional offices.

Special Services

Graphics

For many years the Service has provided a wide range of visual materials for the Congress for use in committee briefings, for inclusion in reports and other purposes. More than 150 projects, including charts, maps, tables, drawings, publication layouts, signs and other graphic items, were prepared this year compared to 116 last year. Of those prepared in fiscal year 1973, 113 were for Members of Congress and 40 were for congressional committees. The CRS visual information specialist prepares most graphic assignments and oversees many that are met through the employment of contractual services.

The following examples of fiscal year 1973 requests illustrate the variety and utilization of CRS graphic materials: several Congressional District maps for use by Members in their offices and for reproduction on stationery or distribution to constituents; charts pertaining to world oil and gas production and consumption for use by Members; a map of the United States showing the coverage of television stations owned and operated by the major networks, for use during congressional hearings; charts demonstrating the distribution of public welfare benefits in low income areas, for use in press and committee briefings; and several spot drawings illustrating some of the major accomplishments of the 92d Congress which were provided to Members for their year-end newsletters to constituents.

Translations

The CRS Translation Unit is composed of six translators and two support staff. It has a translation capability in 18 languages and, through arrangements with other parts of the Library, an extended capability in more than 30 languages. For translation of other languages, requests are referred to the General Reference and Bibliography Division of the Library's Reference Department which maintains a list of translators in other offices of the Library.

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Translation Unit, CRS

Afrikaans	Latin
Czech	Norwegian
Danish	Polish
Dutch	Portuguese
Esperanto	Russian
Flemish	Slovak
French	Spanish
German	Swedish
Italian	Ukranian

General Reference and Bibliography Division

Albanian	Hungarian
Arabic	Japanese
Chinese	Korean
Croatian	Serbian
Greek	Slovenian
Hebrew	Vietnamese
Hindu	

The material requested for translation is diverse, ranging from simple correspondence to complex scientific and technical publications, legal documents and diplomatic and political reports. In this fiscal year the Translation Unit responded to 2,632 requests, a 5.8 percent increase over last year's workload. Some of the more substantial assignments included translation of: a French National Assembly debate on a motion of censure; depositions, letters, and autobiographical notes of former prisoners recounting conditions in Russian labor camps (165 pages); several Norwegian pamphlets detailing the statutes of Norway's political parties (119 pages); a Swedish safety program document (319 pages); and a highly technical Russian publication, illustrated with diagrams, tables and charts, describing the standard construction elements used in residential and public buildings (208 pages).

National Debate Topics

Since 1963 and in accordance with Public Law 88-246, CRS has had responsibility for preparing annual compilations of materials to support the national high school and intercollegiate debate topics. For each, the Service selects appropriate excerpts from books, documents and magazines bearing on the subject and develops an extensive bibliography of additional sources which might be useful to national debaters. The high school compilation developed by CRS is subsequently printed as a Senate document; the compilation for the collegiate debate topic appears as a House document. Copies of both compendiums are available to the public through congressional offices or by purchase from the Government Printing Office.

Materials are currently available on next year's high school debate topic, selected each spring by the National University Extention Association, *What Should Be the Role of the Federal Government in Extending Public Assistance to All*

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Americans Living in Poverty? (S. Doc. 93-12, 247 pp.); and on the collegiate debate topic for fiscal year 1973, selected in August by the American Speech Association, *Resolved: That the Federal Government Should Enact a Program of Comprehensive Medical Care for All United States Citizens* (H. Doc. 92-375, 418 pp.). Materials will soon be publicly available on the FY 1974 collegiate debate topic, "Resolved: that the Federal Government should control the supply and utilization of energy in the United States."

Library Services Division

As the Service augments its professional research staff and the scope of its analytical and policy-related services to Congress, a particularly valuable support capability for all CRS operations is found in the Library Services Division. Composed chiefly of professional reference librarians and library technicians with responsibility for the acquisition, processing and distribution of research materials and periodicals within the Service and for bibliographic support, this staff has expanded its services to more fully accommodate the information needs of research division personnel and congressional staffs.

An important innovation resulted from assigning four information resource assistants to each of four research divisions to assist with development of divisional book and periodical reference collections, maintain information files and serve in a liaison capacity between the division and Library Services. The assistants were trained in the Library Services Division and are under the supervision of its Assistant Chief. Although such a program had been under discussion for several years, this was the first year for a pilot implementation. The effort has proven so successful, particularly in advising research divisions of the range of library services available and alerting Library Services to division needs, that assistants will be assigned to other research divisions in the coming year; accordingly, those having this assistance will include the Economics, Education and Public Welfare, Foreign Affairs, Government and General Research and, for the first time, Environmental Policy and Science Policy Research Divisions. The Library Services Division anticipates that this program will facilitate the ordering of division research materials and improve coordination between all divisions with respect to collections.

The fourth edition of the *Legislative Indexing Vocabulary (LIV)* containing over 5,000 entries was issued early this year and publication of the fifth edition is in process. Printed back-to-back, the fifth edition will be a more compact product than previous editions. The format employed in the *LIV* is similar to that used in the list of Library of Congress subject headings and collaboration with the staff of the Library's Subject Cataloging Division has resulted in a high degree of compatibility between the two systems. John Rosenthal, the Division's Assistant Chief, developed and is currently responsible for *LIV* revisions.

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The Division undertook an extensive reorganization of its collection of duplicate materials. Under a new plan, a master file consisting of one copy of each duplicate title is being organized to facilitate the staff's retrieval of additional stored copies. Much work was spent on renovating the Reserved Book Collection and a subject and author catalog to that collection was prepared. Additionally, a file of all serials acquired in CRS was set up and arranged to facilitate the regular distribution of copies to researchers and divisions.

Selective Dissemination of Information (SDI) Service

The Service's Selective Dissemination of Information automated data base contained nearly 87,000 bibliographic citations to current articles and publications at the end of the fiscal year; 24,800 were added during the year. The citations are organized into 189 general subject areas, including "technology assessment" added this year. The system is continually updated by Library Services Division bibliographers who screen some 4,000 periodicals, government documents, private research publications and CRS written products for significant materials of interest to congressional and CRS staffs. Over 1,400 requests for SDI hard copy were received this year compared to 1,300 in FY 1972. This included requests for 13,507 items and involved some 70,000 xerox shots.

On-Demand Bibliographies

Some 440 on-demand bibliographies were produced from the SDI data base this year, compared to 102 in fiscal 1972. Of these, 234 were in direct response to congressional requests, 11 were for GAO and the remainder were used to support research within the Service. Among the bibliographies prepared were two cumulated subject lists of CRS multilithed reports, a subject listing of CRS reports appended to the CRS Annual Report of fiscal 1972, and 40 bibliographies to assist in the preparation of a report for the Senate Interior and Insular Affairs Committee.

New search techniques such as "batching"--the ability to search the data base for more than one bibliography at a time--and a more precise search capability accelerated and improved access to the bibliographic data base. For the first time the Division retrieved an author listing of CRS multiliths in print and prepared author and subject catalogs that consolidated all bibliographic citations to GAO publications. Also for the first time specialized subject catalogs were prepared containing bibliographic citations on issues of special interest to the research divisions. Topics of the 18 catalogs included agriculture, Congress, the environment and veterans.

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Automation

In recent years the Service has identified research and administrative procedures with potential for improvement through the application of data processing techniques. On the basis of careful assessment of the costs in equipment and staff time and benefits of speed, space-saving and data sorting for each projected application, the Service has made substantial progress since 1966 in implementing effective automated systems. Several innovations characterize this year's automation developments in CRS, including rewritten management statistical programs, the utilization of the administrative terminal system (ATS) for several new high-turnover reports, and contracting for rental access to outside computer banks. Fiscal 1973 developments are discussed below within the context of the Service's overall computer capability.

CRS shares the two Library of Congress computers with the five other Library Departments. The Library's Information Systems Office (ISO) operates the computer processing facility and provides programming services to Library personnel. CRS has four types of hardware for input and retrieval of information. Most frequently it employs the administrative terminal system (ATS), essentially an electric typewriter which stores data in a miniature computer until a sufficient amount of typed data activates a transmission by telephone wire to the control computer facility. Presently, 39 of these are distributed among all CRS divisions including one each in the Service's two reference centers. For large quantities of data or for materials requiring special type, precision or clarity, terminal instructions are typed which activate high-speed printers located in the Library's computer processing unit. A third device is the cathode ray tube (CRT) or videoscreen. Nine CRTs are distributed among the divisions which, with associated printers, can provide rough working copy of materials appearing on the screen. A fourth automation unit is available in each secretarial section of the research divisions and has three components: a silent keyboard which types onto a videoscreen for easy editing, a high-speed typewriter to print paper copy and justify at both margins, and a tape recording device for storing the text.

The Service currently has access to ten data files; five are maintained within the Service and five are available through contractual and rental arrangements with outside organizations. The Legislative Information Data Base includes the contents of the *Bill Digest* and additional information on all public bills and resolutions of the current Congress. Each bill is monitored for 22 data elements (for example, bill cosponsors, committee action, identical bills) and information is retrievable via CRT in several formats (for example, a run of all bills assigned to a particular committee, or a listing of all bills relating to a specified subject). For further information on this data base, see the *Bill Digest* section of this report.

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When automated, the Bibliographic Data Base combined several CRS manual bibliographic files containing citations to CRS reports, congressional documents, and articles from professional journals and other periodicals. Bibliographic citation to these materials is now retrievable by author, subject or type of publication and products regularly produced from this automated base include the weekly SDI print-outs, the biennial *Subject Catalog of CRS Multilithed Reports in Print*, CRS "green sheets" of mulitlithed reports, and monthly catalogs of new citations entitled *Citations to Current Literature*. Recently the Library Services Division has employed the data base to produce a consolidation of citations to publications of the General Accounting Office, and specialized subject catalogs for the use of research divisions.

The Legislative Issues Data Base is used for publication of *Major Legislative Issues of the 93d Congress*. The information stored in this data base and retrievable in various formats includes a short definition of each issue, a background analysis, current congressional status with references to pending legislation, hearings and reports, a chronology of pertinent events, and references to additional sources of information such as interest groups or federal agencies.

The Management Control Data Base contains information from each congressional inquiry cleared by the Service. Completely rewritten statistical programs were adopted at the beginning of fiscal 1973 and the result is the most flexible and comprehensive administrative reporting system the Service has ever had. The workload can now be correlated and examined not only in terms of the amount of work or research time spent but also by the form in which an inquiry was answered, the type of work required, subject of the request, elapsed time in responding to inquiries, work arrearage, and inquiry clearances by CRS division and budget activity categories.

A final in-house automated data file is the Administrative Terminal System (ATS). Composed of a series of programs and current storage facilities to support the daily research of the Service, its present services include a capability for instantaneous transmission of written inquiries between the CRS reference centers, inquiry recording unit and divisions. Research reports requiring frequent updating are stored and printed out as required (for example, lists of grant programs, the balance of trade between the United States and European community, Presidential commissions and their appointive officers). Special sort programs are available which permit data to be inputted at random and sorted out on demand, In the past year lists of terminating programs were stored and variously printed out by date of termination, committee of jurisdiction, by subject of the program or by CRS division. The Foreign Affairs Division employs the system to store information on

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daily international events so that instantaneous background chronologies can be produced when crises occur, each tailored to fit a specific country, geographical area and/or particular time span. The system is employed to maintain directories where the name of the same individual may appear in several places as, for example, a directory of staff by subject expertise, and lists of the membership of boards and commissions. The system also stores form letters which can be altered at desired points to permit inclusion or deletion of materials.

In addition to progress with programs maintained by CRS personnel and stored in the Library's computer, the Service has obtained rental access to five outside data banks in this fiscal year. The New York Times Information Bank is accessed by a CRT and associated high-speed printer located in the Library Services Division, and queries in the terminal are transmitted by direct telephone line to the data files. The files contain indexes and abstracts of all news articles published in *The New York Times* since 1970 and selected abstracts from some 35 additional magazines and newspapers. MEDLINE, an automated bibliographic service made available to national users by the National Library of Medicine at the National Institutes of Health, contains over 400,000 entries which identify materials from some 1,200 journals in the medical research and public health fields. Its bibliographic data is retrievable by author or subject. Additionally, CRS has access to the Service Bureau Corporation's data analysis programs which include the program grants and expenditures of the Department of Health, Education and Welfare; to a program designed to project the costs of federal support to education which CRS has also used to analyze and project the costs of veterans' benefits--Urbanetics; and to an econometric model of the national economy from Data Resources, Inc. which enables extensive analytical support to legislative review of the federal budget.

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CHAPTER V. ADMINISTRATION

The implementation of the Reorganization Act has required several organizational and managerial adjustments. Some of these relate specifically to the assimilation of new staff, such as an expanded orientation program or greater expenditure of time on product review, while others relate to the management of a substantially larger organization. This chapter reviews personnel changes, turnover, and additional information on the composition of CRS staff in fiscal 1973. It examines several innovations in the areas of training and communications, with the latter oriented to providing alternative or supplementary means of facilitating interdivisional and interpersonal communications in a larger organization. Evaluation activities were expanded in the past year and covered in this report are quality review of the Service's work products and the results of two surveys undertaken to ascertain congressional response on a sampling of CRS work.

Staff Turnover and Composition

Executive Officer Burnis Walker retired after 24 years in CRS receiving upon departure a Superior Service Award from the Librarian in recognition of his "energetic, resourceful, and, above all, dedicated service." Norman A. Pierce, recently appointed Chief of the Congressional Reference Division after serving as Chief of the Library Services Division since 1954, retired upon completion of 25 years of service with CRS. Harry N. Stein retired after 10 years of service as Chief of the American Law Division and Senior Specialist in American Public Law, as did the Senior Specialists in Conservation, John Kerr Rose, and in Social Welfare, Israel Labovitz.

Several key appointments were made during the year including Joseph E. Ross as Chief of the American Law Division and Senior Specialist in American Public Law, John B. Henderson as Chief of the Economics Division and Senior Specialist in Business Economics, Wallace D. Bowman as Chief of the Environmental Policy Division and Senior Specialist in Environmental Policy, Elizabeth F. Stroup as Chief of the Congressional Reference Division and Merwin C. Phelps as Chief of the Library Services Division. New Assistant Division Chiefs were appointed: Raymond J. Celada and Elizabeth K. Yadlosky in American Law, Douglas N. Jones in Economics, William H. Robinson in Education and Public Welfare, Robert E. Wolf in Environmental Policy, and Frederick J. Rosenthal in Library Services.

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Senior specialist appointments included Edward G. Altouney in Engineering and Public Works, Leon M. Cole in Transportation and Communications, Peter Henle in Labor Economics, Franklin P. Huddle in Science and Technology, Joseph A. Lieberman in Environmental Policy, and Robert L. Tienken in American Public Law.

Staff turnover in fiscal 1973, by type of position, grade level and division, is presented in the following tables. There were 151 separations in fiscal 1973 compared to 141 the previous year and, as a percentage of budgeted positions, the turnover rate declined from 32 percent in FY 1972 to 29 percent in FY 1973.

Number of Separations in FY 1973, by Type of Work and Grade Level

	Administrative	Clerical	Librarian	Research	All CRS No.	All CRS %
GS 2-4	0	32	4	5	41	27%
5-8	1	15	1	25	42	28
9-12	1	2	9	40	52	34
13-15	1	0	1	8	10	7
16-18	0	0	0	6	6	4
TOTAL	3	49	15	84	151	100%
Percent	2%	32%	10%	56%	100%	

Number of Separations in Fiscal Year 1973, by Division

American Law	17
Congressional Reference	20
Economics	17
Education and Public Welfare	12
Environmental Policy	9
Foreign Affairs	13
Government and General Research	10
Library Services	8
Science Policy Research	7
Senior Specialists	7
Office of the Director	31
	151

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The most frequently reported reason for leaving was to accept another position, and of those who left a majority were women (57 percent).

Reasons Given for Leaving in Fiscal Year 1973

	Men	Women	All Staff
To accept another position	32	34	66
End of temporary appointment	1	14	15
Leaving area	6	10	16
Personal	4	7	11
Job dissatisfaction	3	5	8
Desire for a change	1	1	2
Return to school	4	13	17
Retirement	12	2	14
Other	2	0	2
TOTAL	65	86	151
Percent	43%	57%	100%

The composition of CRS staff in June 1973, including permanent, indefinite and temporary employees, was analyzed by various criteria. Fifty percent of the current staff have been employed in CRS or other departments of the Library less than 2 years and 31 percent have served in Federal Government employment less than 2 years. By contrast, 6 percent of the CRS staff have worked in GRS (or the Library of Congress) 20 years or more, and 13 percent have served in the Federal Government for that length of time.

The level of education in the Service is generally high, as 82 percent of all research and support staff have had some college training and 70 percent have earned a bachelor's degree or additional higher education degree(s). The average number of years of education completed by CRS staff is slightly over 16 years.

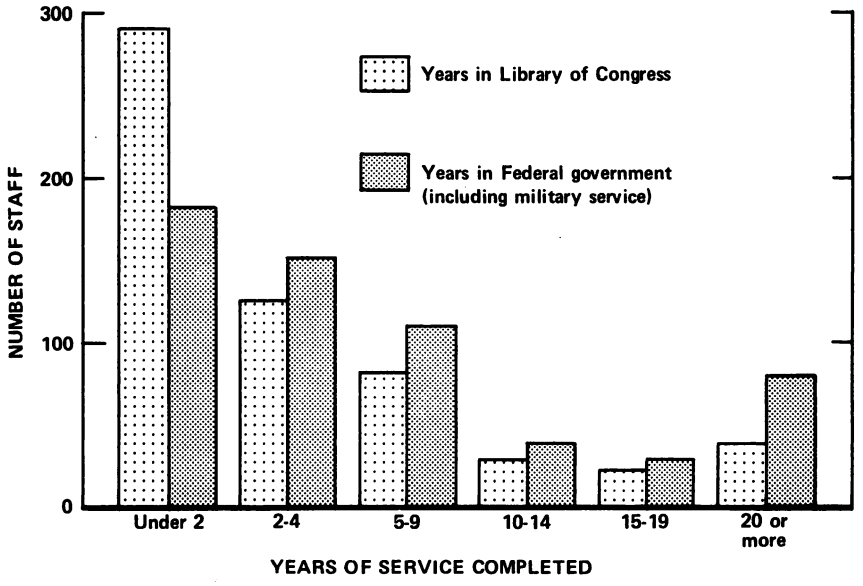
Years of Education Completed	Percent of CRS Staff
Up to 12	18%
13-15	12
16	25
17-18	24
19 or more	21
	100%

At the end of the fiscal year, women comprised 47 percent of the total CRS staff, men 53 percent. There were 121 minority staff members, comprising 21 percent of the total staff.

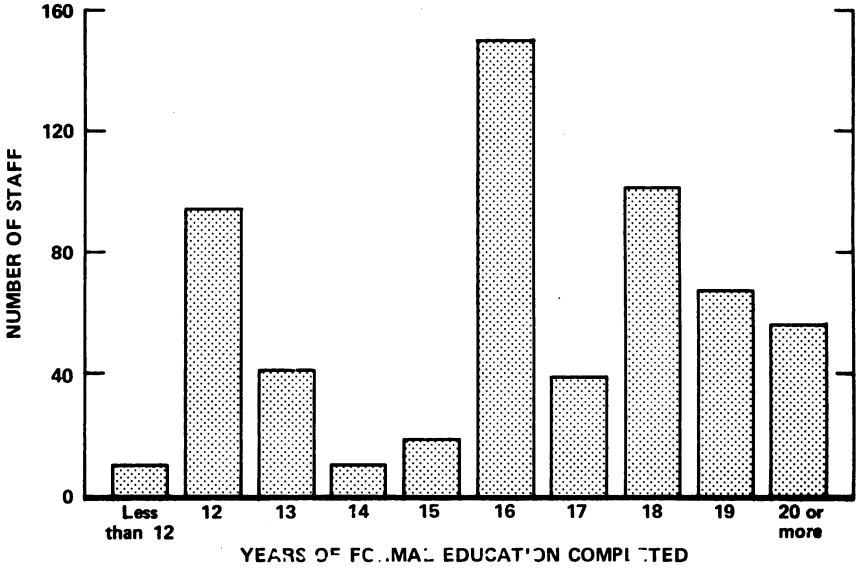
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Length of Service of CRS Staff, June 30, 1973



Education Level of CRS Staff, June 30, 1973



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Training and Communications

The purpose of the CRS training and development program is to increase staff capabilities to provide more efficient and effective service to Congress, to offer employees the opportunity for individual professional growth and development, and promote appropriate career development opportunities for staff whose current positions offer limited opportunities for advancement. Particular emphasis was placed on the latter goal in fiscal 1973, as indicated by the large number of employees in clerical or other lower grade positions who undertook training this year. Of the Service's 122 clerical personnel, 78 received some formal in-service or out-service training and 43 percent of all participants in training courses during the year were at grade levels GS 2-8.

The opportunities for upward mobility were advanced by counseling employees to undertake courses which would broaden their skills for future jobs as well as strengthen their skills in current jobs. They were advanced by the initiation in fiscal 1973 of the Library Tuition Support Program, designed to provide support for specific skill training courses, college courses and other formal training to Library staff in grades GS-7 or below. Funded by the Library, this program works to enhance employee skills within a particular career ladder, for instance by teaching a typist stenography, and provides the opportunity for lateral as well as upward mobility. For example, when a clerical employee in a GS-3 or GS-4 position earns a Library Technician certificate at the U.S. Department of Agriculture Graduate School, offered upon completion of nine courses usually within a period of 18 months, he or she is eligible to enter the Library Technician Series as a GS-5; promotion and increasingly responsible opportunities in this career ladder are available through GS-9. By the end of the fiscal year the Service, in cooperation with the Library, had developed policies and procedures for Program Crossover which will enable nonprofessional employees in grades GS-7 or below to enter professional career development ladders after completing two years of on-the-job and selected academic training. This program is scheduled to begin in September 1973 and represents a new concept, as well as new reality for CRS, in staff development programs.

In-service training is provided by courses developed within CRS or offered by the Library. In the past year the CRS orientation program for new employees, presented by the Director, Executive Officer and Library Services Division, was expanded to better accommodate the needs of a growing organization. The Service initiated a course on Congressional Operations and Legislative Procedures which was offered to all staff in a series of six one-hour lectures and featured speakers from within and

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outside the Service. Future courses of this type, including one on the Federal budget process, are being planned. The Library offers a professional orientation series of lectures, and courses covering basic office skills, supervision, management techniques, and computing systems fundamentals. Out-service training in professional, technical, and administrative fields is provided by other government agencies (e.g. the Civil Service Commission and General Accounting Office), the U.S. Department of Agriculture Graduate School, local colleges and universities and other organizations and institutions. Additional staff development occurs through attendance at professional meetings and conferences; in the past year 94 staff members (88 research, 4 information support, and 2 administrative personnel) attended 109 professional conferences, in several cases participating as speakers or panelists.

The accompanying tables show the number of CRS staff who attended courses during the fiscal year, by type of work, grade level and sex, and by type of course taken. Overall, 456 staff members participated in in-service and out-service courses, including the orientation for new staff. Several staff were enrolled in more than one course so that total course attendance was 735. As the tables indicate, most of those participating in training courses occupy research positions within the Service (69 percent), the plurality fall within the GS 9-12 range (37 percent), and most were enrolled in courses relating to professional or academic subject areas (54 percent).

Following a CRS conference held in June 1972 on many issues related to productivity and work environment, attended by representatives from all CRS divisions, several measures were implemented to improve and expand internal communications. These activities supplement the Service's formal training program by providing increased opportunities for professional development, they facilitate interdisciplinary and interdivisional coordination on work projects and have assisted in developing informal channels of communication through the Service. One initiative was to establish a Speaker's Forum for which noted specialists in various professional fields are invited each month to lecture and lead discussions on current issues with interested CRS staff. A committee of CRS researchers is reponsible for planning the programs and the series has had an enthusiastic reception since its initiation in September 1972. It has featured, for example, a seminar on the energy crisis, a film of the debate between Milton Friedman and Wilbur Cohen on "Social Security: Universal or Selective," a panel discussion of the Equal Rights Amendment, and addresses by nationally prominent figures, including Charles Schultze, Richard Scammon, Marina von Neuman Whitman, and Elmer Staats.

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PARTICIPANTS IN TRAINING, BY TYPE OF WORK, GRADE LEVEL AND SEX, IN FISCAL 1973

	Administrative	Clerical	Information Support	Research	Total	Percent
GS 2-4	0	61	5	0	66	15%
5-8	4	16	18	91	129	28
9-12	6	1	24	138	169	37
13-15	2	0	4	52	58	13
16-18	3	0	0	31	34	7
Men	10	24	26	180	240	53%
Women	5	54	25	132	216	47
TOTAL	15	78	51	312	456	100%
Percent	3%	17%	11%	69%	100%	

TRAINING COURSES IN PROGRESS, BY TYPE OF COURSE, IN FISCAL 1973

Subject Area	In-Service	Out-Service	TOTAL	Percent
Professional	309	89	398	54%
Technical	13	8	21	3
Administrative	60	26	86	12
Clerical	14	11	25	3
Orientation	205	--	205	28
TOTAL	601	134	735	100%
Percent	82%	18%	100%	

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During this fiscal year the Director and Deputy Director have met with the assistant division chiefs approximately every fourth week in place of the Director's Council to discuss current activities and policies. Each division has been encouraged to hold more frequent staff meetings. To assist the division chiefs in planning these meetings, the minutes of Director's Council are now circulated to them shortly after each Council meeting. The Office of the Director initiated "new projects" meetings to facilitate interdivisional coordination on the increasingly complex issues and studies undertaken by the Service. These are attended by researchers undertaking major new projects, assistant division chiefs from all divisions, and representatives from the Office of the Director. The reviews provide an opportunity for useful interdisciplinary exchanges on selected new projects by fostering discussion of the relevant issues, potential coordination required with other CRS divisions or outside organizations, and suitable research methodologies and approaches. Additionally, the research production assistants in each division have met periodically to exchange ideas and develop methods for improving division procedures. This group has formed two ad hoc committees to develop a CRS correspondence form manual and to explore training possibilities for the development of clerical staff. A new monthly newsletter, the Fanfold, is now distributed to all staff providing an informal source of information on current staff activities.

Another proposal of the June 1972 conference called for the establishment of a Junior Council to represent the ideas and articulate complaints of junior staff. The need for the Council was largely met by the creation of the CRS Human Relations Committee in August 1972, pursuant to new Library regulations. Members of the committee represent the Service on the Library's Human Relations Council and, acting in an advisory capacity, work to improve communications at all levels within the Service. The committee has been very active in its first year. Its membership of 16 elected and at-large members, representing all CRS divisions, distributed a questionnaire to all staff to ascertain problem areas, established permanent and special subcommittees to focus on the problems identified, held frequent meetings with representatives from the Library and CRS Office of the Director, issued reports, and frequently invited guest speakers to its weekly meetings to provide the committee with information on particular topics and problem areas.

A second CRS conference was held in May 1973 to evaluate the Service's procedures and performance with respect to the preparation of subject and terminating program lists, congressional liaison, major committee projects, organizational alternatives, and other aspects of Reorganization Act implementation. Information derived from the background reports, discussion summaries, and recommendations of conference participants is provided in appropriate sections of this report. The conference stimulated several planning and evaluation efforts which are expected to be reflected in the accomplishments of fiscal 1974.

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Evaluation

The Service's concern with improving the quality of its work products, assuring the responsiveness and usefulness of its research for Congress and finding more effective ways to manage its resources in support of these goals has been enhanced by the increased workload and substantive research changes generated by the Reorganization Act.

Groundwork has been laid for an automated major project reporting system to enable more effective coordination on the Service's major research efforts, particularly in relation to interdivisional or team assignments. It is anticipated that management decisions on the allocation of staff and other resources will be facilitated with a centralized record of the issues, subject areas and types of products for which congressional demand in major research undertakings is greatest.

The Service's evaluation efforts in the past year centered around quality review of the Service's work products and surveys of congressional clientele to elicit feedback on a sampling of these products.

Quality Review

Broadly speaking, quality review is an integral part of most activity conducted in CRS. In a narrow sense, it is review of work products, counseling on work at various stages, and proofreading. The divisions have primary responsibility for project design, factual accuracy, analytical soundness, and the mechanical and stylistic quality of research efforts and most quality review is performed at the division level. The methods of review vary between divisions, ranging from highly structured review and counseling by section heads to virtually total reliance on the division chief. In all divisions the efforts to ensure a high standard of work are considerable. An informal survey of Service quality review activities revealed that 61 middle and senior level staff, ranging in grade from GS-11 through GS-18, were spending an average of roughly 38 percent of their time on quality review. This offers some indication of the Service's investment in review activity which is simultaneously an investment in the continued professional development of CRS staff.

A small quality review staff in the Office of the Director, under the direction of the Coordinator of Research, is responsible for oversight review of major CRS written products. Its primary purpose is to ensure that these comply with CRS policies and standards of non-partisanship, non-advocacy, objectivity, appropriateness, responsiveness, and confidentiality. It assures

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that out-going work meets CRS standards of intelligibility and format as outlined in the manuals "Guide to Preparation of CRS Reports" and "A Guide to Bibliographic Form," and supplements division review in cases where oversights appear to exist. The staff also initiates interdivisional and interdisciplinary review on papers extending to matters outside the primary competence of the writer, usually of a legal, economic or scientific nature, and routinely arranges for peer review on most major policy papers. Between 60 and 100 items are handled each day by the front office reviewers.

An additional reviewer joined the staff in the past year and the scope of staff responsibility was extended to policy and substantive review of all major written products of the Service, including multilithed reports, congressional document drafts, subject and terminating program reports, substantive memoranda, and bill analyses.

Evaluation Card Surveys

As a way of ascertaining the usefulness and responsiveness of CRS work products, the Service initiated two sample feedback surveys in fiscal 1973. These consisted of attaching a return-mail evaluation card, identifying the researcher, CRS division, and requesting congressional office, to outgoing inquiry responses over a one-week period. As cards were returned to the Service, they were matched with the original request fanfolds containing additional identifying information. The results of the surveys were then tabulated, analyzed and distributed to all CRS staff, and the evaluation cards were subsequently returned to individual researchers.

The surveys were conducted August 14-18, 1972 and March 19-23, 1973. Although there were significant differences between the sample size and composition of CRS and congressional staffs in the two surveys, the percentage of cards returned and overall ratings were surprisingly similar. In August, 52 percent of the 843 cards sent out were returned. In March, traditionally one of the busiest months in CRS, 1,186 cards were sent out and 664 (56 percent) were returned. Expressed in percentages the overall ratings were identical with 61 percent of the cards in both surveys rated "superior," 37 percent "satisfactory" and 2 percent "unsatisfactory." Congressional representation in the surveys was substantial; cards were returned from 258 Member and committee offices in August and 331 offices in March.

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A Summary of Evaluation Card Survey Results

Questions		August		March 1973
Is the response on point--is it what you requested?	YES	98%		99.4%
	NO	2		0.1
	NO ANSWER	-		0.5
		100%		100.0%
Is it in time to be useful?	YES	97%		96%
	NO	3		3
	NO ANSWER	-		1
		100%		100%
(When applicable) Is the information and/or analysis provided sufficiently comprehensive?	YES	77%		79%
	NO	3		2
	NOT APPLICABLE	20		18
	NO ANSWER	-		1
		100%		100%
Considering the nature of the request and the time requirements, how do you rate this response?	SUPERIOR	266	(61%)	402
	SATISFACTORY	164	(37%)	245
	UNSATISFACTORY	9	(2%)	13
	NO ANSWER	---	--	4
		439	(100%)	664

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Although the sampling of requests from committee offices was considerably smaller than from House or Senate offices, these received no unsatisfatory ratings and the highest percentage of superior ratings in both surveys. The increase in percentage of superior ratings from committees between the August and March surveys may be partly attributable to new CRS services emerging from implementation of the Reorganization Act.

Superior and Unsatisfactory Ratings on Cards, By Congressional Office

	August Survey				March Survey			
	Superior		Unsatisfactory		Superior		Unsatisfactory	
House Offices	176	(61%)	3	(1%)	245	(61%)	8	(2%)
Senate Offices	69	(60%)	6	(5%)	121	(57%)	5	(2%)
Committee Offices	21	(64%)	0		36	(73%)	0	
ALL OFFICES	266	(61%)	9	(2%)	402	(61%)	13	(2%)

Comparing Member/committee to constituent ratings, it is evident that the former generate more approval than the latter, which is in turn reflective of CRS priorities. The following percentile ratings were received:

Superior and Unsatisfactory Card Ratings, By Source of Request

	August Survey		March Survey	
	Superior	Unsatisfactory	Superior	Unsatisfactory
Member/Committee	65%	1%	64%	2%
Constituent	50%	3%	56%	3%
All Requests	61%	2%	61%	2%

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CHAPTER VI. PROBLEMS AND CHALLENGES

The Congressional Research Service's major preoccupation in recent years has been to push forward rapidly and imaginatively, but also as prudently as possible, with its new and expanded responsibilities under the Legislative Reorganization Act of 1970. At the same time, and also in response to the 1970 Act's directive, CRS has sought to maintain and improve its more traditional services to Congress.

That traditional and continuing role is to supply Members and staffs of Congress with an encyclopedic range of factual information, objective and nonpartisan research, and a variety of related services. The 1970 Act directs CRS, in addition, to expand its support for committees, with particular emphasis on policy analysis assistance, and to explore new services and new ways of providing services. Since 1970, Congress has assigned further duties to the Service, most notably that of supporting the new Office of Technology Assessment.

As it addressed itself to these multiple challenges, CRS inevitably encountered several long-range problems and a host of relatively ephemeral ones. Some were petty, others were more significant, but all required a response.

Many of the shorter term difficulties stemmed from the rapid expansion of the Service in recent years. The Service's last annual report mentioned some of the problems raised, for example, by the influx of large numbers of new staff with respect to training. Several steps were taken to deal with problems of this kind in fiscal 1973. The Service established a more comprehensive orientation program to introduce staff to CRS policies and operating procedures, put almost 300 of its staff through a special in-house course on Congressional Operations and Procedures, and organized a monthly Speaker's Forum at which noted experts in various professional fields lectured to Service personnel. For implementation in fiscal 1974, the Service developed plans for Program Crossover, a program designed to help non-professional employees move into the professional career system by giving them appropriate on-the-job and academic training. CRS also began to explore ways of educating its staff in the federal budget process. Additionally, planning was begun on a training course for supervisory personnel on the policies and practices of the Service. With these and other programs under consideration, the Service hopes to evolve a comprehensive and integrated approach to orientation and career training that will satisfactorily accomodate an expanding staff.

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Of all the problems associated with staff growth, one of the most destressing in fiscal 1973 was that of inadequate space. Unfortunately but unavoidable, CRS expansion occurred in a time of increasingly critical space shortages in the Library. Larger numbers of CRS staff were therefore necessarily housed in constricted and unsuitable work areas. Staff morale and efficiency were affected under these conditions. Like other departments of the Library, the Service eagerly looks forward to the resolution of these problems promised by the eventual completion and occupancy of the Madison Memorial Building.

Last year's annual report noted another problem engendered by the Service's growth, that of providing additional management support for a burgeoning staff. Discussions and analysis of alternative approaches to high-level management organization continued in fiscal 1973. The first concrete reogranization plans were expected to emerge in 1974.

Several lesser but nevertheless vexatious problems hampered the work of the Service to one degree or another in 1973. Like the rest of the Government, CRS was plagued by the shortage of qualified clerical personnel. A partial alleviation came to the attention of the Service in 1973, the appearance of new word-processing systems. CRS planned to test several systems and to install the best of them in fiscal 1974. Another minor source of difficulty arose in the Service's mail delivery system. Plans for new control procedures, manpower increases, and organizational changes were under study as fiscal 1973 ended. Breakdowns in copying equipment, upon which CRS has increasingly relied to speed up service, also hampered the workflow from time to time. The establishment of better maintenance procedures and the installation of more efficient and reliable machines to cope with these difficulties were high on the Service's improvements agenda for fiscal 1974. Finally, the paper shortage occasionally hampered the Service during 1973; in particular, it caused a serious delay in the publication of *The Constitution Annotated.*

All or most of these difficulties should be resolved in some reasonable period of time. In other areas, however, the Service faces problems of a continuing kind which, by their nature, are never completely resolvable.

The character and current environment of the Congress itself established the context for these problems. As a highly sensitized political institution, Congress inevitably creates tensions for an organization whose basic mission is to provide nonpartisan, objective research and analytical support to Members of all parties, ideologies, and policy preferences, and to all committees, whatever their composition. Moreover, because Congress confronts an increasingly complex and turbulent world characterized by an accelerating rate of social, economic, and techonological change, its needs are more frequently volatile, unpredictable

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and overwhelming than in the past. To meet these crises, the Service is called upon more and more often to mobilize virtually all of its resources for particular projects, occasionally delaying the completion of other pending work. This environment also requires a constant and continuing effort by the Service to have its subject resources keep pace with events and congressional needs.

To all this add the fact that Congress is a voracious, almost insatiable, consumer of information and research support. Because the Service is still a relatively small organization, it must continually balance encouragement of additional work assignments against existing capability to handle them. This contrast between congressional demand and CRS resources presents never-ending problems in the allocation of those resources. As noted in last year's annual report, the continuing challenge for the Service is to employ its resources in as even-handed a fashion as circumstances permit and in a way that will best serve the interests of all elements of Congress.

CRS faces another series of continuing problems in its evolving relationships with committees. Liaison with committees expanded significantly as a result of the process by which the Service prepared and submitted subject lists to them at the beginning of the 92d Congress. But this experience also provided the Service with a fuller appreciation of the diversity and complexity of internal committee structures and processes. It therefore confirmed the Service in its intention of developing liaison relationships in the most flexible way, subject to change as circumstances warrant. This intention, in turn, implies a continuous monitoring of committee relationships that will require an organizational focus.

Innovation is another never-ending process. In fiscal 1973, the Service initiated a series of seminar programs on major policy issues for Members and staff of Congress, expanded its automation facilities and applications, revised the *Legislative Status Report*, and opened another CRS Reference Center. In fiscal 1974, it planned to develop special data programs for the Senate's computer system (at the request of the Senate Committee on Rules and Administration), to produce analyses of the budget with the assistance of computerized econometric models of the economy, and to explore the usefulness for Congress of futures research materials and techniques.

Other challenges loom on the horizon. In fiscal 1973 the Service began to examine what its responsibilities to the Office of Technology Assessment might entail. CRS also may be called upon to support other proposed new arms or units of Congress, or to assist in suggested new procedures. Each of these will be met as they arise, for the basic challenge to the Service is to keep pace with the dynamic needs and nature of the Congress.

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APPENDICES

A. The Legislative Reorganization Act of 1970: A Summary of Implementation Progress

B. FY 1973 Workload Statistics

Table 1: Inquiries Cleared by Month and by Division
Table 2: Requests Cleared by Source and Type of Request

C. Selected Letters from the Director to the Congress

D. CRS Regular Reports

E. Selected CRS Writings in Fiscal Year 1973

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APPENDIX A

The Legislative Reorganization Act of 1970 (Public Law 91-510): A Summary of Implementation Progress

The Legislative Reorganization Act of 1970 (P.L. 91-510) revised and expanded the functions and responsibilities of the Congressional Research Service in Section 321. It is the goal of the Service to achieve substantially full implementation of the Act's provisions by 1976. The following summary of the Act's major provisions and CRS implementation progress in fiscal years 1972 and 1973 is presented as a supplement and index (with page references) to materials covered in the report which are most relevant to the Act's implementation.

Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
"...It shall be the duty of the Congressional Research Service, without partisan bias-- "(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...to assist the committee in-- "(A) determining the advisability of enacting such proposals; "(B) estimating the probable results of such proposals; "(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..."	Policy Analysis and Research Support to Committees. During FY 1973 the Service identified and maintained centralized records on 220 major research projects for congressional committees. These were generally defined as analytical projects directly connected to legislation and involving a significant investment of CRS manpower and time. On the average approximately 29 mandays were spent per project. They frequently involved extensive liaison with committees and/or coordination by researchers within and between divisions. Overall, 36 committees and 41 subcommittees were served. Since this was the first year that projects of this nature were specifically identified it is difficult to compare this record with previous years; however, statistical records on completed projects requiring over 10 days of research time indicate a 222% increase in the past two years (from 132 in FY 1971, 210 in FY 1972 to 293 this year). (pp. 18-28, 41-58)

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Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
The Service is "...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..."	Subject and Policy Area Lists. The Service's initial experience with preparing and submitting subject and policy area lists to congressional committees occurred during FY 1973 for the 93d Congress. Some 30% of the total research staff participated in the 37 ad hoc team which prepared the lists. The teams and front office coordinating staff submitted final lists and associated background reports in the early spring of 1973. A total of 45 lists were prepared and sent to 46 committees; the average list to a committee contained 18 subjects, usually with accompanying reports. While subject to further evaluation, the list preparation process established liaison relationships between CRS and virtually all congressional committees. Additionally, the process generated many major research projects for committees during the fiscal year. (pp. 28-31)
"...(T)he Service shall maintain continuous liaison with all committees..."	Liaison. Although no formal liaison system has yet been established, the use of ad hoc interdivisional teams in the preparation of subject lists may be a prototype for future liaison efforts. Initial steps have been taken to define the responsibilities of the liaison job and assess the advantages and disadvantages of alternative liaison arrangements. Extensive liaison with several committees and subcommittees is already underway in connection with major project work and some form of liaison was extended to virtually all committees as a result of preparing subject and terminating program lists. (pp. 18-20, 30-1)

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Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
The Director of CRS "...may procure the temporary or intermittent assistance of individual experts or consultants...(and) the temporary or intermittent assistance of educational, research, or other organizations of experts and consultants..."	Contract Authority. Criteria and procedures for utilization of the contract authority have been specified by the Service and were applied for the first time in FY 1973. Under a $194,100 appropriation for the purpose (adjusted from $151,000 during the year), the Service expended or obligated $194,030. It entered into 17 contracts with costs per contract ranging from a low of $134 to a high of $48,000. Of these, 16 were let for a fixed price while one was negotiated on a time and materials basis. (pp. 35-6)
The Service is authorized "... 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..."	Other Research Assistance. Members and committees continue to turn to CRS for the preparation of background reports on legislative problems and public issues, for legal opinions, pro and con analyses, comparisons of bills, tabulations, personal consultations with subject specialists, assistance with the preparation of statements and speech drafts, and other services from the research divisions. Typically research for these assignments ranges from less than a day to up to two weeks and reflects, overall, a major investment of staff resources. Several reports are prepared in anticipation of congressional demand each year and are available in CRS multiliths. In addition to indepth research projects for committees noted above, nearly 500 major Member, anticipatory and shorter-term committee projects were in process during FY 1973. These involved an average of 16 mandays per project. Although this is a small number by comparison to total Member and committee requests cleared by the research divisions in FY 1973 (49,127), it represents a significant investment of time in projects requiring extensive research. (pp.31-5, 41-58)

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Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
The Service is directed "...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..."	Terminating Program Lists. Beginning in late 1971, the American Law Division examined over 4,000 statutes enacted during the preceding ten years (beginning with the 87th Congress in 1961) and identified some 730 programs and activities that will expire during the 93d and subsequent Congresses. During FY 1973 the Service prepared lists of the 458 programs scheduled to expire during the 93d Congress and transmitted the lists to 32 House, Senate and joint committees. Each packet contained basic identifying information on the programs relating to the committee's jurisdiction and a legislative history or more extensive background report. At their request, the two Appropriations Committees were sent complete listings of programs scheduled to expire in this Congress. Three committees in the House and one in the Senate had no programs scheduled to expire and were sent explanatory letters. (pp. 59-62)
CRS is required "...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 measure, a description of other relevant measures of similar purpose or effect introduced in the Congress, and a recitation of all action taken theretofore by or within the Congress with respect to each such other measure..."	Purpose and Effect Memoranda. The fiscal 1972 and 1973 appropriations have permitted initial but limited efforts to implement this responsibility. A Legislative History Unit has been established in the American Law Division to prepare purpose and effect memoranda for the some 1100-1300 committee and subcommittee hearings held during each session of Congress. The Unit is assembling and indexing a collection of basic reference materials and answered over 200 requests for legislative histories in the past year (only a few of these requests related to pending measures). The preparation of histories and memoranda is assisted by the Service's computer capability to retrieve legislative status

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Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
	data on pending bills and bibliographic citations to relevant reports, articles and CRS multiliths. (p.63)
The Service shall "...prepare summaries and digests of bills and resolutions of a public general nature introduced in the Senate or House of Representatives..."	Digests and Status of Bills. Since 1935 CRS has been required by statute to provide a current record of legislation. The *Digest of Public General Bills and Resolutions*, serving this purpose, was automated in 1970 and refinements in the computer program and a proliferation of computer terminals to access the base (including pilot installations in senatorial offices this year) have marked recent progress.(pp.63-4) The former *Legislative Status Report* was renamed and substantively altered in FY 1973 to provide more emphasis on major legislation and issues before the Congress. In addition to legislative status and bill content information, *Major Legislation of the 93d Congress* contains background information on major legislative issues and identifies presidential messages, court cases, CRS multiliths and other relevant reports. The revised report continues to be issued at the end of each month and is supplemented by a weekly *Legislative Status Checklist*. (pp.64-6)
The Service is authorized "...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..."	Reference Assistance. Most of the Service's reference requests are handled by the Congressional Reference Division. In the past year the Division cleared 118,552 requests, a total of 56% of all Member requests cleared by the Service, 52% of committee requests and 85% of the constituent inquiries. A total of 60,399 constituent requests were cleared in FY 1973, a decline relatively and absolutely from previous years.

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CRS continues to provide translation and graphic services and compilations of materials in support of the annual debate topics.

Since passage of the Act, the Service has opened two reference centers for the convenience of congressional staff, one in the Rayburn Building in January 1971 and the other in the Russell Senate Office Building in January 1973. In FY 1973, four seminar programs were initiated for the benefit of Members and congressional staff. Automation capabilities have increased dramatically in recent years, especially in FY 1973, and the Service currently has access to ten data files, five within the Service and five through contractual arrangement with outside organizations. The Library Services Division, which provides information support to CRS divisions and frequently to congressional offices, has expanded its services and experienced a notable growth in congressional demand for the SDI and on-demand bibliographic services. (pp. 67-77)

"...The Librarian of Congress is authorized to appoint in the Congressional Research Service upon the recommendation of the Director, Specialists and Senior Specialists in ...(22) broad fields... (and) such other broad fields as the Director may consider appropriate..."

Senior Specialists. The Service currently has 32 senior specialist positions, nine of which are in combination with the positions of Deputy Director (1), Division Chief (7) and Assistant Chief (1). No senior specialist positions were requested in the FY 1972 budget. Six were approved in the FY 1973 budget in the fields of American public law, federal budget, engineering and public works, public administration, transportation and communications, and urban affairs. Approval for the position of Assistant Director, in combination with a senior specialist classification, was requested in the FY 1974 budget. (pp. 8,9,79)

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Major Provisions of Section 321	Summary of Implementation, FY 1972-1973
"...(T)he budget estimates of the Congressional Research Service... 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..."	Budget Estimates. Separate budget estimates were prepared and submitted for fiscal years 1972, 1973 and 1974. (pp. 6-10)
"...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..."	Annual Reports. Annual reports were prepared and submitted on Service activities in fiscal years 1971, 1972 and 1973.

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APPENDIX B

Table 1: Inquiries Cleared by Month and by Division

Table 2: Requests Cleared by Source and Type of Request

Division Codes (Table 1)

A - American Law Division
E - Economics Division
Ed - Education and Public Welfare Division
EP - Environmental Policy Division
F - Foreign Affairs Division
GGR - Government and General Research Division
SPR - Science Policy Research Division
S - Senior Specialist Division
C - Congressional Reference Division
D - Office of the Director
L - Library Services Division
T - Translation Unit

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Table 1: Inquiries Cleared by Month and by Division, Fiscal 1973

Month	A	E	Ed	EP	F	GGR	SPR	S	Total Res. Divs.	C	D	L	T	TOTAL	%
July 1972	849	590	732	185	371	522	260	97	3,606	7,045	58	33	218	10,960	6.1
August	995	705	792	299	327	491	302	98	4,009	7,822	81	36	253	12,201	6.7
September	1,001	852	866	237	432	386	254	126	4,154	7,871	90	26	203	12,344	6.8
October	856	864	1,089	234	362	603	269	175	4,452	10,562	51	28	332	15,425	8.5
November	937	593	670	186	284	499	226	91	3,486	8,382	73	31	328	12,300	6.8
December	711	397	472	228	294	454	220	117	2,893	6,930	76	18	124	10,041	5.6
Jan. 1973	1,076	845	1,036	304	423	868	309	181	5,042	11,217	113	77	121	16,570	9.1
February	1,186	1,066	981	517	523	830	304	191	5,598	12,519	108	76	131	18,432	10.2
March	1,664	1,276	1,380	582	571	803	473	266	7,015	14,314	205	125	359	22,018	12.2
April	1,243	813	1,017	475	600	836	497	162	5,643	12,019	123	90	122	17,997	9.9
May	1,147	913	968	527	581	942	485	214	5,777	10,804	82	57	200	16,920	9.3
June	1,205	1,255	1,299	522	627	849	410	223	6,390	9,012	150	80	224	15,856	8.8
TOTAL	12,870	10,169	11,302	4,296	5,395	8,083	4,009	1,941	58,065	118,497	1,210	677	2,615	181,064	100.0
Percent	7.1	5.6	6.2	2.4	3.0	4.5	2.2	1.1	32.1	65.4	.7	.4	1.4	100.0	

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Table 2: Requests Cleared by Source and Type of Request, Fiscal 1973

Type of Request	Source of Request: Member	Committee	Subtotal	Constituent	Total	Percent
Background Analyses	10,260	3,308	13,568	1,234	14,802	8.2%
Emerging Issues Reports	40	435	475	---	475	0.3
Terminating Program Repts.	31	462	493	---	493	0.3
Purpose & Effect Memoranda	17	9	26	4	30	---
Bibliographies	334	147	481	78	559	0.3
SDI Hard Copy	322	683	1,005	1	1,006	0.6
Draft Statements(speeches)	1,563	310	1,873	4	1,877	1.0
Translations	2,480	149	2,629	3	2,632	1.5
Graphics	113	40	153	---	153	---
Factual Information	74,600	14,051	88,651	49,683	138,334	76.4
Bill Analyses	2,880	593	3,473	961	4,434	2.4
Legislative Compilations	823	176	999	130	1,129	0.6
Data Base Searches	13	3	16	4	20	---
Requested CRS Multiliths	5,520	1,024	6,544	276	6,820	3.8
Kits	248	31	279	8,021	8,300	4.6
TOTAL	99,244	21,421	120,665	60,399	181,064	100.0%
PERCENT	55%	12%	67%	33%	100%	

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APPENDIX C

Selected Letters from the Director to the Congress

1. Letter of July 14, 1972 to all Members announcing the first two CRS-Brookings seminar programs for Members of Congress.

2. Letter of October 27, 1972 to all Members announcing the first CRS-Brookings seminar program for congressional staff.

3. Letter of November 22, 1972 explaining the taxation series of seminars for congressional staff.

4. Letter of January 2, 1973 to Senators and Senate Committees announcing the official opening of the Russell Senate Reference Center.

5. Letter of January 29, 1973 to Members explaining the National Growth series of seminars for Members and senior congressional staff.

6. Memorandum to all Members and Administrative Assistants inserted in the first issue of Major Legislation of the 93d Congress in April 1973.

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Congressional Research Service

WASHINGTON, D.C. 20540

July 14, 1972

The Honorable

United States Senate
Washington, D.C.

Dear Senator :

We were very pleased to receive your response indicating interest in accepting our invitation to participate in the CRS-Brookings Seminar Program for Members of Congress. The response from various Members has been so favorable that we are now announcing two seminars:

I.

Tuesday Evening, August 1, 1972, 6:15 p.m.

PROGRAM: U.S. RELATIONS WITH CHINA

Resource Panelists

A. Doak Barnett
Senior Fellow
Foreign Policy Studies
The Brookings Institution
Author: A New U.S. Policy Toward China

Benjamin I. Schwartz
Professor of History & Government
Member, Executive Committee
East Asian Research Center
Harvard University
Author: Communism and China, Ideology in Flux

II.

Tuesday Evening, August 15, 1972, 6:15 p.m.

PROGRAM: PERSPECTIVES AND CONSIDERATIONS IN WELFARE REFORM

Resource Panelists

Wilbur J. Cohen
Professor and Dean
School of Education
University of Michigan, and
Former Secretary of Health, Education, and Welfare

Robert J. Lampman
Professor of Economics
University of Wisconsin
Member of Staff: Institute for Research on Poverty (New Jersey Experiment); and Health Economics Research Center
Editor: Journal of Human Resources

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The seminars will be held in the Whittall Pavilion at the Library of Congress. We will have a Social Period at 6:15 p.m. and will have dinner at 6:45. The discussion will start at 7:30 o'clock and the meeting will adjourn shortly after 9:00.

The Chairman of the seminar will be a Senior Staff Member of Brookings. He will be assisted by someone from our staff. Brief background material will be sent in advance of the seminar to each Member who is a participant.

Since we have to make arrangements in advance, I would be grateful if you would let my office know promptly, by returning the enclosed card, or by phone (426-5775), whether or not you will participate in either or both of these two seminars. The participant list will be made up in the order of receipt of acceptances.

If too large a number of acceptances to either of the seminars is received by July 25th, a second seminar on the same subject will be planned for a later date.

Sincerely yours,

Lester S. Jayson
Director

P.S. These first two seminars are for Members of Congress only, but we are developing a Seminar Program for the Senior Professional Staff. More about that later.

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Congressional Research Service

WASHINGTON, D.C. 20540

October 27, 1972

The Honorable
, Chairman
Committee on
United States Senate
Washington, D. C.

Dear Senator:

Earlier this year the Congressional Research Service initiated a pilot program of seminars on public policy issues for Members of Congress, conducted in cooperation with the Advanced Study Program of the Brookings Institution. The program was warmly commended, and we expect to resume it when the 93d Congress convenes.

We are now planning a similar program for senior professional staff, and we would like your assistance in that regard. We will conduct at least one staff seminar before the year ends; if there is a good response, we will also continue the staff program next year. At each seminar, one or two nationally prominent specialists in a particular subject will meet with a small group of Members or staff. The seminars are held in the evening at the Whittall Pavillion of the Library of Congress.

The first seminar for Congressional staff will be on the subject of "Legislative Implications of the Election Results." It will be held during the week of November 27. The seminar participants will be notified of the specific date and time, and of the guest speakers well in advance of the meeting.

We would be grateful if you would indicate on the enclosed card the name of a majority and a minority senior professional staff member of your committee (limited to one of each because of space problems) whom you would like to have invited to this pilot seminar, or call my office (426-5775). We know this is a busy time, but we would appreciate it if we could hear from you before November 3 so that we can make definite arrangements.

Sincerely yours,

Lester S. Jayson
Director

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Congressional Research Service

WASHINGTON, D.C. 20540

November 22, 1972

Re: Taxation Seminars for Congressional Staff

The Congressional Research Service has been asked by a number of Senators and Members of the House to arrange a series of seminars on taxation for Congressional staff. The desire is to understand specific tax issues and their fiscal and economic background, principally at the Federal level but also at the State and local levels.

A number of interested Congressional staff members is assisting us in planning the series. We have tentatively agreed upon the subject matter of the first six sessions. The opening session would be on "Budgets and Tax Systems of Federal, State and Local Governments." Later sessions would be on "Theories of Taxation and Distribution of Tax Burden," "Prospects for Federal Tax Legislation in 1973," "Logic of the Internal Revenue Code," "Tax Provisions Related to Business Investment such as Depreciation and Investment Credit" and "Issues in the Taxation of Capital Gains and Losses." We estimate that the total program would encompass some 12 sessions and we expect to agree upon the content of the additional five or six in the near future.

At each seminar, two qualified specialists in the subjects to be discussed will meet with a group of perhaps 30 to 40 staff members. Every effort will be made to have a balanced presentation of competing viewpoints where they exist. The seminars will be held in the evening from 6:30 to 8:30 p. m. at the Library of Congress. For the participants who wish it, we will try to arrange to have a dutch-treat box supper available shortly before the start of the session.

We plan to hold the first session on "Budgets and Tax Systems of Federal, State and Local Governments" in mid-December. The second session would be held early in January, to be followed by other sessions at weekly intervals. The seminar participants will be notified of the specific date and time, and of the guest speakers, and will be furnished a reading list well in advance of each meeting.

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If you are interested, we would be grateful if you would indicate on the enclosed card the name of a senior professional staff member (limited to one because of space limitations) whom you would like to have invited to this program of tax seminars, or call my office (426-5803) Incidentally, if you would prefer sessions to be held at noon or 4:00 p. m., rather than 6:30, please indicate that preference on the enclosed card. Responses may be such as to require that we establish an additional series at such other hours, and if so, we could accommodate your preference. We would appreciate it if we could hear from you before November 28, so that we can make definite arrangements.

Sincerely yours,

Lester S. Jayson

Lester S. Jayson
Director

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Congressional Research Service

WASHINGTON, D.C. 20540

January 2, 1973

Dear Senator:

In an attempt to serve you and your staff faster and better, the Library is converting its traditional book delivery station in the Old Senate Office Building to a Reference Information Center.

The Center will be operated by professional librarians from the Congressional Research Service and will be stocked with an expanded reference collection of several hundred volumes. It will have current copies of major newspapers, collections of the leading periodicals dealing with national issues, and an extensive collection of biographical directories, directories of corporations, associations, and foundations, quotation books, almanacs, and encyclopedias. The Reference Center will stock over 1,000 recent CRS studies and reports and, of course, continue to provide loan service and individual pick up and delivery of books.

The purpose of the Center is two-fold: first, to give you the fastest possible service on those kinds of spot informational questions whose replies need not be prepared in the more distant Library of Congress building but which can come up directly from the Reference Center; and second, to give your staff an in-house and person-to-person access to CRS librarians who will either answer your inquiries at once or transmit them to the appropriate researcher in the Congressional Research Service for reply.

The Reference Center is connected to the Congressional Research Service by electronic equipment so your inquiries can be transmitted in either direction in seconds. You and your staff, therefore, have a choice: if you wish to use the traditional, single CRS telephone number (9-426-5700), the CRS inquiry recorders in the Library will sort out those questions which can be handled by the Senate Reference Center and the recorder will transmit them there at once, for quick response and delivery to you. If, on the other hand, you would like to call the Reference Center directly for short, informational (as contrasted with research, analytical, and legislative briefing) questions, please feel free to dial the Center's extension (53550) on the Capitol switchboard.

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The Reference Center idea is still very much in the experimental stage so, if you have informational needs which either it or the CRS in general can provide, do bring them to the attention of the Center's librarians in the Old Senate Office Building, Room 34-A, and we will see how the Library can support you. The Center is located in the same corridor as the Credit Union office and around the corner from the Senate Stationery Room in the Russell Building (OSOB); its librarians will be happy to show the facilities available and to talk with you about ways for making the Center more useful to your work. I hope that you will circulate this announcement to your staff to alert them to the new functions of the Center.

Sincerely yours,

Lester S. Jayson

Lester S. Jayson
Director

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Congressional Research Service

WASHINGTON, D.C. 20540

January 29, 1973

The Honorable

U. S. House of Representatives

At the request of the Subcommittee on Housing and Urban Affairs of the Senate Committee on Banking, Housing and Urban Affairs, the Congressional Research Service is pleased to invite you to participate in a series of eight discussions of national growth issues. Because of your involvement in matters related to national growth, the committee believes that you would make a valuable contribution to the discussions.

The seminar series is designed to provide an informal forum where Members of Congress and senior congressional staff having varied interests and responsibilities and representing both Houses and both sides of the aisle can discuss growth policy issues with nationally prominent specialists.

The program is being developed by the National Planning Association and Resources for the Future, in cooperation with the Congressional Research Service, in order to assist the Congress in continuing the work it began with the passage of the "Urban Growth and New Community Development Act of 1970." We feel that this series is timely because of the mounting interest in national growth and its effects, and because of the implications of growth policy on a wide range of legislative matters including housing, urban and rural development, land use, the demand for energy and other resources, and the protection of our environment.

Each of the eight sessions will focus on some aspect of national growth. The dates, topics and speakers for the seminars are as follows:

Meeting Date	Speaker	Topic
February 28	Ralph Widner Center for Contemporary Problems	Elements of National Growth Policy
March 7	William Alonso University of California, Berkeley	National Settlement Patterns

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March 21	Bennett Harrison Massachusetts Institute of Technology	Metropolitan Growth
April 4	C.E. Bishop University of Maryland	Rural Patterns
April 18	Julius Margolis University of Pennsylvania	Fiscal Effects of Mobility and Growth
May 2	Peter Morrison Rand Corporation	How Population Movements Shape National Growth
May 16	Harvey Garn Urban Institute	The Structure and Location of Employment Opportunities
May 30	Benjamin Chinitz Brown Univeristy	National Growth Processes: Implications for Policy

The seminars will be held in the Whittall Pavilion at the Library of Congress from 6:00 p.m. until 9:30 p.m. Light dinner will be served before each discussion.

Because advance arrangements must be made, we would be grateful for a note or a telephone call to Mrs. Beatrice Jones of our Government Division (426-5821). We would appreciate hearing from you by February 9th.

Selected congressional staff members are receiving direct, personal invitations.

We hope that it will be possible for you to take part in these discussions of national growth.

Sincerely yours,

Norman Beckman
Acting Director

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WASHINGTON, D.C. 20540

MEMORANDUM TO ALL MEMBERS OF CONGRESS AND
THEIR ADMINISTRATIVE ASSISTANTS

This is the first issue of an augmented Legislative Status Report. As you know, CRS has for some years published the Legislative Status Report which summarized and provided status of selected major legislation. Measures included were chosen by virtue of both substantive importance and likelihood of receiving significant Congressional action. This service will continue, but in the light of additional information contained in this and in future issues, the title of the report has been changed to Major Legislation of the 93rd Congress (MLC).

Following interviews among Congressional Staff and others, it became clear that the primary use of the Legislative Status Report was to answer various forms of the question: "What is the current Congress doing?" The Report was used as a ready reference summary to provide content for newsletters, speeches, to answer constituent mail and for other purposes. In order to serve these purposes better, the content of the Legislative Status Report has been augmented to provide additional emphasis on major legislation and issues before the Congress rather than containing only legislative status and bill content information. In addition to the latter information, the MLC will contain relevant background information on major legislation, and it will identify Presidential

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messages, court cases, CRS multilithed reports and other appropriate and available information which bear on the bills and issues generally.

The report will continue to be issued monthly as of the last Thursday of each month. The status of the bills described in the full monthly report will be contained in the front of the publication. Weekly status checklists will be issued on Mondays of each of the weeks between full reports. Detailed summaries of bills in this publication can be found in the Digest of Public General Bills and Resolutions, 93d Congress. It should be recognized that both by its nature and also because it is the first issue for the 93d Congress, the contents of this report will be augmented in subsequent issues.

We would very much welcome any comments or suggestions you may have about this new format. Questions regarding routine matters in this publication should be directed to the Editor, Randy Fenninger at 426-6345.

Sincerely yours,

Lester S. Jayson
Director

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APPENDIX D

CRS Regular Reports

Document	Description	Period of Issue	Division Responsible
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
Major Legislation of the 93d Congress (MLC)	Provides status and reference information on major legislative issues	Monthly during each session of Congress	American Law
Legislative Status Checklist	Updates the legislative status information of the MLC. 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

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Document	Description	Period of Issue	Division Responsible
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

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APPENDIX E

Selected CRS Writings in Fiscal Year 1973

The following bibliography includes citations to 352 multiliths and other CRS writings produced for Congress during fiscal year 1973. Included are committee prints authored in whole or in part by CRS staff members, materials written by the Service and inserted in published committee hearings, and selected CRS reports. The listing, with cross references, is in alphabetical order and organized by subject.

CRS materials are prepared expressly for congressional use and copies of any of the entries are available to Members and congressional staff upon request to the Congressional Research Service.

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Aerospace industries--[California]
A profile of the current employment problems in the aerospace industry with an emphasis on California: some efforts at remedy. Nov. 10, 1972. 9, 5 p. Geier, Claire.
Multilith 72-239 SP

Aerospace industries--[U.S.]
A profile of the current employment problems in the aerospace industry with an emphasis on California: some efforts at remedy. Nov. 10, 1972. 9, 5 p. Geier, Claire.
Multilith 72-239 SP

Africa
see Names of individual countries

Age (Law)--[U.S.]--State laws
Minimum statutory ages for various social functions. July 19, 1972. 9 p. Glass, Stuart.
Multilith AP 236

Aged
see also Health insurance for the aged
Public assistance programs

Aged--[U.S.]
Proposed social services regulations. Mar. 21, 1973. 52 p. Humphreys, Joseph.
Multilith 73-73 ED

Aged--[U.S.]--Law and legislation
Major provisions of the Older Americans Comprehensive Services Amendments of 1973. May 10, 1973. 21 p. Jennette, Jo Ellen.
Multilith 73-99 ED

Aggression--[U.S.S.R.]
The invasion of Czechoslovakia, August 20, 1968: a collection of background materials and samples of congressional statements and speeches for use in the preparation of commemorative statements and speeches. July 19, 1972. 80 p. Mihalchenko, Barbara, comp.
Multilith 72-161 F

Agricultural law and legislation--[U.S.]
Economic implications of allowing existing statutory price support provisions to become effective on expiration of Agricultural Act of 1970. Feb. 12, 1973. 4 p. Wilcox, Walter.
Appears also in a committee print, U.S. Congress. Senate. Committee on Agriculture and Forestry. Farm program: studies and data on the farm program. 1973. p. 5-7.

Projected cost of H.R. 8860. June 25, 1973. 5 p. Wilcox, Walter.
Appears also in House report no. 93-337, Committee on Agriculture. Agriculture and Consumer Protection Act of 1973. 1973. p. 50-52.

Agricultural policies--[U.S.]--Presidential messages
Economic appraisal of the administration's farm policy proposals. Feb. 22, 1973. 6 p. Wilcox, Walter.
Appears also in a committee print, U.S. Congress. Senate. Committee on Agriculture and Forestry. Farm program: studies and data on the farm program. 1973. p. 5-7.

Agricultural price supports--[U.S.]
Economic appraisal of the administration's farm policy proposals. Feb. 22, 1973. 6 p. Wilcox, Walter.
Appears also in a committee print, U.S. Congress. Senate. Committee on Agriculture and Forestry. Farm program: studies and data on the farm program. 1973. p. 5-7.

Economic implications of allowing existing statutory price support provisions to become effective on expiration of Agricultural Act of 1970. Feb. 12, 1973. 4 p. Wilcox, Walter.
Appears also in a committee print, U.S. Congress. Senate. Committee on Agriculture and Forestry. Farm program: studies and data on the farm program. 1973. p. 5-7.

Projected cost of H.R. 8860. June 25, 1973. 5 p. Wilcox, Walter.
Appears also in House report no. 93-337, Committee on Agriculture. Agriculture and Consumer Protection Act of 1973. 1973. p. 50-52.

Agricultural wastes--[U.S.]
Agricultural wastes and their environmental impact. Mar. 20, 1973. 19 p. Phillips, Stephen.
Appears also in U.S. Congress. House. Committee on Appropriations. Subcommittee on Agriculture--Environmental and Consumer Protection. Agriculture--environmental and consumer protection appropriations for 1974. Hearings, 93d Cong., 1st sess. 1973. p. 1061-1081.

Agriculture Act
Projected cost of H.R. 8860. June 25, 1973. 5 p. Wilcox, Walter.
Appears also in House report no. 93-337, Committee on Agriculture. Agriculture and Consumer Protection Act of 1973. 1973. p. 50-52.

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Aid to dependent children--[U.S.]
Proposed social services regulations. Mar. 21, 1973. 52 p. Humphreys, Joseph.
Multilith 73-73 ED

Aid to dependent children--[U.S.]--Law and legislation
Child care and child development: legsislative developments during the 92nd Congress. Jan. 3, 1972. 14 p. Revised Dec. 19, 1972. 28 p. Jennette, Jo Ellen.
Multilith 72-266 ED
Revision of Multilith 72-1 ED.

Summary of provisions of H.R. 1 as reported by the Senate Committee on Finance with respect to public assistance and employment programs for families with children. Oct. 16, 1972. 19 p. Humphreys, Joseph.
Multilith 72-216 ED

Aid to dependent children--[U.S.]--Legislative histories
Summary of legislative activity related to family welfare programs in the 91st and 92nd Congresses. Mar. 15, 1973. 25 p. Humphreys, Joseph.
Multilith 73-67 EP

Aid to developing countries
see American economic assistance
Economic assistance

Aid to the blind
see Public assistance programs

Aid to the disabled
see Public assistance programs

Air pollution control--[U.S.]--Law and legislation
Compilation of Federal laws relating to fuel and energy resources. Dec. 1972. 898 p. Costello, George.
Issued as committee print 92-7, House Committee on Interior and Insular Affairs, 92d Cong., 2d sess.

Aircraft industry--[France]
The Concorde SST. Dec. 13, 1972. 20 p. Segal, Migdon.
Multilith 72-257 SP

Aircraft noise
The Concorde SST. Dec. 13, 1972. 20 p. Segal, Migdon.
Multilith 72-257 SP

Aircraft noise--Bibliography
Noise: effects and problems of control; selected, annotated references, 1966-1972. Aug. 18, 1971. 38 p. Revised Jan. 15, 1973. 50 p. Ogonji, Jewel. Loo, Shirley.
Multilith 73-10 L
Revision of Multilith 71-192 L.

Aircraft pilots--[U.S.]--Biography
Astronaut information: American and Soviet. Revised Feb. 12, 1973. 47 p. DeVoe, Barbara.
Revision issued as Multilith 73-78 SP.

Alaska
Highlights of the Department of the Interior's environmental report and decision on the proposed Trans-Alaska oil pipeline. July 1, 1972. 34 p. Siehl, George. Want, Robert.
Multilith 72-156 EP

North Alaska oil and related issues. Nov. 13, 1972. 105 p. Dyas, Norma.
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see Grants-in-aid
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see Future
Technological forecasting

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Foreign affairs
see Foreign relations

Foreign aid programs
see American economic assistance
Economic assistance

Foreign commerce
see Foreign trade

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see also Balance of payments
Economic assistance
Foreign trade policy
International corporations

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see also Foreign trade regulation

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Government information

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Government employees
see also Employee-management relations in government
Government officials
Public service employment

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