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95th Congress }  
1st Session }

JOINT COMMITTEE PRINT

ANNUAL REPORT OF THE  
CONGRESSIONAL RESEARCH SERVICE  
OF THE LIBRARY OF CONGRESS  
FOR FISCAL YEAR 1976

TO THE  
JOINT COMMITTEE ON THE LIBRARY  
UNITED STATES CONGRESS

PURSUANT TO  
PUBLIC LAW 91-510  
TITLE III, PART 2  
(Section 321)



JUNE 22, 1977

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LETTER OF TRANSMITTAL



THE LIBRARY OF CONGRESS  
*Congressional Research Service*

WASHINGTON, D.C. 20540

May 2, 1977

Honorable Lucien N. Nedzi  
Chairman, Joint Committee on the Library  
United States Congress  
Washington, D.C. 20515

Dear Mr. Chairman:

It is my pleasure to transmit the Annual Report of the Congressional Research Service for fiscal year 1976, including the transition quarter, pursuant to the Legislative Reorganization Act of 1970 which directs 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 describes the major areas of the Service's work, including research and analytical services, documentation of legislation activities, information and reference services, and administration. It is the record of progress made by the Service during the fifth year of its program to implement the objectives of the 1970 Legislative Reorganization Act.

The Congressional Research Service has continued its efforts to develop new and improved research and informational services to enable it to meet the challenges posed by increasing and varied congressional needs. The sustained support and counsel of the Joint Committee on the Library continue to be of great value to the Service in all of its endeavors.

Sincerely yours,

  
Gilbert Gude  
Director

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## Chapter I. Highlights of the Year

The Congressional Research Service is the only congressional support agency that provides analysis, research, and information to every element of the congressional community. It does so in virtually every area of public policy and subject interest. It works for all Members and all committees of both Houses, most joint committees, most of the several hundred subcommittees of the two Houses, and the staffs of all these elements. It also serves the staffs of various other specialized groups in Congress and provides substantial support to three sister agencies: the General Accounting Office, the Office of Technology Assessment, and the Congressional Budget Office.

The Service regularly tailors its work to the specific need of a given Member or committee and works under deadlines in virtually everything it does to support the policy and legislative work of Congress.

The Congressional Research Service is the department within the Library of Congress that works exclusively as a research arm for Members, committees, and their staffs. In addition to rendering a great diversity of reference services, CRS staff provide background reports, bill analyses, analyses of alternative legislative proposals, assistance in hearings and other phases of the legislative process, factual statements, bibliographies, graphics, translations, assistance with public opinion polls and other types of surveys and in identifying and assessing long-range goals and objectives, analysis of emerging issues, and trend data. The Service also sponsors and conducts workshops and seminars on public policy issues.

The Service uses as a rough gauge of its substantive work for Members and committees a count of "major projects."

Thirty four percent more major projects were underway this year than in fiscal 1975. By source, 654 projects were in process at the requests of committees and subcommittees, 148 at the requests of Senators and Representatives, and 149 on an anticipatory basis. Major projects served 65 percent of all committees and 35 percent of all subcommittees. Of the 579 projects completed, 20 percent appeared in a committee print or other congressional document, 15 percent provided hearings and other legislative assistance, 12 percent resulted in CRS multiliths, and 53 percent provided analytical and background reports on a diversity of legislative issues.

In the transition quarter a new major project category, Congressional Support Agencies and Miscellaneous Commissions, was added to the major project system. The purpose of adding this new category was to keep better track of major work done at the request of other congressional

support agencies as well as special congressional commissions set up during the year. This new category enables the Service to oversee all its major work done in four areas of service to the Congress--committee and subcommittee work, Member work, anticipatory work for Congress, and congressional support agencies and miscellaneous congressional commissions work. Over 200 new major projects were initiated during this three-month period. Many of these were interdivisional in nature.

Seven percent more major projects were underway in the transition quarter than in the corresponding first quarter of fiscal 1976. By source, 339 were in process for committees and subcommittees, 71 were at the request of members, 137 were on an anticipatory basis, and 6 were for congressional support agencies and miscellaneous congressional commissions. Major projects served 66 percent of all full committees and 34 percent of all subcommittees. Of the 158 projects completed, 27 percent appeared in a committee print or other congressional document, 13 percent provided hearings and other legislative assistance, 18 percent resulted in CRS multiliths, and 42 percent provided analytical and background reports on many different legislative issues.

During fiscal 1976, the Service continued to develop and use innovative automated techniques to maintain timely and responsive service in the face of the myriad demands on its staff and resources. Key accomplishments in improving CRS information delivery through computer-based files included conversion to a computer-supported photocomposition process for the production of the printed Bill Digest, on-line integration of the Legislative Indexing Vocabulary with the automated legislative and bibliographic files, increased distribution of issue briefs from the Major Issues System, and automated production of Major Legislation of the 94th Congress.

Other significant developments were creation of the Research Notification System, development of microfiche files to enable photocopies of cited articles to be provided more efficiently to subscribers, and an increased utilization of audiovisual technologies and equipment in preparing synchronized sound-slide briefings.

In this fifth year of the implementation of the Legislative Reorganization Act of 1970, the Congressional Research Service experienced another year of substantial increases in workload. The Service handled a total of 291,433 inquiries between July 1, 1975, and June 30, 1976, a rise of 19.2 percent above the FY 1975 total of 244,498. During the transition quarter (July 1, 1976, to September 30, 1976) an additional 63,814 requests were cleared. Significantly, the heightened congressional demands related mainly to the public policy work of the Congress. Reference inquiries on behalf of constituents decreased slightly, while requests for factual information and research reports for use by Members and committees increased substantially.

The distribution of CRS requests, by source, was as follows:

FY 1976  
(July 1, 1975-June 30, 1976)

|                   | <u>Number of Requests</u> |
|-------------------|---------------------------|
| Members.....      | 176,069                   |
| Committees.....   | 51,019                    |
| Subtotal.....     | 227,088                   |
| Constituents..... | 64,345                    |
| Total.....        | 291,433                   |

Transition Quarter, 1976  
(July 1, 1976-September 30, 1976)

|                   | <u>Number of Requests</u> |
|-------------------|---------------------------|
| Members.....      | 41,300                    |
| Committees.....   | 12,718                    |
| Subtotal.....     | 54,018                    |
| Constituents..... | 9,796                     |
| Total.....        | 63,814                    |

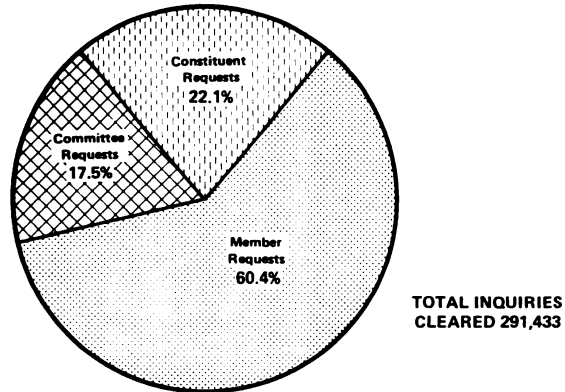
While requests requiring reports, memoranda, and other personalized types of response consumed more than half of CRS research time, eighty-five percent of all requests received in FY 1976 were cleared within five days. The response time on FY 1976 requests is shown below:

Response Time, FY 1976

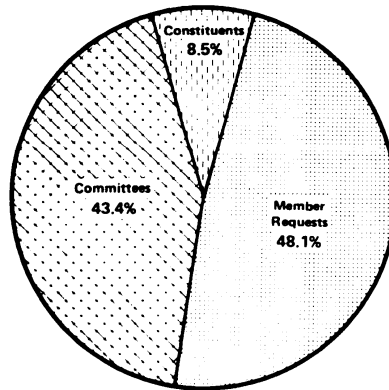
| Same Day      | 1 Day         | 2-5 Days     | 6-10 Days    | Over 10 Days |
|---------------|---------------|--------------|--------------|--------------|
| 136,382 (47%) | 46,994 (16%)  | 64,476 (22%) | 20,945 (7%)  | 22,636 (8%)  |
| 183,376 (63%) | 247,852 (85%) |              | 43,581 (15%) |              |

In calendar 1976, the Congressional Research Service printed 179,835 copies of CRS Multiliths, including 101,985 copies of 238 new titles and 77,850 copies of 327 reprinted titles. While these are calendar year statistics rather than fiscal year statistics, they are indicative of fiscal year production of multiliths as the figures for calendar 1975 and calendar 1976 remained relatively constant. As of December 31, 1976, there were 1,055 CRS Multilith titles available for for distribution in response to congressional requests.

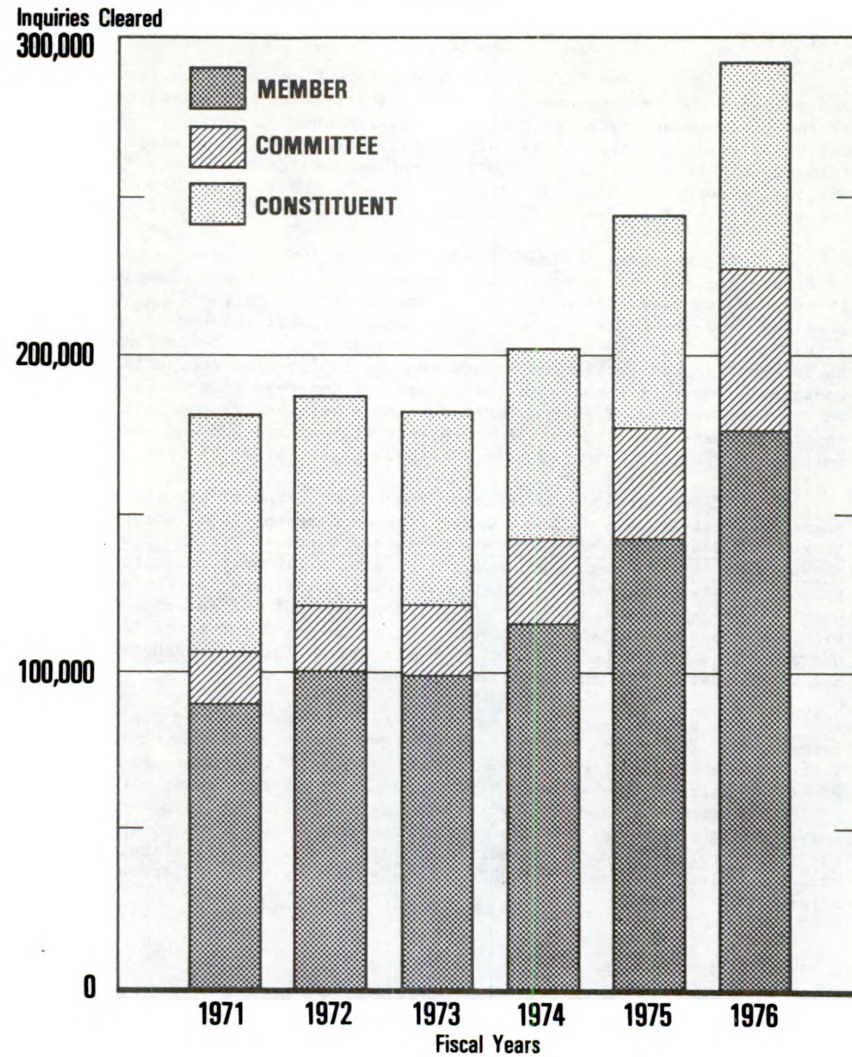
**NUMBER OF INQUIRIES CLEARED,  
Fiscal Year 1976**



**PERCENTAGE OF TIME CRS SPENT ON MEMBER,  
COMMITTEE AND CONSTITUENT REQUESTS,  
Fiscal Year 1976**



## Inquiries Cleared by Source of Request, Fiscal Years 1971 - 1976



Continued growth of the Service in personnel and in scope and diversity of operations necessitated the reorganization of several divisions as well as the Office of the Director. Major organizational changes were implemented in the Economics Division, Foreign Affairs and National Defense Division, and Government Division, while one section of the Library Services Division was restructured.

To enable the Director to devote more time to policy formulation and guidance and to congressional liaison activities, the immediate Office of the Director was reduced in size to consist only of the Director, Deputy Director, staff assistants, and secretarial personnel. Four offices formerly within the Office of the Director were redefined and two new offices were established. A chart of the organizational structure of the Service as of September 30, 1976 appears as Appendix A.

The services performed by CRS in relation to those of other congressional support agencies received considerable evaluation throughout the year. As part of a series of reports on the facilities, services, and interrelationships of the congressional information support services, the Task Force on Information Resources of the House Commission on Information and Facilities issued in June 1976 a committee print containing separate reports on the Library of Congress as a whole and on the Congressional Research Service. These were background information reports prepared for the Task Force by the Library and CRS and were followed by publication of a Task Force management study of CRS.

CRS responded to a request from the chairman of the Committee on House Administration's Ad Hoc Subcommittee on Computers with a report, Library of Congress Information Resources and Services for the U.S. House of Representatives, published in April 1976 as a 110-page committee print. In May 1976 the Subcommittee on Computer Services of the Senate Committee on Rules and Administration requested that CRS collaborate with the subcommittee staff in conducting an in-depth survey of SCORPIO users within the Senate to provide a basis for evaluating strengths and weaknesses of CRS automated support services.

In addition to these and other surveys conducted by congressional commissions, CRS initiated a review of its legislative documentation activities and completed a feedback survey designed to measure the degree of users' satisfaction with work prepared for them, particularly the products of the research divisions. Staff of the Service also participated in a survey conducted by the Subcommittee on Services to Congress of the Librarian's Task Force on Goals, Organization, and Planning. A listing of the various evaluative surveys of CRS undertaken during the year appears as Appendix C.

The activities of the Service's divisions in FY 1976 are reviewed in the following chapters. The report is organized by functional area of service, including major research services, documentation of legislation activities, information and reference services, and administration.



## Chapter II. The Research Divisions

The Service's research divisions are responsible for providing policy analysis and legal research in response to congressional inquiries. In fiscal 1976, they responded to more than 86,000 such requests and accounted for approximately 77 percent of the research time expended by the Service in its support of Congress. The following section presents the highlights of the work of these divisions.

## American Law Division

In fiscal year 1976 the American Law Division responded to almost a third more requests than in the previous fiscal year. As in the past, the requests for assistance covered a wide range of subjects and legal issues. Questions ranged from the context of alleged monopolies in communications and energy production and supply to situations involving, for example, fishing rights of citizens of various countries. Requests often required interpretations of both international and domestic law, such as those concerning the attempted Arab boycott of companies doing business with Israel. Many involved federal and state laws--or legislative proposals--designed to curb crime, further civil rights, or balance the public's right to know with an individual's right to privacy. Often probed was the power of Congress to secure information from executive branch agencies and from the private sector, and with the question of how such a congressional right might be implemented through court action.

Answering inquiries dealing with Congress as an institution comprised perhaps the most significant work of the division during the year. The division's assistance was requested by several committees in connection with efforts to compel government officials or private individuals to provide information needed to carry out committee oversight functions. Other questions involved the authority of courts and grand juries to obtain information from Members of Congress or congressional officers and staff. Still others dealt with situations, such as alleged conflicts of interest, which raised legal or ethical questions.

Committee prints dealing with constitutional and statutory requirements of federal and state election laws were prepared for the Committee on House Administration and Senate Committee on Rules and Administration, and a definitive study of the constitutional and statutory requirements for presidential elections was prepared at the request of the Secretary of the Senate and published as a Senate document. Other significant work concerned various areas of domestic law including consumer protection, banking, and laws regulating other commercial transactions. A notable

development was the increase in the number of projects which involved more than one type of law: for example, those occasioned by various aspects of multinational operations, the Arab boycott, and a proposed cartel of nuclear-power-producing nations.

The major workload in criminal law centered on S. 1, the recodification and revision of the federal criminal code. Members and the Committee on the Judiciary of both the House and the Senate sought information and analysis on numerous provisions of the bill. Other questions of continuing importance were capital punishment, electronic surveillance, governmental intrusions into citizen privacy, and civil rights issues. The relatively new controversy of sex discrimination occupied much time, with questions ranging from the proposed equal rights amendment to the effect of enacted legislation barring sex discrimination in educational institutions receiving federal funds. Unresolved Watergate issues continued to command attention as the division analyzed and dealt with a number of proposals to create special prosecutor offices in the executive branch capable of ferreting out corruption of officials. The regulatory reform issue dominated divisional efforts in administrative law. Much time was spent on questions related to the Freedom of Information Act. The division also dealt with Indian controversies such as treaty rights, hunting and fishing disputes with the states, and state/federal criminal law jurisdiction.

During the transition quarter, the broad subject areas of tax reform, copyright revision, and antitrust legislation were the focus of some attention, and, of course, the election field became an area of active concern.

The Israeli raid at Entebbe, other world incidents, and such specific happenings in the United States as the Teton Dam disaster, the Daniel Schorr hearing, and the swine flu insurance program prompted inquiries into legal ramifications. Continuing issues, including case law in school busing, gun control, lobbying, the Arab boycott, abortion, age and sex discrimination, and selection of judges, also generated a steady flow of requests.

#### Economics Division

Congressional interest in economic matters remained intense throughout FY 1976. Areas of most interest to Congress included tax reform, state and local government financing with a focus on New York City, reform of financial institutions, urban mass transit, corporate financial reporting and disclosure, consumer protection and related issues, the continuing high rate of unemployment, energy economics and oil company divestiture, foreign

trade and finance, and housing. The division invested a large portion of its research effort in support of the House Committee on Banking, Currency and Housing, the House Committee on the Budget, the Senate Committee on Banking, Housing and Urban Affairs, and the Senate Committee on Budget through the year.

The recession brought a heavy workload in the labor economics area, particularly in the area of unemployment. Several labor-management issues including common situs picketing, and the continued debate on public employee labor relations brought a substantial volume of inquiries. There was a sharp growth in requests for research and information in the field of regional economics, a discipline dealing with the interaction of factors such as investment, jobs, income, internal migration, and shifting economic bases within and among regions of the United States. "Sunbelt" became an economic term.

The division substantially increased its major project work for congressional committees during the year. Included were studies on federal grant-in-aid programs that use population as a factor in allocating funds, the role of financial institutions in the nation's economy, economic effect of changes in the investment tax credit, public interest issues facing selected regulatory agencies, and macro-economic effects of deregulation of natural gas. Other reports included an analysis of the tax expenditure budget, characteristics of the world tanker transportation industry, and an economic analysis of alternative fiscal policies.

Among division studies appearing in committee prints were the impact of petroleum divestiture on the national economy, a summary of testimony on the State and Local Fiscal Assistance Act of 1972, federal leasing of petroleum on the Outer Continental Shelf, financial regulatory agency reform, and an evaluation of selected subsidized housing programs. On an anticipatory basis, reports were prepared for congressional users on such subjects as revenue sharing, the national debt, reform of federal estate and gift tax laws, and the Humphrey-Hawkins bill. A summary report, prepared by division staff and updated periodically, provided information on more than 40 selected economic issues before the Congress.

A continuing source of special assistance often requested was the staff monitoring and operating of the Service's automated economic information systems, including economic time series, and econometric models of the U.S. economy. These services were used in analyses of fiscal policy, development of the probable economic effects of proposed legislation, and estimation of the impact of alternative monetary policies, as well as for a variety of other inquiries relating to the U.S. economy.

The division used CRS contracting authority for several studies. Some of these dealt with implications of a possible New York City default, the Washington Area Metro Rail System, and the structure and behavior of

the oil industry.

The transition quarter was an extremely active period for the staff of the Economics Division. Of special note were questions relating to the questionable performance of the economy with a high unemployment rate, monetary policy, the level of government spending and its impact on the economy, federal income tax reform, the effects of massive federal borrowing and loan programs on the credit market, the debate over financial institution reform, and the financial problems of local and state governments.

During the transition quarter, numerous specialized reports were prepared, including studies of the issues and contending arguments on the Humphrey-Hawkins bill, U.S. technology and international trade competitiveness, the costs of regulation, the common situs picketing issue, and how to get information about and apply for federal assistance programs.

Appearing in committee prints were division studies on the clients of the Big Eight accounting firms, electric and gas utility rate and fuel adjustment clause increases, state policies governing multiple-office banking, treatment of employee stock ownership plans under present law, and findings of the OSHA hearings on Kepone.

The Economics Division updated and put into multilith form its survey and summary of economics topics which has received wide distribution. Finally, new issue briefs made available included treatments of airline regulation and electronic funds transfer.

#### Education and Public Welfare Division

Dominating the research effort of the Education and Public Welfare Division during fiscal year 1976 were the subjects of Medicare and Medicaid reform, the development of health manpower legislation, busing and desegregation, higher education, manpower programs, the impact aid program, vocational education, pension programs, gun control, aspects of criminal code reform, aging amendments, and food stamp legislation.

Committee staff assistance took a substantial part of the time of division analysts. Analysis of program operations under Medicare and Medicaid, proposals, major health legislation, and the Medicare Deadline Amendments developed into central concerns for the division specialists in health. Education analysts continued their close relationship with the committees and subcommittees responsible for legislation related to education of the handicapped, vocational education, higher education, and education in the arts and humanities, as well as to the problems of busing and desegregation. Support was provided by division crime analysts to committee staff during

all phases of pending legislation on assistance to victims of crime and the reauthorization of the Law Enforcement Assistance Administration. Illegal aliens, Western Hemisphere legislation, and the resettlement of refugees from Indochina concerned specialists in immigration. Food stamp programs became a major committee concern for division specialists in income maintenance. Research assistance was also provided on such matters as unemployment compensation, Social Security financing, child care services, and veterans affairs.

Division support to committees frequently resulted in congressional publications. Such assistance was provided in the areas of medicare, renal dialysis benefits under Medicare, nursing homes, major health manpower legislation, reimbursement of the providers of health service, federal Indian education programs, individual retirement accounts, federal responsibility to and programs for the elderly, the National School Lunch Act, and the District of Columbia Police and Firemen's Pension program.

Because of increased congressional demand for sophisticated program knowledge, survey research was employed in several projects involving the administration of federally aided vocational education programs, child welfare agencies, supplemental security income, and individual retirement. A 50-state survey of the Aid to Families With Dependent Children program was conducted for the House Committee on Government Operations.

Computer support also proved to be a valuable tool in several projects, including analyses of the more complicated education grant programs, such as Basic Educational Opportunity Grants, as well as projections of the impact of criminal code reform legislation on the federal prison population and examination of cost reports of 1,000 Medicare hospitals in order to develop a new reimbursement strategy for the Medicare program.

Response to an increasing number of requests for basic information was facilitated by approximately 50 new monographs in multilithed form and 12 new issue briefs.

Medicare-Medicaid reform legislation, higher education, vocational education, Western Hemisphere immigration, foreign medical graduates, food stamps, and mandatory retirement emerged as issues which occupied a sizable portion of the time of the Education and Public Welfare Division during the transition quarter.

Staff assistance to committees predominated in the workload of the division during this period. Division specialists in health provided assistance on Medicare-Medicaid reform legislation as well as on Medicare anti-fraud and abuse legislation and health manpower legislation. The education

section assisted the committees and subcommittees dealing with the Education Amendments of 1976 which included provisions concerning financial aid, guaranteed student loans, vocational education, the National Institute of Education, libraries, emergency school assistance, and sex discrimination. The subjects of busing and desegregation continued to be active areas for the education section.

Immigration matters stimulated much work with the topics of Western Hemisphere immigration, illegal aliens, and foreign medical graduates dominating the legislative field in that area. The division specialist in immigration worked closely with the House Committee on the Judiciary's Subcommittee on Immigration, Citizenship, and International Law on the Immigration and Nationality Act Amendments of 1976 and on legislation relating to illegal aliens. Assistance was also provided to House and Senate subcommittees on Title VI of the Health Manpower Act involving foreign medical graduates.

Committee work on food stamp programs continued to occupy much of the effort of the income maintenance section, which also provided support to the House Committee on Education and Labor on the topics of workmen's compensation and manpower. The social services section contributed assistance on the topics of mandatory retirement and veterans, while railroad retirement and unemployment compensation were active subjects for the division specialist in those areas. Assistance was also provided to the Senate Committee on Finance by the division specialist in supplemental security income and child support.

Committee publications or prints appeared as the end product of division work on such subjects as individual retirement accounts and consumer issues, Medicare reimbursement for services of physicians in teaching hospitals, Indian education laws, and cost-based reimbursement of hospitals under Medicare. Additional reports were prepared concerning vision, hearing, and dental services for the elderly; Medicare anti-fraud and abuse legislation; the Community Services Administration; public attitudes toward crime; and the Dependency and Indemnity Compensation Program for veterans.

#### Environment and Natural Resources Division

Energy, pollution, agriculture, and resource use and conservation were major legislative topics of concern for the staff of the Environment and Natural Resources Division. Congressional committees continued to rely on the division to supply detailed policy analysis in these areas and to consult with experts in the division on major legislative and oversight initiatives. The division completed 111 major projects during the year, 28 of them published as congressional documents.

Analysts in pollution control worked closely with the Subcommittee on Environment and the Atmosphere of the House Committee on Science and Technology. Many important projects resulted, including studies on lowlevel pollutants, sulfates in the atmosphere, inadvertent modification of the upper atmosphere, ozone depletion, and ocean dumping. Other committees were provided with major reports on the Clean Air Act, flue gas desulfurization, amendments to the Federal Insecticide, Fungicide, and Rodenticide Act, and the Kepone incident. The energy crisis continued to dominate the work of division specialists in fuels and minerals. The research staff carried out policy analysis, provided assistance through the legislative process, and supplied background information on a number of issues related to energy policy such as oil pricing and technology development, natural gas regulation, nuclear policy, the role of conservation, and the increased use of coal.

Natural resources management analysts prepared a number of reports on national land use policy, including a lengthy report on the policy interrelationships between land use and energy submitted to the Senate Committee on Interior and Insular Affairs as part of a series of studies dealing with the interfaces between land resources and various national policy issues. These researchers also worked closely with congressional committees and Members on several aspects of public land management, including the development of an organic act for the Bureau of Land Management, legislation governing the management of national forest resources, and national park policy. Other issues dealt with were aquaculture, endangered species, the operations of the environmental impact statement process under the Environmental Policy Act, and a range of water use and conservation topics.

The food and agriculture specialists of the division undertook 14 major projects. These projects, several of which involved cooperation with other CRS divisions, centered on issues such as the budget of the Department of Agriculture, the effect of climatic variation in agricultural production, rural development, the programming of exports under P.L. 480, operation and administration of the Farmers Home Administration, sugar programs, and U.S. agriculture in world power politics.

A small staff created to provide research and analytical services specifically keyed to oversight and appropriations processes completed 15 major projects, some of which involved research tasks associated with oversight hearings on the Alaska oil pipeline, hearing assistance for subcommittees of the Committee on Appropriations of both the Senate and House, and for the House Committee on Interior and Insular Affairs a budget report and a manual for planning and guiding subcommittee oversight activity.

During the transition period, the Division completed a major project on energy reorganization which received press coverage and subsequent publication as a Senate document, Federal Energy Organization: Issues and Options.

The principal tasks involved in the project were: to analyze the fundamental issues relating to the present organizational structure currently involved with energy matters, to identify organizing concepts which ought to govern reorganization efforts, and to recommend appropriate changes in existing arrangements. In fulfilling the request, the division designed a two-day workshop, conducted under contract with the National Academy of Public Administration, analyzed existing U.S. energy policy and agencies, drafted key statements and speeches, reviewed existing energy related legislation, provided advice to the Senate legal counsel responsible for drafting proposed legislation, participated in staff discussions, and contributed to and edited the resultant committee print.

#### Foreign Affairs and National Defense Division

The new congressional budget process generated increasing analytical requirements, including a summary analysis of the FY 1977 national defense budget and reports on the contribution of Defense Department expenditures to non-defense public purposes and on federal budget policy with regard to the impact of inflation in the Department of Defense operation and maintenance account. The division supported the Senate Committee on Budget in preparing for and conducting hearings that sought to establish the linkage between national security policy and the derivation of defense missions and force requirements.

Increased assistance was provided to the House and Senate Committees on Armed Services. The division assisted in hearings on a bill which authorizes the President to order up to 50,000 members of the Selective Reserve to active duty during periods other than war or national emergency, gave continuing support for ongoing review of proposed legislation and prepared reports for use by both committees and Members in their consideration of the FY 1977 defense authorization bill, and sponsored a briefing for Members and their staffs by GAO authors of a report concerning the pros and cons of nuclear power for naval surface ships. A study by the senior specialist in national defense on the United States/Soviet Military Balance received national and international attention and praise.

Defense analysts and European experts worked together on a sensitive set of hearings on U.S. policy relating to the first use of nuclear weapons, and three analysts worked closely with the two select committees conducting investigations of the intelligence community for several months. Increased congressional interest in military assistance and arms sales was also reflected in the research efforts of the division.

As a continuing effort, the division supported both the House Committee on International Relations and the Senate Committee on Foreign



Relations by providing substantive assistance for hearings dealing with future choices for U.S. foreign policy and by preparing in-depth analyses of U.S. international information and cultural programs and activities, the feasibility of military seizure of oil fields, the dispute over the Western Sahara, the foreign policy of the People's Republic of China, the implications of Communist participation in European governments, and other subjects.

Background briefings and support memoranda were prepared for hearings on the issue of missing U.S. personnel in Southeast Asia and also in the area of amnesty/clemency for draft evaders and deserters. The United Nations resolution equating Zionism with racism as well as political actions in UNESCO and the International Labor Organization spurred a large number of requests and a major study of all international organizations in which the U.S. participates. The study is expected to continue through the next year.

Many requests on international aspects of oceans and fisheries were prompted by the Law of the Sea Conference and legislation to extend the fisheries jurisdiction of the United States to 200 miles. The world food crisis, terrorism, and proposals for a new international economic order were also subjects of increasing concern, and the division continued to work closely with the two foreign relations committees in monitoring reports required by law from the executive branch.

Among the subjects of other major studies were trends in the allocation of defense resources for the Senate Committee on Budget's Defense Task Force, a series of analytical background papers on NATO for the Senate Committee on Armed Services, activities of the USIA and the cultural and educational exchange programs of the Department of State, and comparative trends in U.S. and Soviet naval shipbuilding.

During the transition quarter, the division was reorganized into three groups: the Central Research Unit, given responsibility for receiving and clearing short-term requests; the Foreign Issues Section; and the National Security Policy Section. The latter two groups handle long-term assignments and major analytical projects.

Reports completed by the Foreign Issues Section included an overview of United States participation in international organizations for the use of the Senate Committee on Government Operations; a summary of the major points developed in a congressional review of international executive agreements; a series of studies on the British, Canadian, German, French and Italian civil services; and brief studies of the status of human rights in sixteen countries, prepared for the House Committee on International Relations.

Among the reports and tasks completed by the National Security Policies Section were an analysis of the nature of congressional reductions in annual defense appropriations on the U.S. defense posture; a draft revision of officer personnel management laws contained in four subtitles of Title 10, United States Code, prepared for the Subcommittee on Manpower and Personnel of the Senate Committee on Armed Services; major support to the Senate Committee on Foreign Relations in its consideration of security assistance authorizations, arms export controls, sales of weapons, the Treaty of Friendship and Cooperation with Spain, and the Defense Cooperation Agreements with Greece and Turkey; and assistance to a subcommittee of the House Committee on International Relations in hearings on the export of peaceful nuclear materials and technology and how this relates to the proliferation of nuclear weapons.

Staff members of the Subcommittee on Foreign Assistance of the Senate Committee on Foreign Relations were provided extensive background materials concerning World Bank, Asian Development Bank, and U.S. AID programs in Pakistan and the Philippines in preparation for their visits to these two countries.

A complicated legislative history of Senate Resolution 400, establishing a Senate Select Committee on Intelligence with oversight jurisdiction over the Central Intelligence Agency and other intelligence activities of the U.S. Government, was favorably received.

#### Government Division

The work of the Government Division in FY 1976 was characterized by a substantial expansion and improvement of services traditionally supplied to Congress, the addition of significant new services, and increased production of in-depth policy analysis. Services to committees continued to expand not only in the preparation of analytical reports and background papers but also in the form of consultations and conferences with staff. An important indicator of the division's work in these regards was its record on major projects, of which 174 were initiated and 116 completed during the year.

A significant new capability for dealing with requests relating to surveys and public opinion was achieved through the addition of survey research specialists, expanded collections, and developing contacts with survey research centers. Work in these fields spanned the spectrum from simple reference responses about public opinion polls to evaluations of the usefulness of specific survey results and assistance in constructing and conducting surveys.

On three occasions the division entered into contracts for outside services on special projects. Two of these were for evaluative reports on sampling techniques and methods of statistical analysis, and the third was in support of a seminar in the series on national growth policy which CRS has been sponsoring for several years.

Increased interest in congressional oversight of executive agencies resulted in requests from a wide range of committees, as well as from individual Members, for advice on oversight techniques and methodology, current practices, and available resources. Policy analyses on executive branch reorganization and regulatory reform were prepared in support of hearings held by some ten committees and subcommittees in the two chambers. Division analysts also provided a significant amount of assistance to the Commission on the Operation of the Senate and to the new Temporary Select Committee to Study the Senate Committee System. Additionally, staff assistance was rendered in the creation and organization of the Commission on Federal Paperwork.

Investigations into the intelligence community generated many inquiries about the governmental implications of secret and confidential funding and proposals for restructuring the U.S. national intelligence effort, while race relations, minority rights, various aspects of equal opportunity, and the administration of the Freedom of Information Act and the Privacy Act continued to demand much attention. Congressional interest in Indian affairs centered around review of programs affecting Indians, the Alaska Native Claims Settlement Act, federal recognition of additional Indian tribes, and legal jurisdictional overlaps among tribes and federal and state authorities. The division also provided substantial assistance to appropriate congressional committees regarding lobbying disclosure legislation, encompassing each aspect of the legislative process from hearings to drafting of proposed legislation, committee markup, report, and floor consideration.

An upsurge of interest in religion in the country resulted in sufficient inquiries to warrant the designation of a specialist in the humanities and religion, who was also active in the preparation of Bicentennial papers concerned with the influence of religious beliefs and institutions in American political and cultural life.

During the transition quarter, the Government Division continued its assistance to the Commission on the Operation of the Senate and the Temporary Select Committee to Study the Senate Committee System. For the Commission, it prepared reports on executive-congressional relations and conflict of interest. Close liaison and consultation continued with the Temporary Committee in the preparation of research reports and assistance in the markup of its committee jurisdiction and structure recommendations and in the drafting of the report on these topics. The division also continued

to aid other committees in the areas of proposed lobbying legislation and regulatory reform.

A working relationship was established during the quarter with staff of the House Commission on Administrative Review. Initial discussions dealt with how CRS might be able to assist the Commission, which runs through calendar 1977, in meeting its mandate.

Assistance was provided in the form of materials and bibliographies to the Public Documents Commission, of which the Library of Congress is a member. The Commission is expected to make recommendations in the spring of 1977 on the disposition of the papers, tapes, and similar material of top government officials.

Another important project undertaken by the division was the Speaker's report on legislation, which summarizes the major legislative activity of the session just concluded. This year the report required contributions from 20 analysts. Although the report could not be completed until after Congress adjourned in October, the assignments to researchers were made and much of the legislative tracking and other work were well underway prior to the beginning of the new fiscal year.

#### Science Policy Research Division

The work of the Science Policy Research Division was heavily devoted to major studies during the course of the year, with division analysts preparing all or part of 42 committee prints, in addition to 26 multilithed CRS monographs.

Analysts in life sciences produced a major report on the role of the federal government in human nutrition research, as well as a series of reports on related subjects of child and infant nutrition and on diet and disease. Other studies reviewed medical devices legislation and issues and developments in chemical and biological warfare. Policy and behavioral science specialists worked at every stage of report preparation, hearings, and legislation on the successful development of a new, formalized structure for national science policy and its implementation. Related work included a basic reference volume reviewing the Federal Council for Science and Technology and the third edition of Science Policy-A Working Glossary.

Another major study, made possible by the use of computer data bases, dealt with a survey and analysis of federal statutory provisions for nonmilitary research and development. A comprehensive annotated bibliog-

raphy was prepared on science and technology in the People's Republic of China. Hearings on technology transfer to the OPEC countries were summarized and analyzed. Division specialists in physical and materials sciences made an extensive study of the National Science Foundation's programs in precollege science education, produced a number of studies on materials policy issues and on materials legislation in the 94th Congress, and helped compile and partly write a reader on agricultural research and development.

Information sciences analysts of the division prepared several committee prints, including one on computers and Social Security numbers in relation to the problems of privacy and security. There was a wide demand for their report on federal management of scientific and technical information technology. They also prepared a study of legislative perspectives on the Government's use of information technology. Analysts in engineering and aerospace produced several major reports on such issues as aircraft collision avoidance technologies, the possibility of intelligent life elsewhere in the universe, and a 536-page reference handbook called Energy Facts, the follow-up to an earlier version. Also prepared were a handbook with available biographic and statistical information on all the astronauts and cosmonauts, past and present; a compilation of readings on international cooperation in energy research and development; and studies on Government ownership of synthetic fuel plants and on making synthetic fuel from coal.

Division analysts contributed to CRS interdivisional work in preparing a committee print on the effects of chronic exposure to low levels of pollutants in the atmosphere, in providing extensive analytical and consultative committee support during hearings on the effects of sulfates in the atmosphere, and in intensive support of appropriations hearings on federal health programs. Specialists in earth sciences prepared a major study on the potential of polar energy resources, a study on ocean manganese nodules, a committee print summarizing ocean affairs in the 93rd Congress, and the greater part of a study on the effects of offshore oil and gas development in the coastal zone. They also participated as advisors in hearings on geothermal energy and filled a similar role for some of the members of the House Ad Hoc Committee on the Outer Continental Shelf.

In the three months from July through September, six new monographs in multilith form and fifteen committee prints or congressional reports with contributions from the staff of this division were published. These included studies of synthetic fuels, trends in R&D funding, the budget and associated issues of the National Institutes of Health, and an issue analysis of MACOS (Man: A Course of Study).

A major product was the published record of a seminar on legislative oversight and program evaluation. Another was a twenty-five year

review of all the major policy recommendations on national materials policy. A very popular publication was the biographies and statistical data on all the astronauts and cosmonauts which has been enhanced by tracing and contacting all living present and former astronauts to update and perfect this record. The major two-volume review of the Soviet space program with emphasis on the years 1971-75 finally appeared in print after a year and a half in preparation. An ambitious joint product with another division was the compilation of more than 2,000 pages of the statutory provisions related to federal research and development.

#### Senior Specialists Division

CRS senior specialists during FY 1976 strengthened their high-level research support to congressional offices. Through research and administrative relationships with other CRS divisions and with ad hoc interdisciplinary teams, they also increasingly played a unifying role within the Service, coordinating the major project activities of many divisions and interdivisional groups and influencing the direction and emphasis of the overall CRS research effort.

Their major project research and interdisciplinary coordination activities were aptly illustrated by the publication in June 1976 of a widely discussed 492-page study, Science, Technology, and Diplomacy in the Age of Interdependence. The fifteenth and final committee print in a six-year series of studies of the interaction of science and technology with foreign policy sponsored by the House Committee on International Relations, this volume was prepared by the two senior specialists who had served as director and associate director of the series. Three other senior specialists and seven other research analysts from four CRS divisions contributed to the 15-volume series, which the committee planned to use as the basis of future hearings aimed at legislative action.

Among other studies coordinated and contributed to by senior specialists were Soviet Ocean Policy, and Soviet Economy in a New Perspective. Each of these major volumes was prepared for a different committee for release as a committee print. Energy and food policy were also subjects of collective and individual major studies by various senior specialists, some with direct and significant effect on legislation. Research on issues such as those relating to the science advisor to the President, divestiture of the oil companies, and the military political and economic balance between the United States and the U.S.S.R. had significant use and impact. These and similar studies are widely used by the committees of origin, Congress, the executive department, educational institutions, and the media.

CRS senior specialist lawyers served in counselor roles in a myriad of legislative areas ranging from tax to constitutional law. For example, the senior specialist in taxation contributed to the Joint Committee on Internal Revenue Taxation studies on tax shelter investments in connection with the Tax Reform Act of 1976. Continuing interest in the new budgetary process kept a number of senior specialists in the mainstream of the reestablishment of the congressional budgetary role. Major changes in water resource legislation and policy made related areas a focus of congressional interest and senior specialist activity. Interest in unemployment and employment--focusing on current trends and alternative legislative responses--also led to a series of analyses utilized in congressional activities.

Senior specialists also served Congress by temporarily heading the staffs of the new House Committee on the Budget and the Senate Temporary Select Committee to Study the Senate Committee System. There were also temporary assignments like that of a senior specialist assigned to the Senate Committee on Banking, Housing and Urban Affairs to help the committee through a critical period of hearings on monetary policy and to assist in the preparation of a staff study on multinational banking.

In support of the Service's innovative activities in futures research and forecasting, four senior specialists have met periodically throughout the period as a Futures Research Advisory Panel to the Director.

Senior specialists also arranged and conducted seminars and briefings for Members and staff: to develop a new formal series on foreign policy trends; to assist in plans to publish a selective CRS series on public policy issues for the orientation of new Members of the 95th Congress; and to brief delegations from Congress visiting foreign countries. Recent U.S. government fact finding missions to the People's Republic of China led by Senator Mansfield and former Secretary Schlesinger included CRS senior specialists in contributing roles. A senior specialist attended the International Economic Association meetings in Dresden (GDR) and other meetings in four countries of Eastern Europe as a representative of the Joint Economic Committee. The day-to-day personal contact and meetings of senior specialists with Members and senior staff were many and varied.

## Chapter III. Special Research Services

Many of the research projects the Service is asked to undertake require multidisciplinary treatment and therefore interdivisional efforts. The Service has also utilized its contracting authority to draw upon the private and academic sectors in providing specialized products and services and in conducting seminars and workshops on public policy issues for Members and staff of Congress. The following pages summarize the major aspects of these varied services during the past fifteen months.

## Interdivisional Projects

Of the 951 major projects undertaken (a rise of 25 percent above fiscal 1975) more than 100 required interdivisional efforts to deal with multidisciplinary aspects of the subjects investigated.

Analysts of the Environment and Natural Resources Division together with the researchers of the Science Policy Research Division provided a summary of hearings on chronic effect of low-level pollution in the environment for the Subcommittee on Environment and the Atmosphere of the House Committee on Science and Technology. The Environment and Natural Resources Division also teamed with the Economics Division to provide a summary of the hearings on energy before the Senate Committee on Finance for the Joint Committee on Internal Revenue Taxation.

A strong interdivisional effort was committed to an analysis of the onshore environmental and socio-economic impact of offshore oil and gas development on the coastal zone for the House Ad Hoc Select Committee on the Outer Continental Shelf. Researchers from the Ocean and Coastal Resources Project and the American Law, Economics, and Science Policy Research Divisions assisted with the committee print, published in March 1976, entitled Effects of Offshore Oil and Natural Gas Development on the Coastal Zone.

Prior to hearings held by the House Committee on Interstate and Foreign Commerce and the Senate Committee on Commerce, analysts in the Economics and American Law Divisions compiled materials and reports on the Electric Utility Rate Reform and Regulatory Improvement Act. Reports included A Short Primer on Ratemaking and the Regulatory Process, Federal and State Regulation of Electrical Utilities, and Electric Utility Rate Making.

Several CRS divisions assisted the Senate Committee on Interior and Insular Affairs with a committee print entitled United States-OPEC



Relations. Research products have included an extensive chronology of events that have shaped U.S.-OPEC policy over the past 16 years, a narrative history of OPEC developments, a reader on OPEC, U.S. policy toward OPEC, the role of multinational corporations in shaping policy, an annotated bibliography, and a summary of policy options.

Researchers in three divisions provided extensive support to the House Committee on Interior and Insular Affairs in preparation of its budget priorities report, a committee print entitled Views and Estimates of the Committee on Interior and Insular Affairs on the Budget Proposed for Fiscal Year 1977. The Service assisted the committee in structuring the report, prepared narrative summaries, and assisted in drafting the individual subcommittee statements.

To assist the Senate Committee on Government Operations in its consideration of a standing Senate Committee on Intelligence Oversight, analysts in the Foreign Affairs and National Defense Division, the Education and Public Welfare Division, and the Government Division provided information on suggested witnesses, issues to be addressed, and questions to be pursued. The committee staff requested and received assistance relating to oversight of the intelligence agencies' budgets. Extensive assistance was given in planning for hearings on this subject.

At the request of two Representatives, CRS analysts prepared a report on long-range planning in Government. The report comprised four studies. The first study, prepared by the Environment and Natural Resources Division, surveys significant proposals for the creation of institutions for environmental research and planning. The second and third studies were prepared by the Government Division. The second study presents a comparative analysis of historical and proposed institutions for improving the capacity of the Federal Government to conduct long-range, comprehensive policy planning and strategic assessment; and the third study discusses selected aspects of long-range planning in the private sector and assesses the implications of corporate planning for long-range planning in the Federal Government. The fourth study, prepared by the Futures Research Group, reviews the role of forecasting in long-range planning. This report, entitled Long Range Planning, was issued in May 1976 as a committee print by the House Committee on Science and Technology's Subcommittee on Environment and the Atmosphere.

Another interdivisional effort produced a House Committee on International Relations print entitled Legislation on Foreign Relations, 1975. An interdivisional report was prepared for the Senate Committee on Veterans' Affairs on a contributory vesting program for education benefits. The Senate Committee on Agriculture and Forestry requested and received a background analysis of major issues connected with the budget for U.S. Department of Agriculture programs in FY 1977.

Jointly, the House Committee on Interstate and Foreign Commerce and the House Committee on Science and Technology asked CRS analysts for a study on sulfates. A paper on sources and health effects of sulfates was prepared which describes general sources, early pollution problems, criteria and standards, and studies on health effects, all pertaining to sulfur oxides and sulfates in the atmosphere. The Service prepared a summary analysis of responses to a joint questionnaire of the Senate Committee on Interior and Insular Affairs and the Senate Committee on Commerce, entitled Issues Concerning the Transportation of Alaskan Natural Gas. Another example of interdivisional work is the committee print entitled Computer Simulation Methods to Aid National Growth Policy, issued in September 1975 for the Subcommittee on Fisheries and Wildlife Conservation and the Environment of the House Committee on Merchant Marine and Fisheries. The study examines national growth issues and attempts to define national growth, as well as presenting possible directions this growth could take.

At the request of the Congressional Rural Caucus, analysts in the Economics, Government, Education and Public Welfare, and Environment and Natural Resources Divisions prepared a critique entitled: Rural Development Goals: Critique of the Second Annual Report of the Secretary of Agriculture to the Congress. The report consists of an overview paper and eight memoranda on functional problems of rural America, including employment, credit requirements, health, education, housing, and environmental protection.

At the request of individual Members of Congress, CRS analysts did research on matters relating to the effects of environmental pollution on health, climate, agriculture, and the biosphere. Researchers in four divisions appraised the legal, economic, regulatory, engineering, and environmental aspects of establishing a national power grid system over the three regional interconnect systems. Seven Bicentennial essays, in speech form, were prepared concerning "critical decisions" in the Bicentennial era.

At the request of the Senate Committee on Aeronautical and Space Sciences, analysts in the Science Policy Research Division, the Economics Division, the Foreign Affairs and National Defense Division, and the Senior Specialists Division, as well as the Law Library, aided the committee to prepare the most detailed and comprehensive analysis of the total Soviet space program ever undertaken. This major project required 770 staff-days over a period of a year and a half culminating in two committee prints: Volume I, entitled Soviet Space Programs, 1971-75 - Overview, Facilities and Hardware, Manned and Unmanned Flight Programs, Bioastronautics, Civil and Military Applications, Projections of Future Plans, and Volume II, entitled Soviet Space Programs, 1971-75--Goals and Purposes, Organization, Resource Allocations, Attitudes Toward International Cooperation and Space Law. Both volumes were published August 30, 1976.

The staff of the House Committee on International Relations and of its Subcommittee on International Security and Scientific Affairs asked the Service to assist in preparations for subcommittee hearings on pending legislative proposals calling for congressional review of executive agreements. The Foreign Affairs and National Defense Division and the American Law Division assisted in the formulation of issues to be considered, the recommendation and identification of witnesses, the preparation of questions for the six sessions of hearings and a 66-page summary of major points raised during each session of the hearings. The product was to be reproduced in the published hearings.

Analysts of the Science Policy Research Division and the Environment and Natural Resources Division aided the Subcommittee on Environment and the Atmosphere of the House Committee on Science and Technology with its committee print entitled A Primer on Climatic Variation and Change, published in September 1976. Researchers examined the impact of climatic variation on man and his environment, mechanisms and factors governing climatic variation and change, federal programs, and recommendations on mobilizing for a national climate research program.

Four research divisions were involved in a project to be used as the basis for hearings by the Permanent Subcommittee on Investigations of the Senate Committee on Government Operations. It is a comprehensive report on the national blood policy and the nation's blood service complex. Analysts examined costs of production, pricing practices, import and/or export of blood and blood products, and a legal analysis of state statutes and regulations on blood and blood products.

Other interdivisional efforts produced a committee print published by the House Select Committee on Aging, entitled Catalog of Federal Programs Benefiting the Elderly. A written report was prepared for the Senate Temporary Select Committee to Study the Senate Committee System on how the Senate, through its committee system, considers policy areas. Each report focuses on one area, such as health, and lists all the Senate committees and subcommittees which deal with legislation and/or oversight in that area. Analysts prepared a report for the Senate Committee on Government Operations with associated tables, graphs, and a summary of financial data, dealing with the 2,300 clients of the Big Eight accounting firms. This report is to be included in a committee study of the accounting industry. An extensive study of Soviet ocean activities was undertaken at the request of the National Oceans Policy Study of the Senate Committee on Commerce. The report includes analyses of all major Soviet ocean activities: naval developments and naval policy; ocean policy-making in the U.S.S.R., development of the Soviet merchant marine, fishing fleet, and oceanographic capability; offshore oil and natural gas developments; mineral extraction from seawater; deep seabed mining activities; and other resources.

## Futures Research

The growing number of requests for futures information and analysis, consultation, and hearing assistance resulted in the creation more than two years ago of the Futures Research Group as a new dimension of the Service's analytical capabilities.

Because of the broad applicability of futures research to many areas of legislative concern, the Futures Research Group (FRG) has assisted many congressional clients with differing jurisdictions. The Congressional Clearinghouse on the Future has sponsored a series of seminars and projects that the FRG has helped coordinate and has requested a number of analytical studies stressing a futures perspective. Members of the FRG worked with the Senate Committee on Labor and Public Welfare in the preparation of a seminar on the state-of-the-art of social indicators and pursued similar projects for the Budget Committees of both chambers.

The Futures Research Group authored a committee print, Computer Simulation Methods to Aid National Growth Policy, published by the House Committee on Merchant Marine and Fisheries, Subcommittee on Fisheries and Wildlife Conservation and the Environment. In addition, it contributed chapters to a number of committee prints, including "Forecasting and Futures Research" in the print Long Range Planning issued by the House Committee on Science and Technology's Subcommittee on the Environment and the Atmosphere in May 1976, and "Ask the Right Question" which appeared in Legislative Oversight and Program Evaluation, a print issued by the Subcommittee on Oversight Procedures of the Senate Committee on Government Operations.

At the request of the Subcommittee on Environmental Pollution of the Senate Committee on Public Works, the Futures Group provided comprehensive support for hearings before the Panel on Environmental Science and Technology on "Choosing Our Environment: Can We Anticipate the Future?". In addition to the above mentioned committee publications, the group produced a multilith on futures planning and citizen involvement activities at the State level and worked with the National Science Foundation in the preparation of a report entitled Resources for America's Third Century, subsequently distributed to every Member of Congress by the Congressional Clearinghouse on the Future.

Another task the group undertook was teaching congressional and CRS staff the concepts, techniques, information sources, and uses of futures research and forecasting through seminars, conferences, formal courses, and individual presentations. In fiscal year 1976 two training workshops were conducted for CRS personnel, and two others were held at the General Accounting Office to orient selected personnel to the nature and application of futures research. Topical seminars were held on the "Future of Work in

America" and "Emerging Issues Facing Congress," and a workshop was sponsored by a bipartisan group of Members of Congress and the Committee for Anticipatory Democracy. Staff members of FRG assisted in the organization of all of these meetings and participated in them to varying degrees.

The Futures Research Group also initiated the development of a futures information retrieval system as an add-on to the Library's existing information systems capabilities. Toward this end the group, with the assistance of an outside contractor, undertook one survey of private organizations engaged in futures research and a second survey of like organizations within the Federal Government.

#### Ocean Research

The Ocean and Coastal Resources Project (OCRP) was established in February 1975 in response to Senate creation of an intercommittee study group, the National Ocean Policy Study (NOPS), to offset the fragmentation of ocean-related legislation and oversight among eight Senate committees. OCRP's mission is primarily to serve the needs of the committees involved with ocean-related legislation. It participates in planning, assisting with agenda, conceptualizing legislation at the direction of committee staff and compiling legislative reports, pro-con analyses, legislative analyses, and background briefing studies.

Congressional committees served on a continual basis throughout fiscal 1976 included the Senate Committee on Commerce, the Senate Committee on Interior and Insular Affairs, the Joint Committee on Atomic Energy, the House Committee on Merchant Marine and Fisheries, and the House Ad Hoc Select Committee on the Outer Continental Shelf. Other committees served during the year were the Subcommittee on Near Eastern Affairs of the Senate Committee on Foreign Relations, the House Environmental Study Conference, the House Committee on Science and Technology, the House Committee on Interior and Insular Affairs, the House Committee on Interstate and Foreign Commerce, and the House Committee on International Relations.

The project has also worked closely with the Ocean Assessment Group of the Office of Technology Assessment in an ongoing study dealing with the assessment and appraisal of the status of marine science and technology for the Senate's National Ocean Policy Study.

During FY 1976 members of the project completed studies--most of them for publication as committee prints--on Soviet ocean activities, ocean dumping, Outer Continental Shelf leasing procedures, effects of offshore oil and gas development on the coastal zone, oil spill liability law, energy facility siting, energy facilities in the coastal zone, U.S.

domestic oil and gas supply from 1974 to 1985, Outer Continental Shelf oil and gas developments, and marine fisheries.

Project members were responsible for preparing legislative histories of the National Environmental Policy Act and the Coastal Zone Management Act and analytical reports on the National Advisory Committee on Oceans and Atmosphere, congressional marine science policy statements, and the Outer Continental Shelf Lands Act amendments. They also played an important role in organizing and directing the Ocean Forum, and informal group of lawyers and other persons concerned with ocean policy.

#### Subject and Policy Area Lists

The preparation of "a list of subjects and policy areas which the committee might profitably analyze in depth" for committees of the 95th Congress, mandated by the 1970 Legislative Reorganization Act, was begun during the transition quarter.

The purpose of these lists is to assist congressional committees in planning their agendas for the forthcoming Congress, to inform them of CRS research capabilities in various areas, and generally to encourage closer coordination between CRS and the committees it serves. Coupled with the Terminating Programs data (see p. 41), the SPA lists aid the committees with an enhanced capacity to anticipate legislative activity in the upcoming sessions.

One of the more important benefits ensuing from the list preparation process is the furtherance of another obligation under the 1970 Act that CRS "maintain continuous liaison with all committees." Close ties between CRS and many committees have been established. The process has proved useful in developing consensus on issues requiring study and on the most appropriate CRS role with respect to various committee activities.

#### External Research Contracts

The increasing demands of the Congress for wide-ranging and technical research require that CRS occasionally draw on outside sources to respond fully to requests. Through its contracting authority the Service has available a spectrum of resources from the private and academic research communities that could not economically be retained on permanent staff basis. This ability to draw on outside expertise for both quick response and longer-term projects greatly enhanced the Service's capacity to meet congressional needs over the past three years, and was used even more intensively in FY 1976.

The number of CRS contracts let in fiscal 1976 and the transition quarter (109) to carryout 68 projects was triple the number of contracts and projects of fiscal 1975. Eighty six were to facilitate CRS work in response to requests from 22 committees, including 10 House committees, nine Senate committees, and three joint committees. Six contracts were to assist the Service in responding to requests from individual Members and one from the Senate's National Ocean Policy Study. Sixteen additional contracts with Congress-wide application were negotiated for congressional seminars, innovative approaches to research presentation, and other projects. Funds appropriated for these external research projects have increased from \$251,000 in FY 1974 and \$351,000 in FY 1975 to \$531,875 in FY 1976 and the transitional quarter.

As in previous years, contract efforts reflected major public policy concerns of the Congress. Assistance was obtained in the preparation of studies of such issues of public policy as energy conservation, nuclear power and nuclear proliferation, housing, unemployment, aquaculture, state and local fiscal problems, the U.N. and U.S. foreign policy, income maintenance programs and national environmental policy.

#### Seminars for Congress

In the 1970's, seminars and workshops came to be recognized as valuable means of providing busy Members of Congress and their staffs with the information and analytical insights they need to understand complex policy and legislative problems. A well-balanced seminar led by specialists of high competence and integrity, but differing points of view, can be one effective way of coping with the information explosion. It can help Members sort out a problem, review alternatives, pose questions, and try out remedial ideas with acknowledged experts in an informal exchange.

The Legislative Reorganization Act of 1970 strengthened the Service's mandate and encouraged it to be innovative in serving Congress--to develop (without sacrificing research standards) both new services to Congress and new, more effective ways of providing traditional services. The Act also stimulated Members and committees to make heavier demands on CRS. One of those demands, which has tended to escalate in the past two years, has been for workshops and seminars.

The CRS program in this area began experimentally in August 1972 with a series of midweek evening seminars on public policy issues for Members and in November 1972 with a parallel series of daytime seminars for senior congressional staff. Both series were sponsored by the Service

but managed, under contract, by the Brookings Institution. They continued at the average rate of six or seven seminar sessions a year through FY 1976.

During FY 1976 eight seminars for Members of Congress were presented by CRS with the collaboration of Brookings. Member attendance totaled 193. The programs covered a variety of topics: American voters and how they see the critical issues, foreign policy, crime prevention and law enforcement, economic performance and the structure of the economy, the 1977 budget, the future for nuclear energy, congressional oversight of intelligence, and media, voters, and politics. Both the Member seminars and the similar series conducted for senior congressional staff featured experts of national prominence in their respective fields.

The congressional staff seminars, 11 of which were held during FY 1976, also covered a broad range of subjects: hand gun control, fiscal crises of the cities, economic issues before the 94th Congress, tax policies and reform, national transportation policies, the future of nuclear power, economic performance and the structure of the economy, the 1977 budget, criminal code reform, the federal judicial system, and financing the social security system. Congressional staff attendance totaled 620 at these seminars.

In conjunction with the Office of the Director, the Government Division presented monthly seminars on national growth and development in a series for Members, congressional staff, and staff of congressional support agencies that has attracted consistent audiences of about 35 to 55 persons since 1973. There were eight such seminars in FY 1976 with a total attendance of 345.

The Foreign Affairs and National Defense Division organized a series of 13 workshops on a wide range of foreign and defense policy issues. The series began June 4 and ended December 10, 1976. The purpose of the workshops was to bring congressional and CRS staffs together with specialists from the executive branch and the private sector to achieve a better grasp of current policy problems and to develop information and analysis contributing to a FAND collection of briefing papers on "Major U.S. Foreign and Defense Policy Issues for the 95th Congress" for the Commission on the Operation of the Senate. The commission has indicated it intends to publish the papers.

A 648-page committee print published by the Senate Committee on Government Operations' Subcommittee on Oversight Procedures in May 1976, Legislative Oversight and Program Evaluation, was the result of a three-day workshop sponsored by CRS at the request of the committee and coordinated by the Office of Special Programs. The study contained articles by several CRS analysts and by representatives of five Senate and House committees, a Senator's office, GAO, OTA, OMB, the Office of Education, and a commercial



research organization.

Numerous additional seminars and workshops were conducted during FY 1976 at the request of committees and other legislative branch offices. Four workshops on economic and monetary issues were held for the Joint Economic Committee. A workshop on the National Environmental Policy Act was arranged for the House Committee on Merchant Marine and Fisheries' Subcommittee on Fisheries and Wildlife Conservation and the Environment. Others (not to cite them all) included a workshop for the Senate Committee on Government Operations on government organization for energy affairs--held, like most CRS-sponsored seminars, in the Library's Whittall Pavilion, it was presided over by Senator Percy; two workshops for the Senate Committee on Commerce's National Ocean Policy Study; and a series of workshops on how the Senate handles complex policy issues (e.g., issues involving energy, the environment, and the economy) for the Commission on the Operation of the Senate. The Information Sciences Section of the Science Policy Research Division developed and conducted a special workshop on state legislative fiscal and budgetary information systems for the Congressional Budget Office.

Plans were underway at the end of FY 1976 for extensive programs of seminars for newly elected Members of the 95th Congress in December 1976 and January 1977, building upon but extending beyond the 1975 program for new Members of the 94th Congress.

#### Cooperation With Other Legislative Agencies

A result of the various evaluations of services performed by CRS in relation to those of other congressional support agencies was to encourage further development of a pattern of interagency relationships which had been forming (in the case of CRS and GAO) since the enactment of the Legislative Reorganization Act of 1970 and especially since the subsequent establishment of OTA and CBO. The Acting Director of CRS served as the initial chairman of a new coordinating group of the four congressional support agencies (CBO, CRS, GAO, and OTA).

During FY 1976 the Congressional Research Service took on new responsibilities in the coordinative tracking of research activities of the congressional support agencies. Particularly noteworthy was the development of a computer-based Research Notification System, created at the direction of the Senate Committee on Appropriations. Under this system, CRS became the reporting center for all major research by the Congressional Budget Office, the General Accounting Office, the Office of Technology Assessment, and CRS itself. A computerized monthly directory listing all projects newly initiated, current research, and research completed during the preceding six months by the four legislative agen-

cies is submitted to the Senate and House Committees on Appropriations. The directory has helped to prevent unnecessary duplication of research and enhance interagency cooperation.

## Chapter IV. Documentation and Status of Legislation

One of the oldest services offered by CRS is the documentation of legislation before the Congress. The Service routinely provides summary and status information on all congressional bills and resolutions, major issues before the Congress, and legislative histories. It tracks the termination dates of legislative programs and activities, produces computerized reports known as "issue briefs" on a broad range of current legislative topics, and prepares factual descriptions of House bills and resolutions for immediate publication in the Congressional Record. During the transition quarter a contract was let to McKinsey and Company to study legislative documentation services provided to the Congress by the Congressional Research Service.

## Issue Briefs

The Major Issues System of CRS is a computerized file of reports that offer current information to the Congress on the full spectrum of public policy issues. Topics to be included in the system are determined by an advisory board made up of the assistant director for special programs, the coordinator of the Major Issues System, and CRS assistant division chiefs. As of June 30, 1976, the Major Issues System contained 216 papers, authored by some 200 CRS subject analysts. In addition, the Major Issues System computer file is also used to make up the CRS monthly publication Major Legislation of the Congress.

Each issue brief has a consistent structure so that the user knows in advance the type of information presented and where to look for it. This arrangement consists of a definition of the issue, background analysis, citations to selected legislation, a listing of relevant congressional hearings and reports, a chronology of significant developments bearing on the issue, and references to especially pertinent items in the professional literature, including more detailed CRS publications on the subject.

The Major Issues System is a dynamic system which initiated 78 new topics during the fiscal year while retiring 20 which were no longer considered to be of major interest to the Congress. In addition, the Major Issues System computer storage allows the individual subject analysts to update their writing on the same day that a significant event occurs, thus making it possible for congressional users to follow fast-moving events. This current information is available in most Senate member offices, and many House member offices as a dial-up service, on electronic display (cathode ray tube) terminals and to all congressional offices in the form of printed reports. The coupling of xerography with the computer's printing

ability makes it possible to answer most requests for printed issue briefs on a 24-hour basis. Special "rush" requests are serviced immediately.

During the period July 1, 1975, to June 30, 1976, 96,841 printed reports were requested by and sent to 715 different congressional offices. During the transition quarter (July 1, 1976, to September 30, 1976), another 22,231 reports were distributed to most of the same offices. Copies of issue briefs can be obtained from the CRS reference centers in the Russell, Longworth, and Rayburn office buildings.

A list of available issue brief titles is circulated regularly to all congressional offices. Information gathered in interviews with congressional offices about the uses of issue briefs and collection of statistics on congressional demand by topical areas are continually analyzed by the issue brief staff and advisory board in order to help CRS meet the needs of Congress.

#### Terminating Programs

As required by the Legislative Reorganization Act of 1970, CRS prepares for each congressional committee "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 lists were first prepared for the 93rd Congress in FY 1973, CRS has defined a terminating program as any provision of a statute scheduled to terminate and includes among terminating activities statutory reporting requirements by the Congress upon executive agencies and commissions. The lists are intended as an alerting device to assist committee planning for oversight hearings, extensions of legislation, or other action prior to the termination dates of specific programs.

Response to the lists has been generally favorable; they appear useful to Members as well as to committees. Many offices requested copies of the data throughout the year, and, as the transition quarter drew to a close, work was begun on the identification of programs and activities scheduled to expire during the 95th Congress.

#### The Bill Digest

Since 1936, CRS has prepared summaries of each public law and resolution introduced in Congress for publication in the Digest of Public General Bills and Resolutions. Since 1974, as the result of an amendment to House Rule X, CRS has also been preparing factual descriptions, called

abstracts, of all bills and resolutions. In addition to being printed in the Digest, these descriptions are also printed in the Congressional Record. Issued in six or more cumulative issues during each session of Congress, 2,280 copies of the printed Bill Digest are distributed to CRS and congressional users. In addition, the Government Printing Office distributes copies to paying subscribers, depository libraries, and private organizations. Commencing with the first issue in 1976, all issues of the Bill Digest were published using a new photo composition process called VideoComp. This new process not only enhanced the appearance of the publication, but also reduced the overall size of the issues by 10 to 14 percent. The information in the Digest data base is also available to congressional users having computer terminals.

#### Major Legislation of the Congress (MLC)

Major Legislation of the Congress is issued monthly during the months Congress is in session and is distributed to Members of Congress and their staff in Washington and in the various district offices for general reference use. Each issue is arranged by general subject groupings and is made up of about 200 topics on which the current Congress is involved in legislation action. The MLC is authored by more than 150 CRS subject analysts, who in many cases are also authors of corresponding issue briefs.

Each entry contains digested information on what the issue is, why it is of major concern to the Congress, and what Congress is doing about it. In addition, the progress of specific bills and public laws pertinent to the issue are briefly described and tracked for the user.

Work was started this year to expedite the production of each issue by completing the editorial process in the offices of the Major Issues System and by doing the compiling and printing of "camera ready" copy by computer. The new process requires only a few hours of computer time to close the gap between completion of the editorial and review process and receipt of "camera ready" copy for printing in the Library of Congress print shop.

Many topics in the MLC relate directly to issues available in greater detail through the Major Issues System and are identified by issue brief number in the publication to assist congressional users in cross-referencing and requesting additional information.

## Legislative Histories

The Legislative History Unit of the American Law Division prepared responses to approximately 4,000 congressional inquiries during the year. Of these 350 involved the preparation of legislative histories.

One staff member of the unit completed an update of a committee print concerning legislation on foreign relations and worked on updating another committee print of federal laws relating to conservation, fish and wildlife resources, environmental quality, and oceanography.

## Chapter V. Information and Reference Services

While the level of traditional information and reference services increased significantly, the fiscal year also marked the development and initiation of several innovative programs in automation and word processing as well as document delivery systems. Accomplishments in all of these areas are described in the following portion.

## Congressional Reference Division

The workload of the Congressional Reference Division has burgeoned by 60 percent over the past four years, reflecting the escalating demand of the Congress for reference and information service. Highlights of the past year were a 20 percent rise in reference requests handled by the division and dramatic increases in the use of the Congressional Reading Room and reference centers by Members of Congress, their families, and staff. The percentage of the division workload generated by Members and committees increased to 69 percent in FY 1976 while requests on behalf of constituents continued to decline, accounting for less than a third of the workload. Division staff cleared 181,853 congressional requests, or some 62 percent of the CRS total in FY 1976. The inquiry workload was particularly heavy in the spring and reached a peak of 20,700 requests for the month of March. Almost half of these requests were handled on a rush basis.

During the past year there was a greatly increased emphasis on training and staff development to further strengthen the division's ability to provide responsive reference service and make the best use of available resources, especially the automated data bases. Nearly every staff member and all supervisors received some kind of training.

A major project involving most of the division staff was the provision of reference support to the House and Senate Select Committees investigating the Government's foreign and domestic intelligence activities. The investigation generated 1,350 requests, consisting of 3,200 separate reference questions. Another large project concerned the Bicentennial. Two special kits (one of background reference materials and one of currently available publications and pictures) were prepared and sent to every congressional office.

Reference support was provided to committees and Members of Congress on a broad range of legislative issues, including tax reform, oil company divestiture, government regulation and reform of the regulatory agencies, full employment, the 1976 elections, environmental pollution, gun control, the metric system, the Equal Rights Amendment, the Panama Canal, detente,

euthansia, foreign aid, and energy. Some 14,000 of these queries were answered by the kits on current issues prestocked to meet predictable congressional requests.

The Congressional Reading Room and the Senate and House reference centers handled 69,400 requests--38 percent of the division's workload--and served congressional readers in person on nearly 30,000 occasions. These facilities and the CRS mail room handled delivery and pickup of books on loan to congressional offices, as well as delivering 205,000 packages to 11 congressional office buildings and annexes, a formidable logistical task.

The tremendous increases in the Congressional Reference Division's workload noted during the twelve months of FY 76 tapered off only slightly during the three months of the transition quarter. The division received 43,852 inquiries during the quarter, an increase of nearly 10 percent over the number of requests received during the equivalent months of the preceding year. Of the total requests received, 59 percent were for Members, 19 percent for committees, and 22 percent for constituents. Approximately 60 percent of the inquiries received during the period were Member and committee rush requests.

While requests for information relating to the Bicentennial began to recede noticeably during the transition quarter, other popular subjects emerged. The emphasis on economic issues during the Presidential and other election campaigns generated many requests dealing with unemployment, costs of living, and frivolous government spending. Because many requests were received from Members preparing tributes to their retiring colleagues, the division prepared, with the permission of the Members concerned, "mini-packets" of information summarizing their accomplishments and contributions to the Congress during their tenures.

The division operated an expanded Congressional Intern Center in 1976. Located in the Capitol Page School in the Library of Congress Building, the Center opened on May 25, providing service in the afternoons until June 14, and, from that date until mid-August, providing service from 9:00-5:30 on week days. The three members of the Center's staff answered nearly 3,000 inquiries and served as a liaison between interns and CRS analysts, forwarding only officially authorized requests involving policy analysis to appropriate CRS researchers. The primary emphasis of the Center, however, was on training interns to do their own legislative research. In 1976, approximately 1,250 visits were made by interns to the Center, where CRS data bases, photoduplication services, issue briefs and other reference materials were made available for their use.



## Congressional Reading Room

The Congressional Reading Room, which is open seven days a week, is reserved for the use of Members of Congress, their families, and members of their permanent staffs. The resources of the Room include a core collection of some 5,000 non-circulating reference books, with particular emphasis on fact books, American political biography, and Congress; the Congressional Record from 1958 to date; a loan collection of recent fiction and non-fiction; 50 current magazines of scholarly and popular interest; five daily newspapers; and an extensive collection of quotation books, travel books, and biographical directories. Also available in the Room is a computer terminal providing access to the New York Times Information Bank and CRS data bases.

A staff of trained librarians and information specialists is available to provide reference assistance to readers who come to the Reading Room in person and to answer ready reference questions, while callers hold, via the "hot-line" from the CRS Inquiry Unit.

A total of 7,927 readers visited the Congressional Reading Room, 21 percent more than in FY 1975; a similar increase was noted in the 18,632 "hot-line" telephone reference questions answered. To accommodate the increased workload the Reading Room extended double staffing during evening and weekend hours of service.

## Reference Centers

The CRS also provides a full range of rapid reference services to telephone and in-person users of its reference centers. Staffed by trained reference specialists, these facilities maintain strong core collections of current reference materials (almanacs, encyclopedias, fact books, directories, atlases); major legislative materials (Congressional Record, U.S. Code, Bill Digest, Statutes at Large); over 1,000 recent CRS studies and reports (including issue briefs, Issues in Public Policy, and CRS multilithed reports); leading periodicals and newspapers; browsing collections of popular works for loan to congressional offices, as well as individual pickup and hourly deliveries of books and materials from the Library of Congress; microfiche and microfilm materials and reader-printers; and computer terminals providing access to the New York Times Information Bank and CRS data bases.

Reference queries requiring greater in-depth treatment than is possible with center resources are transferred immediately, via computer terminals, to the CRS's central Inquiry Unit for assignment to appropriate

subject specialists.

During FY 1976, over 40,000 congressional inquiries were handled in the CRS reference centers.

The Rayburn Reference Center's workload increased by four percent. However, the Senate Reference Center had another sharp increase of 60 percent in requests cleared, and the number of congressional visits rose by 95 percent. Center staff continued to train congressional aides in the use of computer equipment and found the data bases extremely useful. Stationing a librarian in the Longworth House Office Building Book Room resulted in a twelvefold rise in its workload and dramatic improvements in its delivery service.

From July through September reference and information assistance provided through the five reader service facilities continued to account for a large portion of the inquiries cleared by the division. The Congressional Reading Room, reference centers, and Congressional Intern Center handled more than 21,000 requests during the quarter, 47% of the division total. This figure includes in-person service to 10,119 visitors.

#### Library Services Division

FY 1976 was a year of innovation, highlighted by the creation of the Research Notification System discussed earlier in connection with CRS working relationships with other agencies. In a two and one-half week period in March division staff entered citations to some 2,000 projects in progress, and since then have made necessary changes and corrections to assure that the monthly publication is up to date.

A listing of congressional publications authored in whole or in part by researchers in CRS was added to the monthly list of numbered multi-lithed CRS reports distributed to Congress. and Library Services assumed the responsibility for responding to congressional requests for those publications.

There was a 62 percent increase in the number of congressional subscribers to the Selective Dissemination of Information (SDI) printouts from 145 in July 1975 to 233 in June 1976. From January 1 through June 30, 1976, 2,230 items were microfiched out of a total of 8,010 items added to the SDI master file. Eventually all appropriate materials cited since the beginning of the calendar year will be on microfiche. The practical effect of this advance in information transfer technology will be to make copies of the SDI master file available to all divisions, reference centers, and congressional offices and support agencies.

As a new service, printouts of all citations pertaining to each of the fifty states added to the bibliographic data base since June 1975 were supplied to the Senators and Representatives from the respective states. Another important innovation was the bringing on-line of the Legislative Indexing Vocabulary (LIV), which allows users of computer terminals to determine the appropriate indexing terms by viewing possibilities on CRTs before accessing the various data bases in the Legislative Information Display System (LIDS).

Other projects completed during the year included the first update since 1969 of the shelflist for the Main Reference Files, a monthly run-down of acquisitions for the Reserved Book Collection for distribution to CRS research divisions, and publication of a revised edition of the CRS Magazine Manual.

A major procedural change was the transfer of funds for the purchase of books and serials from the Library of Congress appropriation to the CRS appropriation, which affords CRS greater flexibility and control over its acquisitions program.

The 22,067 citations prepared by the bibliographers for entry into the bibliographic data base in FY 1976 was less than the 26,608 entered in FY 1975. The decrease reflected a purposeful change in the selection criteria to emphasize quality rather than quantity of citations chosen for inclusion in the data base. With the increase in the number of CRTs installed throughout the Service and in congressional offices, the number of on-demand bibliographies prepared in the division decreased from 724 in FY 1975 to 586 in FY 1976.

Among the many new items acquired on microfilm were congressional bills and Statutes at Large. Approximately \$310,000 was spent on acquisitions totaling 569,000 pieces, 50,000 less than in FY 1975. There was also a decrease in the number of pieces added to the Main Reference Files from 196,119 in FY 1975 to 186,110 in FY 1976.

The 8th and 9th editions of the Legislative Indexing Vocabulary and the July 1975 and January 1976 editions of the Subject Catalog of CRS Multilithed Reports in Print were distributed during the year.

Progress was made in several areas during the transition quarter. The SDI Master File on microfiche was distributed to all of the CRS subject divisions, to the reference centers, and to three congressional agencies. A Dietzgen microfiche camera was acquired in July to assist in adding items to the Master File.

A total of twenty-three congressional offices were added to the SDI subscription list. At the end of September, there were 256 congressional subscribers.

Plans were underway to bring the Research Notification System (RNS) on-line. In August all CRS subscribers began receiving a supplement to their SDI printouts, listing those RNS projects which were newly listed or completed during the week. Eventually, the RNS will be incorporated into the SDI in such a way that each in-house subscriber will receive citations only to those projects dealing with his or her fields of interest.

During the transition quarter a transfer was made of the acquisitions budget to CRS from the Library of Congress appropriations. The Library's Acquisitions Committee approved a comparative transfer of \$321,400 for acquisitions. This was supplemented by CRS funds to provide a total of \$400,000 for CRS acquisitions in FY 1977. The Library's Order Division will continue to have exclusive authority to use this money, and, regardless of the transfer of funds, the procedures for ordering books and periodicals will remain essentially the same as it has been in the past.

The Library Resources Section was reorganized in August to provide greater flexibility in the use of staff and improved promotional opportunities.

#### Automated Information Services

With a growing annual workload now in excess of 300,000 information requests from the Congress, the Congressional Research Service has continued to develop and apply a number of automated techniques and services to improve the quality and timeliness of its transfer of information to the Congress. These include, but are not limited to, various computerized applications--the latter with assistance from the Library's Information Systems Office.

In the area of computerized services, CRS offers Congress both direct support --information retrieval files, systems analysis, and programming and direct support--the use of automation in support of CRS research and information analysis activities. Direct applications are spearheaded by what has become the best-known automated service to the Congress--the provision and maintenance of on-line legislative, bibliographic, issue-analytical, and other information files for direct congressional access through the Library's SCORPIO information retrieval system. After more than a year's intensive study and evaluation, the Senate Committee on Rules and Administration in the summer of 1975 began installation of videoterminal (CRT) terminals throughout the Senate. By the end of fiscal year 1976 this installation was virtually complete, with some 93 CRT terminals in Member offices, and another 22 in the offices of various committees and Senate officers.

CRS has also worked closely with the House Commission on Information and Facilities in the establishment of an experimental network linking the computers of the House Information Systems with those of the Library of Congress. In this network, CRT terminals have been installed in some 30 House

offices. The terminals are connected to the House computers, but can access SCORPIO files through the computer-to-computer high-speed communications link. Staff members of the CRS Information Systems Group trained House participants in the network in all SCORPIO procedures.

In addition to the 30 offices participating in the experimental network, by the end of the fiscal year more than 70 additional House offices had installed dial-up terminals of their own and were regularly searching SCORPIO files. Staff members of these offices were also trained by personnel of the CRS Information Systems Group, which also routinely handles trouble-shooting calls for these offices.

CRS files within SCORPIO include a Bill Digest File which provides content and status information on all legislation introduced in the 93rd and 94th Congresses, a Bibliographic Citation File containing references to articles in some 6,000 government, United Nations, congressional, and professional journals from 1974 to the present, and a Major Issues File which, at the end of September, 1976, consisted of some 238 "issue briefs" --concise, analytical papers on major public policy topics.

The Legislative Indexing Vocabulary (LIV)--the thesaurus used to index the CRS automated files--was brought on-line and integrated with the legislative and bibliographic files. This action occasioned a significant enhancement in the ease with which the CRS SCORPIO files can be searched because of the cross-referencing power of the on-line LIV.

Several byproducts are derived from the on-line files within SCORPIO. The Digest of Public General Bills and Resolutions (the Bill Digest), published by statutory mandate since 1935, is computer-prepared from the on-line file. New accessions to the Bibliographic Citation File are screened each week, matched against interest profiles submitted by CRS researchers and the staffs of all congressional committees and many Member offices, and printed cards are mailed individually to these researchers and congressional staff. Finally, another publication, Major Legislation of the 94th Congress, formerly prepared manually, was integrated with the Major Issues System in January 1976. By the end of September, nine editions had been computer-composed and printed on a regular and reliable schedule. Preliminary results of a September mailing to Capitol Hill and district Member offices in both chambers of Congress indicated a substantial increase in the utilization of this publication in home district offices.

In May 1976, the Subcommittee on Computer Services of the Senate Committee on Rules and Administration requested CRS to collaborate with the subcommittee staff in conducting an in-depth survey of SCORPIO users within the Senate to provide a basis for evaluating strengths and weaknesses of the CRS automated support services. By the end of June

this survey was well under way, with a report to the subcommittee scheduled for late in the year. Plans were also initiated to contract with a research firm to carry out a somewhat similar survey in the House of Representatives.

An entirely new emphasis was added in terms of what might be described as collaborative support of a Senate committee. During the course of FY 1976, the Library's Information Systems Office placed into production software specially adapted for the use of the Senate Committee on Foreign Relations. Based upon programs developed for the CRS Bibliographic Citation File, this new system provides for the Committee on Foreign Relations' own indexing thesaurus as well as other information and document control files to be kept on-line in the Library's computers. Appropriate security controls prevent access to the committee files by unauthorized users, but the committee staff is able to make full usage of the SCORPIO system for better control and utilization of its own files. It is anticipated that the work done for the Committee on Foreign Relations will provide a model for similar efforts on behalf of other committees in the Senate.

Arrangements were made to add four new files to SCORPIO. Three of these files are being supplied by the General Accounting Office, and one by CRS under a contract with Capitol Services, Inc., of Washington, D.C.

Two of the GAO files will contain reference information and informative abstracts on (1) all program evaluation reports done in or for the executive branch; and (2) all reports submitted to Congress by the executive branch whether or not required by statute or committee dictum. The third GAO file will contain detailed information about fiscal and budgetary information systems within the Federal Government.

The Capitol Services file contains concise abstracts of the daily Congressional Record. These abstracts are indexed and referenced by date, page number, and bill number. The file is updated by noon each day with information from the Record published on that date. Users within CRS and the Congress are now able to search the Record for topics of interest and for references to legislation quickly and easily each day, thereby reducing the need for tedious eyeball searches through the printed Record. The file is cumulative, beginning with the first legislative day of the 2nd session of the 94th Congress.

Plans for the Capitol Services file for the 95th Congress include a new capability to search the file for references to Member names. In addition, the file will be updated by nine o'clock each morning.

The software contractor employed by the General Accounting Office to create the machine-readable data required to install the new GAO files in the SCORPIO system was running well behind schedule at the end of September 1976. It was projected at that time that these new files would be on-line by January 1, 1977.

CRS continued to expand its access to data bases and data-manipulation capabilities developed outside of the Library. These capabilities are intended primarily to facilitate CRS research activities for the Congress. Extensive bibliographic data bases in the Lockheed and Systems Development Corporation's commercial information systems were acquired by subscription to support CRS research on an experimental basis. Should this usage reveal a consistent demand for SDC and Lockheed data bases, it is likely that CRS subscriptions will be continued. CRS continued as well to make use of MEDLINE, JURIS, and the New York Times Information Bank--the latter also used for direct congressional support in the CRS reference centers in the Rayburn and Russell office buildings. Three research divisions expanded their use of commercially available econometric and education modeling systems as well as facilities for the analysis of survey research data. One division launched an extensive effort to identify and develop access to computer-based sources and systems containing information to support futures research and analysis.

The Information Systems Group continued to perform a variety of short-range systems analysis and programming services for various congressional offices. One program was written to enable a House committee to calculate the availability of certain federal assistance funds to some 430 geographic regions. Systems analysis support was given to the Office of Technology Assessment to help establish a file of technical consultants. A special program was written to enable a Senate office to process a computer tape and replicate some reports no longer available from the original source. Another program was written to assist the CRS Economics Division to process analytical data needed for a committee print.

Computer-based information files and data manipulation services make up a large and visible segment of CRS automated services for the Congress. These alone, however, do not tell the whole story. The expedited delivery of information in many and varied forms is the business of CRS, and the organization employs automated techniques in a variety of situations unrelated to the computer.

More recently, CRS has begun to pay added attention to the use of audiovisual techniques and equipment to enhance the effective delivery of information. In response to a request from the Ad Hoc Subcommittee on Computers of the Committee on House Administration, CRS contracted for the production of three prototype audiovisual treatments of the food stamp issue, using videotape, 16 millimeter sound film, and super-8

millimeter sound film. These experimental products were well received by the sponsor and were used by the House Committee on Agriculture in preparing for hearings on food stamp legislation. Another contractor, in collaboration with the CRS Environment and Natural Resources Division, prepared a synchronized sound-slide briefing on solid waste management for the House Committee on Science and Technology. This, too, was well received. CRS will continue to explore possibilities and to develop its own capability for better utilization of audiovisual technologies, both in-house and by contract.

#### Word Processing

A word processing machine is basically a very sophisticated typewriter and often has the capability to be a computer terminal as well. While the production of typescript is its primary function, it can also store manuscripts, rearrange the internal order of text in documents, and communicate the text to other word processing machines or to a computer. The Service has been using word processing equipment since FY 1974.

The use of word processing equipment provides CRS with the following advantages:

1. Retrieving stored material rapidly,
2. Reducing the effort to update stored documents,
3. Eliminating the retyping of documents in drafting,
4. Permitting multiple input of text for later consolidation into a single document,
5. Allowing the preparation of text off-line for later input into a computerized text data base, and
6. Increasing the production of the individual operators.

A number of word processing systems have been leased and are installed in the various divisions of the CRS. The typists using this equipment are producing almost 2.5 times the work of a typist using a typewriter. The word processing systems now cost CRS about \$550 each per month to lease. When compared to the cost of an additional typist, the net saving is about 50 percent. The quality of CRS typed reports has improved, and the elapsed time required to produce typed reports has been reduced.

The Service has realized significant savings in production time and cost due to the installation and use of this equipment. The word processing equipment installed in the CRS divisions will not operate as off-line word processors only, but will be used as computer terminals as well. Without the use of the word processing equipment, a considerable increase in the size of the CRS clerical staff would be required in order to provide the same level of service to the Congress.



### Briefings for Congressional Offices

In addition to its continuing program of Member and staff orientation on CRS services (and apart from the large volume of briefings and consultations on public policy issues provided by analysts of the research divisions for Members and committees), the Office of Special Programs organized 38 briefings for 87 representatives of 60 congressional offices who expressed interest in learning more about CRS as part of the user feedback survey conducted in December 1975. The congressional offices included 40 Representative's offices, 12 Senator's offices, 4 House committees, 3 Senate committees, and 1 congressional study group. Sixteen CRS staff members, on a rotating basis, conducted the briefing sessions. During fiscal 1976, including the transition quarter, a total of 81 briefings for 195 congressional staff were conducted.

Following a practice of earlier years, adopted in response to numerous requests from new Members, the Office of Special Programs was again preparing to send to all newly elected Members of the 95th Congress a collection of CRS reports on congressional procedures and related subjects. Some of the reports provide information helpful in setting up and operating a congressional office; others serve as practical guides on congressional operations and procedures. A one-page "User's Guide" summarizing CRS services and a more detailed booklet entitled Services to Congress were revised in preparation for orientation programs for new Members.

### Special Services

#### Translations

The Translating Section answered 1,656 requests in FY 1976; an additional 450 requests were cleared during the transition quarter. An increasing proportion of these requests came from committees. Much of the material translated was of a complicated technical, scientific, legal, or diplomatic nature.

Examples of documents which were translated include a 35-page report in German on multinational corporations for the Senate Committee on Foreign Relations, a 37-page transcript in Spanish of testimony on violations of human rights in El Salvador for the House Committee on International Relations, and a contract in French concerning the atomic market for the Senate Committee on Government Operations.

With capability in 15 foreign languages, the section covered the Romance, Germanic, and Slavic languages and such others as Arabic and Latin. Translations from oriental languages, Greek, Romanian, and such exotic languages as Urdu and Pushtu were provided through arrangements with the Library's General Reference and Bibliography Division. The translators also occasionally served as interpreters for Members.

#### Graphics

Interdisciplinary work accounted for much of the dramatic increase in graphic services provided to Congress. While requests from Members increased by only 8.3 percent, requests from committees rose by 61.9 percent. A total of 279 were received during FY 1976, an increase of 31.9 percent from the total (212) in FY 1975. Of the 1339 individual graphic items required to meet these requests, 1304 (97.4 percent) were prepared by an outside graphics firm, with coordination and oversight by the CRS Visual Information Specialist. For example, several charts and maps were prepared in conjunction with the CRS interdivisional team on intelligence oversight for the Senate Select Committee to Study Governmental Operations With Respect to Intelligence Activities.

The congressional demand for graphics services continued to grow during the transition quarter. The number of requests received totaled 74, and the number of individual graphic items produced in response to these requests totaled 480. (The total output for all of fiscal year 1974, just two years back, was only 481). Seven out of ten requests were made by committees, and eight out of ten individual items were supplied to committees. All but three items were prepared by an outside firm according to instructions from the CRS Visual Information Specialist.

The three congressional budget units--House and Senate committees and Congressional Budget Office--continued to submit the greatest number of requests for graphics services, with the Congressional Budget Office accounting for nearly one-fourth of all requests and all individual items completed during the transition quarter.

#### National Debate Topics

In compliance with Public Law 88-246, the Congressional Research Service compiled manuals to be used in high school and college debates. The manuals contain appropriate excerpts from books, articles, and reports, a comprehensive bibliography, and sources of additional information on the topics. The high school debate manual, Improving the Criminal Justice System in the United States, was prepared by the Education and Public

Welfare and the American Law Divisions and issued as Senate Document 94-171. The manual for the college debate topic, Resolved: That the Federal Government Should Adopt a Comprehensive Program to Control Land Use in the United States, was prepared by the Environment and Natural Resources Division and published as House Document 94-253. One hundred copies of each document were distributed to Senators' offices and fifty copies of each to Representatives' offices. Additional copies may be purchased from the Government Printing Office.

## Chapter VI. Administration

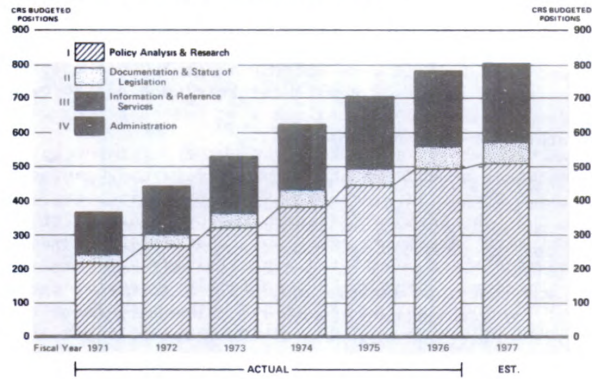
This chapter provides information on CRS budget and position allocations in FY 1976. It also documents major developments in the area of labor-management relations and describes training activities and programs undertaken to enhance staff communications.

## Budget and Staffing

The CRS budget request for fiscal year 1976 was directed to fifth-year implementation of the 1970 Legislative Reorganization Act. It focused on the need for expanding CRS staffing and resources in policy analysis and research in order to provide additional service to committees not served, or served at a level below potential, owing to limited resources and insufficient expertise in some subject areas. Other positions were requested to meet the increased demand for reference and automated information services. Additional funding was also requested for contract projects and other non-personal services.

A total of \$17,165,000 was appropriated for the year, \$15,379,482 for personal services and \$1,785,518 for non-personal services. A total of \$4,653,000 was appropriated for the transition quarter, \$4,129,390 for personal services and \$523,610 for non-personal services. The allocation of 75 new positions included 53 for policy analysis and research, 14 for documentation and status of legislation, 7 for information and reference services, and 1 for administrative support, increasing total budgeted positions in CRS to 778. The incremental growth of CRS appropriations and staff in recent years is shown in accompanying tables. Position allocations by program activity, graphically presented, reflect the intent of the Legislative Reorganization Act and the Service's implementation of a gradual and balanced growth in staff resources over the five-year period beginning in FY 1972. The allocation of FY 1976 positions is presented by division and research/support categories in Appendix D.

CONGRESSIONAL RESEARCH SERVICE  
STAFF ALLOCATION BY PROGRAM ACTIVITY



During FY 1976, Alvin Kaufman was appointed senior specialist in business economics--resources and regulations and William W. Whitson was appointed senior specialist in international affairs and chief of the Foreign Affairs and National Defense Division. Two senior specialists resigned to accept positions with the House of Representatives: Frederick B. Arner, senior specialist in social welfare, and Nancy H. Teeters, senior specialist in the Federal budget.

In sum, there were 200 personnel appointments and 131 separations during FY 1976 and 51 personnel appointments and 53 separations in the transition quarter. The turnover rate in CRS has dropped in recent years from 29 percent in fiscal 1973, 20 percent in fiscal 1974, and 19 percent in fiscal 1975 to 17 percent in fiscal 1976. At the end of fiscal 1976, 47.5 percent of CRS positions were filled by women and 21.7 percent by members of minority groups.

#### Labor Management Relations

Fiscal year 1976 was marked by a number of important milestones in the development of a labor relations program in the Congressional Research Service. During this period CRS employees in a secret ballot election chose the Congressional Research Employees Association (CREA) to be their exclusive bargaining agent for labor relations matters; Library and CRS management negotiated a preliminary agreement with CREA, governing the procedures under which a collective bargaining agreement will be negotiated; and ongoing discussions between representatives of CREA and CRS management were held on a wide range of issues affecting working conditions in the Service.

In April of 1975, the Librarian of Congress issued Library Regulation 2026, which established a new labor relations program for Library employees. The regulation, which stemmed from the recommendations of an ad hoc committee composed of Library officials and outside authorities in the field of labor relations, created a system of collective bargaining comparable to that in existence in the executive branch since the early 1960's. Non-management employees are entitled to choose whether or not they wish to be represented by a labor organization, which if elected has the right and responsibility to serve as the employees' exclusive agent in dealing with management with respect to personnel policies and practices and matters affecting working conditions.

In October of 1975, CREA petitioned the Library's labor management umpire for an election, seeking to become the exclusive agent for all eligible CRS employees. A representation election was accordingly held, and CREA, although opposed by two other labor organizations, received a majority of all ballots cast.

On August 30, 1976, CREA and management agreed to the terms of a "ground rules" agreement, which governs various matters relating to the negotiation of a collective bargaining agreement, such as the time and frequency of negotiating sessions and the amount of official time available to CREA's bargaining team members. By the close of the year, CREA had presented its proposed collective bargaining agreement to management, and formal negotiating sessions had been scheduled. Robert D. Poling, president of CREA, was serving as the association's chief negotiator, while Robert Hutchison, director of the Library's Management Policy Office, and Norman Beckman, Acting Director of CRS, were designated as chairman and vice chairman, respectively, of the management negotiating team.

In addition to these formal negotiations, CRS management met with representatives of CREA to discuss a number of matters involving the interpretation and application of personnel policies, the adjustment of grievances, and the impact of proposed relocations and reorganizations. In most cases, the issues raised were resolved through an informal process of consultation and exchange of views.

In short, while many critical stages in the development of CRS' labor relations program lie ahead--including the negotiation and implementation of a collective bargaining contract--the accomplishments and experience gained in fiscal year 1976 form a solid foundation for future progress. CRS management remains committed to the goal of meeting the legitimate aspirations of its employees through the collective bargaining process, while maintaining and enhancing the capacity of the Service to carry out its fundamental responsibility of service to the Congress.

#### Training

A variety of training opportunities are available to CRS staff members. In-service training is provided by the Library's training office and within CRS. The former offers a professional orientation course to the Library of Congress and other courses in legal research, techniques of management, and basic office skills. On a regular basis CRS offers an orientation program for new staff members and occasionally features courses on such subjects of interest to the staff as congressional operations, futures research, and the federal budget process.

Opportunities for upward mobility are provided by the Library's Tuition Support Program and by CRS Program Crossover. Tuition support enables staff at GS-7 and below to obtain career-related training in outside educational institutions; 44 CRS staff members received tuition support for 133 courses this year. Program Crossover permits non-professional employees at GS-7 and below to compete for positions which offer a combination of on-the-job training and formal educational courses

in off-duty hours leading to both professional and paraprofessional positions. There were four new participants in the professional component this year and one in the paraprofessional component. This brought to 23 the total number who have entered Program Crossover since its inception in FY 1974.

Funding is provided for out-service courses conducted by the U.S. Department of Agriculture Graduate School, other Government agencies, and various colleges and universities in the Washington area. The accompanying tables show the grade level and type of work of those enrolled in training courses this year, as well as the types of courses taken. The total of 640 participants, includes 443 during FY 1976 (up from 375 in FY 1975) and 197 during the FY 1976 transition quarter. The number of courses taken in FY 1976 was 813 (up from 585 in FY 1975) and in the transition quarter 262. The average cost of outservice courses increased from \$211 to \$258.



## Staff Communications

Staff Meetings

Numerous division staff meetings were held during the year for discussion of professional concerns and personnel needs, and briefings with outside agencies and organizations were held by various division personnel. Senior specialist luncheons, generally held biweekly, provided opportunities for mutual exchanges on such topics as current monetary developments, genetic engineering; USSR space programs; cooperation between industry and government; science, technology, and diplomacy; professional sports and the law; and sunset legislation. Regular biweekly meetings of the Director's Council were held and the minutes subsequently distributed to each division. Biweekly, rotating sessions in the divisions, in which the Director, Deputy Director, and other Director's Office personnel met with division staff were initiated, and quarterly Director's Forums were scheduled to give new CRS staff members an opportunity to meet with the Director and other senior management staff to discuss CRS policies and services.

Staff Newsletter

The newsletter, Fanfold, regularly reports on activities and matters of Service-wide interest such as the introduction of a new data base in the SCORPIO computer retrieval system, the availability of research materials in microform, the professional activities of CRS staff, the initiation of flextime work schedules to enable CRS to expand the hours during which it can serve Congress, and career development opportunities.

CRS Speaker's Forum

Since 1972 the CRS Speaker's Forum has sponsored outside experts as well as CRS specialists on subjects of general interest to the CRS staff. The format of the monthly presentations is informal in tone, ranging from lectures to panel discussions, followed by a question-and-answer period. A steering committee of non-managerial staff representing each CRS division makes arrangements for the programs.

In fiscal year 1976 the Speaker's Forum invited such guest speakers as the Honorable Virginia H. Knauer, Special Assistant to the President, who addressed the topic of increasing consumer representation in the government; Alice M. Rivlin, the first Director of the new Congressional

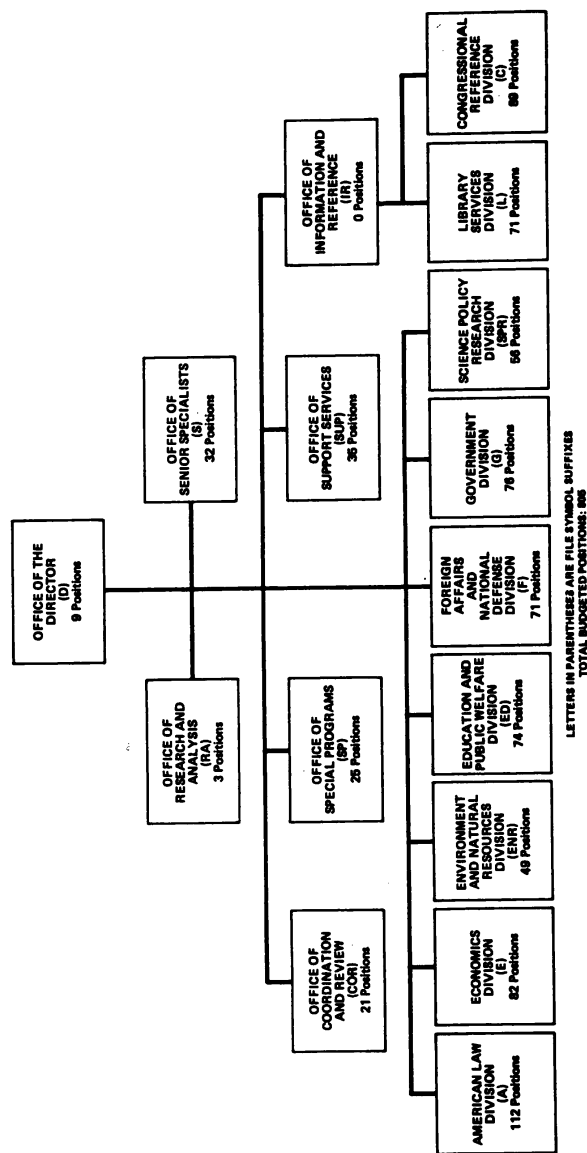
Budget Office; Mildred Marcy, State Department coordinator for International Women's Year, on the significant developments of the women's rights movement; a discussion of "The Aging of America" by Theodore Wertime of the Smithsonian Institution; newspaper correspondent Frank Van Riper on the topic of "Politics in 1976"; and the first Senate historian and director of the Senate Historical Office, Richard A. Baker.

The Speaker's Forum also sponsored presentations by staff of the Service including Dr. John P. Hardt, senior specialist in Soviet economics, on "Prospects and Problems in East-West Commercial Relations"; the chief of the Foreign Affairs and National Defense Division, Dr. William W. Whitson, who discussed the origins and prospects of the current political situation in China; and the importance to the United States of ocean and coastal resources as addressed by Dr. James W. Curlin, senior specialist in ocean policy. Experiences of a month-long visit to Cuba were the subject of a talk given by Barry Sklar, specialist in Latin American affairs.

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APPENDIX A  
**CONGRESSIONAL RESEARCH SERVICE ORGANIZATION CHART**  
As of September 30, 1978



APPENDIX B  
STATUTORY MANDATES FOR CRS ACTIVITIES AND A SUMMARY OF CRS IMPLEMENTATION

1. The Legislative Reorganization Act of 1970

The functions and responsibilities of the Congressional Research Service were revised and expanded by Section 321 of the Legislative Reorganization Act of 1970 (P.L. 91-510), which amended Section 203 of the Legislative Reorganization Act of 1946 (2 U.S.C. 166). It was the goal of the Service to achieve substantially full implementation of the provisions of Section 321 in FY 1976. The following excerpts of the major provisions of Section 321 are accompanied by a summary of CRS implementation progress during fiscal years 1972-1976.

| Major Provisions of Section 321  | Summary of Implementation, FY 1972-1976  |
|--|--|
| <p>"... It shall be the duty of the Congressional Research Service, without partisan bias--</p> <p>"(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--</p> <p>"(A) determining the advisability of enacting such proposals;</p> <p>"(B) estimating the probable results of such proposals;</p> <p>"(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..."</p> | <p>Policy Analysis and Research for Committees. Since FY 1973 the Service has identified and monitored major committee projects which have met the criteria of requiring analysis, having a direct connection to legislation, and requiring a significant investment of CRS manpower and time. During that initial year 220 such projects were initiated involving work with 36 committees and 41 subcommittees, or a total of 77 committees. In FY 1976, 654 major committee projects were initiated which served 62 committees and 119 subcommittees for a total of 181, some 51% of all committees. Committee projects currently account for 69% of all CRS major projects.</p> |

The Service has achieved greater interdisciplinary and interdivisional coordination during these years, as required on an increasing proportion of its major research efforts, including the establishment of task force groups on energy, oceans policy issues, and futures research. It has also sponsored numerous public policy seminars for Members of Congress and senior congressional staff.

| Major Provisions of Section 321   | Summary of Implementation, FY 1972-1976   |
|---|---|
| <p>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..."</p> | <p>Subject and Policy Area Lists. The Service has prepared subject and policy areas lists for committees in the 93rd and 94th Congresses, and in many cases supplemented these with background reports. Ad hoc interdivisional teams of analysts worked with committee staff members at various stages of preparing the lists. Many major research projects have been requested by committees as a result of this liaison and of the lists themselves.</p>                          |
| <p>"... (T)he Service shall maintain continuous liaison with all committees..."</p>   | <p><u>Committee Liaison.</u> The use of ad hoc interdivisional teams in preparing subject lists from FY 1973 through FY 1976 has contributed to better internal coordination of CRS liaison with congressional committees. As a result of preparing subject and terminating program lists, some form of liaison has been extended to nearly all committees; extensive liaison with several committees and subcommittees is underway in connection with major research projects.</p> |
| <p>The Director of CRS "... may procure the temporary or intermittent assistance of individual experts or consultants... (and) the temporary or intermittent assistance of education, research, or other organizations of experts and consultants..."</p>                             | <p><u>Contract Authority.</u> The Service has developed procedures and priorities for utilizing the contract authority, which were first applied in FY 1973. Some 174 contracts were negotiated during fiscal years 1973-76. Most of these assisted in responding to committee requests, some enabled the conduct of seminar programs, and others entailed workshops for which panel of experts were assembled to discuss and report on a specific policy issue.</p>                |

| Major Provisions of Section 321  | Summary of Implementation, FY 1972-1976  |
|--|--|
| <p>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..."</p> | <p><b>Other Research Assistance.</b> 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, and other services from the research divisions. A new automated product, the issue brief, was added in FY 1974 to provide precise summary information on key public policy issues. Several reports are prepared in anticipation of congressional demand and made available in CRS multiliths. Typically, research for these assignments ranges from less than a day to up to two weeks but reflects, overall, a major investment of staff resources. An increasing number of Member and anticipatory projects meet the criteria for major projects, as specified under "Policy Analysis and Research for Committees" above.</p> |
| <p>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..."</p>   | <p><b>Terminating Program Lists.</b> 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 scheduled to expire during the 93rd and subsequent Congresses. The Service prepared and submitted lists of the 458 programs scheduled to expire during the 93rd Congress, updated these for the second session in FY 1974, and recently submitted new lists of the 817 programs scheduled to expire during the 95th Congress. The lists have included basic identifying information on each program and a legislative history or more extensive background report.</p>   |

Major Provisions of Section 321

CRS is required "... upon request made by any committee or Member of the Congress, to prepare and transmit to such a 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..."

The Service shall "... prepare summaries and digests of bills and resolutions of a public general nature introduced in the Senate or House of Representatives..."

Summary of Implementation, FY 1972-1976

Purpose and Effect Memoranda. A Legislative History Unit was established in the American Law Division to prepare purpose and effect memoranda for the some 1100-1300 committee and subcommittee hearings conducted each year. The unit answered over 200 requests for legislative histories in FY 1973, nearly 400 in FY 1974, 250 in FY 1975, and 350 in FY 1976, only a few of which related to pending measures. The preparation of histories and memoranda is assisted by the Service's computer capability to retrieve legislative status data on pending bills and bibliographic citations to relevant reports, articles, and CRS multiliths.

Digest of 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 is now a component of the automated Legislative Information Display System (LIDS). This system is accessible in many congressional offices via CRT terminals.

The former Legislative Status Report was renamed and substantively altered in FY 1973 to provide more emphasis on major legislation and current issues before Congress. In addition to legislative status and bill content information, Major Legislation of the 94th Congress contains background information on the issues and identifies presidential messages, court cases, CRS multiliths, and other relevant reports. The revised report continued to be issued at the end of each month and was supplemented by a weekly Legislative Status Checklist.



Major Provisions of Section 321

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..."

Summary of Implementation, FY 1972-1976

Reference Assistance. Most of the Service's reference requests are handled by the Congressional Reference Division. The Division answered 118,552 requests in FY 1973, 134,683 in FY 1974, 158,473 in FY 1975, and 181,853 during FY 1976. The Division manages the CRS Congressional Reading Room, Reference Centers, and mail deliveries to congressional offices.

The Service has opened reference centers for the convenience of congressional staff in the Rayburn House Office Building, the Longworth House Office Building, and the Russell Senate Office Building. It is continuing to provide translation and graphic services.

Automation capabilities have increased dramatically in recent years and the Service currently has terminal access to twelve major data files, six within the Service and six through contractual arrangements with outside organizations. Three of the Service's internal files are directly available in all Senate offices on CRT terminals. These collectively comprise the Legislative Information Display System (LIDS) and include the Major Issues file (issue briefs), the Bill Digest file, and the Bibliographic file of citations to current articles, documents, and reports. The Library Division, which provides information support to CRS divisions and frequently to congressional offices, has experienced a notable growth in congressional demand for the SDI and on-demand bibliographic services.

Major Provisions of Section 321

Summary of Implementation, FY 1972-1976

"... 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..."

"... (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."

"... 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..."

Senior Specialists. The Service currently has 32 budgeted 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 for FY 1972, FY 1975, or FY 1977. Six were approved in FY 1973 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 for FY 1974. Five positions in the fields of American Foreign Policy, Communications, Education, Income Maintenance Policy, and Ocean Affairs were requested for FY 1976.

Budget Estimates. Separate budget estimates were prepared and submitted for fiscal years 1972-1977.

Annual Reports. Annual reports have been prepared on Service activities during fiscal years 1971-1976.

## 2. Other Statutes and Legislative Provisions Affecting CRS

The following is a summary of other statutory and legislative provisions which affect the work of CRS, together with a brief description of current CRS implementation.

| Other Statutory and Legislative Provisions   | Summary of Current Implementation  |
|--|--|
| 1. National Debate Topics (P.L. 88-246)  | Appropriate CRS divisions prepare the two debate topic compendiums annually. For each compendium pertinent excerpts from books, articles, and reports are selected to present a balanced analysis of the issue, supplemented by a detailed bibliography.       |
| The Librarian of Congress is authorized and directed to "prepare compilations of ... appropriate materials relating to (1) the subject selected annually by the National University Extension Association as the national high school debate topic and (2) the subject selected annually by the American Speech Association as the national college debate topic." |  |
| 2. Compilation of Precedents of the House of Representatives (Hinds' and Cannon's Precedents) (P.L. 89-90, P.L. 91-510)  | CRS is providing consultation, research, and reference support to the House Parliamentarian in the preparation of five-year editions and condensed biennial editions of the House Precedents.  |
| The House Parliamentarian is authorized to "utilize the services of personnel of the Library of Congress" in compiling and preparing the precedents of the House.  |  |
| 3. The Constitution Annotated (2 U.S.C. 168 et seq.)   | The seventh edition of The Constitution Annotated (S. Doc. No. 92-92), some 2,000 pages in length, was published in 1973. Supplement I of the seventh edition, which includes analysis of Supreme Court decisions through July 1974, was issued in March 1975. |
| The Librarian of Congress is directed to prepare decennial revised editions of <u>The Constitution of the United States of America - Analysis and Interpretation</u> and to prepare cumulative supplements at two-year intervals.  |  |

| Other Statutory and Legislative Provisions   | Summary of Current Implementation   |
|--|---|
| <p data-bbox="467 953 488 1509">4. Technology Assessment Act of 1972 (P.L. 92-484)</p> <p data-bbox="513 953 578 1509">The Director of the Congressional Research Service is designated to serve as a member of the Technology Assessment Advisory Council.</p> <p data-bbox="602 953 708 1509">"To carry out the objectives of this Act, the Librarian of Congress is authorized to make available to the Office of Technology Assessment (OTA) such services and assistance of the Congressional Research Service as may be appropriate and feasible.</p> <p data-bbox="732 953 837 1509">(b) Such services and assistance made available to the Office shall include, but not limited to, all of the Services and assistance which the Congressional Research Service is otherwise authorized to provide to the Congress.</p> <p data-bbox="862 953 1081 1509">(c) Nothing in this section shall alter or modify any services or responsibilities, other than those performed for the Office, which the Congressional Research Service under law performs for or on behalf of the Congress. The Librarian is, however, authorized to establish within the Congressional Research Service such additional divisions, groups, or other organizational entities as may be necessary to carry out the purpose of this Act.</p> <p data-bbox="1105 953 1229 1509">(d) Services and assistance made available to the Office by the Congressional Research Service in accordance with this section may be provided with or without reimbursement from funds of the Office, as agreed upon by the Board and the Librarian of Congress."</p> | <p data-bbox="513 281 578 911">CRS provided a variety of research and reference services for the Office of Technology Assessment during its first year of operation in FY 1974. This included the preparation of an inventory of interdisciplinary issues of technology of probable interest to congressional committees and assistance in developing OTA information systems and its library. Over 350 requests entailing some 2,000 hours of research were cleared for OTA that year. Some 932 requests, including several major research projects, were cleared in FY 1975. In FY 1976, CRS responded to 1,329 OTA inquiries and to an additional 295 during the transition quarter.</p> |

Summary of Current Implementation

Other Statutory and Legislative Provisions

5. Congressional Budget and Impoundment Control Act of 1974 (P.L. 93-344)

The Director of the Congressional Budget Office is authorized to "obtain information, data, estimates, and statistics developed by the ... Library of Congress," and, upon agreement with the Library, to utilize the Library's "services, facilities, and personnel with or without reimbursement." The Librarian is authorized to provide the Budget Office with the assistance described above. (section 201 (e))

CRS provided a variety of research and information services for the Congressional Budget Office and the House and Senate Budget Committees during FY 1976. A total of 2,209 CBO inquiries were cleared during FY 1976, and an additional 550 were cleared in the transition quarter.

6. Committee Reform Amendments of 1974 (H. Res. 988)

Clause 5(d) of House Rule X, as amended, provides as follows:

"After the introduction in the House of each bill or resolution the Congressional Research Service of the Library of Congress shall prepare a factual description of the subject involved therein not to exceed one hundred words; such description shall be published in the Congressional Record and the Digest of Public General Bills and Resolutions as soon as possible after introduction."

The Legislative Documentation Section of the American Law Division has been compiling factual descriptions of House bills and resolutions since the Congress convened in January 1975. These are being forwarded weekly for publication in the Congressional Record and are appended at the back of each Bill Digest.

House Rule XXI, as amended, provides for a House Legislative Classification Office, which is directed to "coordinate with" CRS in the "development, implementation, and operation" of a cross-referencing service, based upon authorization statutes for Federal programs, that would show committee jurisdiction, appropriation acts, budget authority, budget outlays, unexpended balances, and other relevant items.

The House Legislative Classification Office has not at this time been formally organized.

APPENDIX C  
CATALOG OF RECENT AND ONGOING SURVEYS OF CES: SUMMARY

| COMPLETED BY   | STUDY   | OBJECTIVES  | CONTRACTS                                      | CES<br>LIAISON                             | BEGINNING<br>DATE                                | COMPLETION<br>DATE                                     | INFORMATION GATHERING ACTIVITIES...  | FUNCTIONALIZED SENT TO...   | DATE COMPLETED  | PRODUCTS  | STATUS                         |
|--|---|---|--|--|--|--|--|---|---|---|--------------------------------|
| Task Force on Information<br>Resources and Services<br>Commission on Information<br>and Facilities (known in<br>the Senate as the Task Force<br>of the Senate) | "LC and CS Information<br>Resources and Services<br>to Congress"    | To compile comprehensive<br>information on information<br>resources and services<br>and services to Congress  | Frank Keenan                                   | C. Goodson<br>S. Finnan                    | Apr. 10, '75                                     | Final report<br>submitted June 14, 1976                | 1. 81 pp. report on CES information<br>resources and services to Members<br>and staff.<br>2. 42 pp. report on LC   | ---   | both reports sent<br>June 14, 1976<br>June 14, 1976<br>June 14, 1976<br>June 14, 1976 | The 2 reports<br>were printed<br>and sent June 14,<br>1976          | Completed<br>June 14,<br>1976  |
| House Commission on Inter-<br>national and Legislative   | "Management Study of CES"   | To study "functional<br>information resources and<br>services to Congress" and<br>determine if effective or in-<br>effective in providing<br>information to the House | Jim Wallister<br>Larry Hirsch<br>Fred Cerecove | C. Goodson<br>S. Finnan                    | Apr. 20, '75                                     | Final report<br>submitted Jan. 4, '77                  | 1. Qu.-"Clear Evaluation of CES"<br>2. Qu.-"CES Impl. Job Statement"<br>3. Qu.-"CES Impl. Job Statement"<br>4. Interview with C. 150 CES staff   | 1. All Mem & Comm (H. & Sen.)<br>2. 100 CES staff   | July 1976   | House Document<br>97-151<br>Completed<br>July 1976                  | Completed<br>July 1976         |
| Commission on the Opera-<br>tion of the Senate   | "Survey on Uncon-<br>gressional Support Agencies"                   | To analyze the performance<br>of support agencies in<br>ultimately aid Senate in<br>supporting the use of the<br>Support Agencies                                     | Ernest Griffith<br>Herb Jasper                 | Art Stevens<br>Herb Jasper                 | May 1976   | August 15, '76   | 1. Qu.-"Survey on the Support<br>Agencies" to the Support<br>Agencies<br>2. Qu.-"Survey on the Support<br>Agencies" to CES Sen. Spec."<br>March 1976   | 1. All Sen. Comm. Staff Dir.<br>2. 100 CES staff<br>3. CES Senior Specialists                   | May 1976<br>CES-April 28,<br>1976<br>March-April '76                                  | Written report<br>submitted April 21,<br>1976<br>to Commission      | Completed<br>April 21,<br>1976 |
| Commission on the Opera-<br>tion of the Senate   | "CES Policy Analysis/<br>Interdisciplinary Re-<br>search Study"     | To explore interdiscipli-<br>nary research efforts by<br>CES (one of the 10 topics<br>analyzed in-depth<br>and 9 others)  | Merita<br>Tetterton<br>Carol                   | June 1, '76                                | Early August<br>1976                             | Final report<br>submitted Jan. 12, '77                 | 1. List of "CES Staff CS-11 & Above<br>Comm. FY 74, 75, 76"<br>2. "Notes for CES Review" - Mem.<br>dated May 17, 1976. For oral interviews<br>3. Letter from Sen. Cannon announcing the<br>interfiring of about 20 Senate<br>Office by CES and Subcommittee<br>Staff | ---   | May 25, 1976<br>June 1-2, 1976  | Written report<br>submitted April 21,<br>1976<br>to Commission      | Completed<br>April 21,<br>1976 |
| Senate Comm. on Rules &<br>Administration (known in<br>the Senate as the Senate<br>Committee on Rules)   | "Senate Administration<br>Study of CES Files"                       | To evaluate the CES's<br>management of CES files<br>in connection with<br>terminal network in the<br>Senate   | John Smergen,<br>Stanley<br>Anthony Harvey     | J. Price<br>R. Chertland                   | May 1976   | Final report<br>submitted Jan. 12, '77                 | 1. To all Senate Offices   | 1. To all Senate Offices  | June 4, 1976<br>July 1976   | Report to Sub-<br>committee on<br>Chertland                         | Completed<br>Jan., 1977        |
| McKinsey & Company with<br>CES and Internal<br>Advisory Personnel  | "Evaluation of Legisla-<br>tive Documentation<br>Activities in CES" | To conduct a market<br>analysis and production<br>of legislative documen-<br>tation activities, esp. 811<br>Digest  | NA   | R. Chertland<br>E. Click<br>(grounds dept) | 1) May 26, '76<br>(discussion)<br>(grounds dept) | Final report<br>submitted Jan. 31, 1977                | 1. Qu.-On CES Legis. Doc. Production<br>2. A Sample of Selected Cong. Offices<br>3. A Comparative Analysis of Products<br>and Services   | 1. To CES Cong. users and<br>selected other outside<br>users                                    | June 4, 1976<br>July 1976   | Report to CES<br>Subcommittee on<br>findings and<br>recommendations | Completed<br>Jan., 1977        |
| LC Librarian's Task Force<br>on Information Resources<br>and Planning (Subcommittee<br>on Services to Congress)  | "LC's Services to<br>Congress"                                      | To examine how well LC<br>services to Congress<br>might better serve<br>the Congress  | NA   | E. Stroup<br>E. Knight                     | April 1976                                       | Final report<br>submitted to<br>Congress Jan. 28, 1977 | 1. Qu.-"Services to Congress"<br>2. Qu.-"Services to Congress"<br>3. Qu.-"Services to Congress"<br>in other LC Departments   | 1. All CES research staff<br>2. Addressed to selected<br>departments in other LC<br>departments | July 16, 1976<br>July 15, 1976  | Report from<br>Subcommittee<br>to LC Task Force                     | Completed<br>Nov. 12,<br>1976  |
| CES Office of Special<br>Programs  | "CES Feedback Survey"   | To provide CES with a<br>general indication of<br>how well it is doing<br>research work   | NA   | M. Johnston<br>C. Evans<br>D. Melnick      | Dec. 10, '75                                     | Report sub-<br>mitted to the<br>Director May,<br>1976  | 1. Qu.-1563 Questionnaire<br>(S&S returned)  | 1. Most Cong. offices re-<br>ceiving CES data on those<br>days                                  | Dec. 18, 1975   | Report from<br>Evans & Melnick                                      | Completed<br>May 11,<br>1976   |

## APPENDIX D

TABLES

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**Table 1. Allocation of budgeted positions by division and classification, fiscal 1976.**

| Division  | Research | Support | Total | % of Total |
|---|----------|---------|-------|------------|
| Office of the Director . . . . .                  | 2        | 7       | 9     | 1.2%       |
| Office of Research and<br>Analysis . . . . .      | 2        | 1       | 3     | .4         |
| Office of Coordination<br>and Review . . . . .    | 4        | 17      | 21    | 2.7        |
| Office of Special Programs . . .                  | 11       | 13      | 24    | 3.1        |
| Office of Support Services . . .                  | 0        | 35      | 35    | 4.5        |
| American Law . . . . .                            | 75       | 35      | 110   | 14.1       |
| Congressional Reference . . . .                   | 62       | 20      | 82    | 10.5       |
| Economics . . . . .                               | 63       | 13      | 76    | 9.8        |
| Education and Public Welfare . .                  | 60       | 13      | 73    | 9.4        |
| Environment and Natural<br>Resources . . . . .    | 38       | 10      | 48    | 6.2        |
| Foreign Affairs and National<br>Defense . . . . . | 55       | 13      | 68    | 8.7        |
| Government . . . . .                              | 60       | 14      | 74    | 9.5        |
| Library Services . . . . .                        | 0        | 68      | 68    | 8.7        |
| Science Policy Research . . . .                   | 46       | 9       | 55    | 7.1        |
| Senior Specialists . . . . .                      | 26       | 6       | 32    | 4.1        |
| Total . . . . .                                   | 504      | 274     | 778   | 100%       |



Table II. Inquiries Cleared by Month and by Division, FY 1976

| Month     | A      | E      | Ed     | ENR   | F     | G      | SPR   | S     | Total<br>Res.<br>Divs. | C       | T     | L     | D      | TOTAL   | Z     |
|-----------|--------|--------|--------|-------|-------|--------|-------|-------|------------------------|---------|-------|-------|--------|---------|-------|
| July      | 2,004  | 1,514  | 1,542  | 657   | 829   | 1,227  | 1,017 | 225   | 9,015                  | 15,047  | 165   | 340   | 1,453  | 26,020  | 8.9   |
| August    | 1,439  | 1,339  | 928    | 374   | 490   | 928    | 534   | 194   | 6,226                  | 11,218  | 106   | 440   | 924    | 18,914  | 6.5   |
| September | 1,798  | 1,589  | 1,109  | 546   | 721   | 796    | 498   | 100   | 7,157                  | 13,210  | 96    | 301   | 1,639  | 22,403  | 7.7   |
| October   | 1,910  | 1,732  | 1,414  | 525   | 792   | 982    | 802   | 316   | 8,473                  | 15,897  | 128   | 380   | 1,677  | 26,555  | 9.1   |
| November  | 1,868  | 1,303  | 1,349  | 403   | 640   | 895    | 646   | 115   | 7,219                  | 15,335  | 106   | 342   | 1,222  | 24,224  | 8.3   |
| December  | 1,441  | 1,370  | 935    | 357   | 594   | 846    | 436   | 83    | 6,062                  | 13,118  | 179   | 240   | 1,012  | 20,611  | 7.1   |
| January   | 1,383  | 1,491  | 1,201  | 483   | 646   | 899    | 568   | 81    | 6,752                  | 15,689  | 119   | 425   | 1,511  | 24,496  | 8.4   |
| February  | 2,065  | 1,374  | 1,547  | 381   | 600   | 870    | 578   | 74    | 7,489                  | 16,566  | 64    | 354   | 1,555  | 26,028  | 8.9   |
| March     | 2,000  | 1,526  | 1,445  | 491   | 745   | 995    | 632   | 85    | 7,919                  | 19,684  | 187   | 366   | 1,752  | 29,908  | 10.3  |
| April     | 1,647  | 1,183  | 1,219  | 357   | 689   | 763    | 596   | 67    | 6,521                  | 16,637  | 205   | 467   | 1,510  | 25,340  | 8.7   |
| May       | 1,469  | 1,328  | 1,171  | 319   | 443   | 476    | 474   | 94    | 5,774                  | 14,600  | 144   | 502   | 1,140  | 22,160  | 7.6   |
| June      | 1,904  | 1,408  | 1,167  | 510   | 573   | 1,180  | 579   | 74    | 7,395                  | 14,852  | 150   | 954   | 1,423  | 24,774  | 8.5   |
| TOTAL     | 20,928 | 17,157 | 15,027 | 5,403 | 7,762 | 10,857 | 7,360 | 1,508 | 86,002                 | 181,853 | 1,649 | 5,111 | 16,818 | 291,433 | 100.0 |
| Percent   | 7.2    | 5.9    | 5.2    | 1.8   | 2.7   | 3.7    | 2.5   | .5    | 29.2                   | 62.4    | .6    | 1.7   | 5.8    | 100.0   |       |

**Table III. Inquiries Cleared by Month and by Division, Transition Quarter**

| Month     | A     | E     | Ed    | ENR   | F     | G     | SPR   | S   | Divs.  | C      | T   | L     | D     | TOTAL  | %      |
|-----------|-------|-------|-------|-------|-------|-------|-------|-----|--------|--------|-----|-------|-------|--------|--------|
| July      | 1,814 | 1,079 | 985   | 316   | 380   | 657   | 466   | 79  | 5,776  | 13,116 | 168 | 857   | 1,548 | 21,465 | 33.6   |
| August    | 1,539 | 1,016 | 1,081 | 356   | 364   | 729   | 348   | 52  | 5,485  | 13,863 | 191 | 1,398 | 1,065 | 22,002 | 34.5   |
| September | 1,428 | 1,140 | 1,151 | 355   | 473   | 640   | 330   | 117 | 5,634  | 12,873 | 134 | 798   | 908   | 20,347 | 31.9   |
| TOTAL     | 4,781 | 3,235 | 3,217 | 1,027 | 1,217 | 2,026 | 1,144 | 248 | 16,895 | 39,852 | 493 | 3,053 | 3,521 | 63,814 | 100.0% |
| Percent   | 7.5   | 5.1   | 5.0   | 1.6   | 1.9   | 3.2   | 1.8   | .4  | 26.5   | 62.4   | .8  | 4.8   | 5.5   | 100.0  |        |

Table 4. Major Projects Statistics

a. CRS MAJOR PROJECTS, BY SOURCE, FY 1976

| New Projects | +   | Projects Carried<br>Over in Previous<br>Years | = | Total<br>Projects - Completed | =   | Projects<br>in Process<br>June 30 |
|--------------|-----|---|---|-------------------------------|-----|-----------------------------------|
| Committee    | 488 | 166   |   | 654                           | 411 | 243                               |
| Member       | 123 | 25  |   | 148                           | 101 | 47                                |
| Anticipatory | 117 | 32  |   | 149                           | 67  | 82                                |
| Totals       | 728 | 223   |   | 951                           | 579 | 342                               |
| Percent      | 77% | 23%   |   | 100%                          | 61% | 39%                               |

b. MAJOR PROJECTS, BY DIVISION, FY 1976

| Division                           | Total Projects<br>in Process | Projects<br>Completed | Staff Days<br>Spent on<br>Completed<br>Projects |
|------------------------------------|------------------------------|-----------------------|---|
| American Law                       | 80                           | 62                    | 1,490   |
| Economics                          | 85                           | 53                    | 1,432   |
| Education & Public Welfare         | 99                           | 50                    | 1,123   |
| Environment & Natural Resources    | 87                           | 58                    | 1,356   |
| Foreign Affairs & National Defense | 113                          | 64                    | 3,344   |
| Government                         | 182                          | 116                   | 2,846   |
| Science Policy                     | 149                          | 80                    | 1,912   |
| Senior Specialists                 | 29                           | 22*                   | 361   |
| Interdivisional                    | 127                          | 74                    | 3,484   |
| Totals                             | 951                          | 579                   | 17,348  |

\*Senior Specialists also contributed to 36 of the 74 interdivisional projects completed.

C. MAJOR PROJECTS FOR COMMITTEES,  
BY TYPE OF COMMITTEE, 1975-76

| Type of Committee/Sub-Committee | FY 1976 | Percent | FY 1975 | Percent Change |
|---------------------------------|---------|---------|---------|----------------|
| House Standing                  | 314     | 48%     | 217     | +45%           |
| House Select                    | 6       | 1%      | 5       | +20%           |
| Senate Standing                 | 271     | 41%     | 240     | +13%           |
| Senate Select/Special           | 20      | 3%      | 10      | +100%          |
| Joint                           | 43      | 7%      | 28      | +54%           |
| Full Committees                 | 425     | 65%     | 312     | +36%           |
| Subcommittees                   | 229     | 35%     | 188     | +22%           |
| TOTAL PROJECTS                  | 654     | 100%    | 500     | +31%           |

d. COMMITTEES SERVED BY MAJOR PROJECTS, FY 1976

| Type of Committee       | Full Com-*<br>mittees Served | Subcommittees*<br>Served |
|-------------------------|------------------------------|--------------------------|
| House Standing          | 22                           | 73                       |
| House Select            | 9                            | 1                        |
| Senate Standing         | 18                           | 44                       |
| Senate Select/Special   | 7                            | 0                        |
| Joint                   | 6                            | 1                        |
| TOTAL SERVED            | 62                           | 119                      |
| TOTAL POSSIBLE          | 71                           | 280                      |
| PERCENT OF TOTAL SERVED | 87%                          | 42%                      |

\*Includes major projects of previous fiscal years which are still active

## e. COMMITTEES AND SUBCOMMITTEES SERVED BY MAJOR PROJECTS, FY 1973-76

| Fiscal Year | Number Served | Total Possible | Percent of Total Served |
|-------------|---------------|----------------|-------------------------|
| 1976        | 181           | 351            | 51%                     |
| 1975        | 129           | 340            | 38%                     |
| 1974        | 125           | 315            | 40%                     |
| 1973        | 77            | 315            | 24%                     |

f. CRS MAJOR PROJECTS, BY SOURCE  
TRANSITION QUARTER

| New Projects  | +   | Projects Carried Over<br>in Previous Years | = | Total<br>Projects - | Completed<br>Projects = | Projects in<br>Process 9/30 |
|---|-----|--|---|---------------------|-------------------------|-----------------------------|
| Committee   | 107 | 232  |   | 339                 | 107                     | 232                         |
| Member  | 28  | 43   |   | 71                  | 25                      | 46                          |
| Anticipatory  | 65  | 72   |   | 137                 | 26                      | 111                         |
| Congressional<br>Support Agen-<br>cies and Mis-<br>cellaneous | 6   | 0  |   | 6                   | -                       | 6                           |
| TOTALS  | 206 | 347  |   | 553                 | 158                     | 395                         |
| PERCENT   | 37% | 63%  |   | 100%                | 29%                     | 71%                         |

9. MAJOR PROJECTS, BY DIVISION  
TRANSITION QUARTER  
JULY 1-SEPT. 30, 1976

| Division                              | Total Projects<br>in Process | Projects<br>Completed | Staff Days Spent on<br>Completed Projects |
|---------------------------------------|------------------------------|-----------------------|---|
| American Law                          | 31                           | 18                    | 277                                       |
| Economics                             | 59                           | 23                    | 486                                       |
| Education & Public<br>Welfare         | 84                           | 38                    | 686                                       |
| Environment & Natural<br>Resources    | 41                           | 14                    | 718                                       |
| Foreign Affairs & National<br>Defense | 82                           | 25                    | 735                                       |
| Government                            | 89                           | 11                    | 246                                       |
| Science Policy                        | 86                           | 13                    | 274                                       |
| Senior Specialists                    | 7                            | 2*                    | 26  |
| Interdivisional                       | 74                           | 14                    | 1,514                                     |
| TOTALS                                | 553                          | 158                   | 4,962                                     |

\*Senior Specialists also contributed to 6 of the 14 interdivisional projects completed

h. CRS MAJOR PROJECTS FOR COMMITTEES,  
BY TYPE OF COMMITTEE, TRANSI-  
TION QUARTER  
FY 1976

| Type of Committee/Sub-<br>committee | TQ  | Percent | FY 1976* | Percent<br>Change |
|-------------------------------------|-----|---------|----------|-------------------|
| House Standing                      | 144 | 42%     | 152      | -5%               |
| House Select                        | 6   | 2%      | 3        | +100%             |
| Senate Standing                     | 153 | 45%     | 143      | +7%               |
| Senate Select/Special               | 16  | 5%      | 8        | +100%             |
| Joint                               | 20  | 6%      | 20       | --                |
| Full Committees                     | 225 | 66%     | 210      | +7%               |
| Subcommittees                       | 114 | 34%     | 126      | -10%              |
| TOTAL PROJECTS                      | 339 | 100%    | 326      | +4%               |

\*FY 1976 is the time frame July 1, 1976, to September 30, 1976.

## i. COMMITTEES SERVED BY MAJOR PROJECTS, TRANSITION QUARTER

| Type of Committee       | Full Com-*<br>mittees Served | Subcommittees*<br>Served |
|-------------------------|------------------------------|--------------------------|
| House Standing          | 19                           | 37                       |
| House Select            | 2                            | 1                        |
| Senate Standing         | 18                           | 26                       |
| Senate Select/Special   | 3                            | 0                        |
| Joint                   | 6                            | 1                        |
| <hr/>                   |                              |                          |
| TOTAL SERVED            | 48                           | 65                       |
| TOTAL POSSIBLE          | 71                           | 280                      |
| PERCENT OF TOTAL SERVED | 68%                          | 23%                      |

\*Includes major projects of previous fiscal years which are still active.



**5. Congressional Research Service  
Program and Financing  
(in Thousands of Dollars)**

| <b>Fiscal Years</b>                                  | <b>1974</b> | <b>1975</b> | <b>1976</b> | <b>1976 TQ</b> |
|--|-------------|-------------|-------------|----------------|
| <b>Program by Activities:</b>                        |             |             |             |                |
| <b>Policy Analysis and Research .....</b>            | \$7,954     | \$9,734     | \$11,867    | \$3,351        |
| <b>Documentation and Status of Legislation .....</b> | 788         | 771         | 1,132       | 319            |
| <b>Information and Reference Services.....</b>       | 2,110       | 2,644       | 3,168       | 894            |
| <b>Management and Administration.....</b>            | <u>500</u>  | <u>563</u>  | <u>732</u>  | <u>206</u>     |
| <b>Total Obligations.....</b>                        | \$11,312    | \$13,712    | \$16,899    | \$4,770        |

**6. Personnel Summary**

| <b>Fiscal Years</b>                                 | <b>1974</b> | <b>1975</b> | <b>1976</b> |
|---|-------------|-------------|-------------|
| <b>Program by Activities:</b>                       |             |             |             |
| <b>Policy Analysis and Research.....</b>            | 382         | 445         | 494         |
| <b>Documentation and Status of Legislation.....</b> | 51          | 48          | 61          |
| <b>Information and Reference Services.....</b>      | 151         | 170         | 180         |
| <b>Management and Administration.....</b>           | <u>34</u>   | <u>40</u>   | <u>43</u>   |
| <b>Total Positions.....</b>                         | 618         | 703         | 778         |
| <b>Average GS Grade.....</b>                        | 9.8         | 9.8         | 10.02       |

7. TRAINING COURSE PARTICIPANTS, BY TYPE OF WORK AND GRADE LEVEL,  
FISCAL YEAR 1976 & FY 1976 TQ

|                | Adminis-<br>trative | Clerical   | Information<br>Support | Research   | Total      | Percent    |
|----------------|---------------------|------------|------------------------|------------|------------|------------|
| GS-2 to 4      | 1                   | 53         | 14                     | 0          | 68         | 11         |
| 5 to 8         | 1                   | 60         | 26                     | 87         | 174        | 27         |
| 9 to 12        | 10                  | 5          | 33                     | 219        | 267        | 42         |
| 13 to 15       | 7                   | 0          | 7                      | 93         | 107        | 17         |
| 16 to 18       | 1                   | 0          | 0                      | 23         | 24         | 4          |
| <b>Total</b>   | <b>20</b>           | <b>118</b> | <b>80</b>              | <b>422</b> | <b>640</b> | <b>100</b> |
| <b>Percent</b> | <b>3</b>            | <b>18</b>  | <b>13</b>              | <b>66</b>  | <b>100</b> |            |

## 8. TRAINING COURSE ATTENDANCE, BY TYPE OF COURSE

FISCAL YEAR 1976 &amp; FY 1976 TQ

|                        | In-Service | Out-Service | Total | Percent |
|------------------------|------------|-------------|-------|---------|
| <b>Research</b>        | 292        | 335         | 627   | 58      |
| <b>Technical</b>       | 13         | 50          | 63    | 6       |
| <b>Administrative</b>  | 68         | 30          | 98    | 9       |
| <b>Clerical</b>        | 43         | 30          | 73    | 7       |
| <b>CRS Orientation</b> | 214        | 0           | 214   | 20      |
| <b>Total</b>           | 630        | 445         | 1,075 | 100     |
| <b>Percent</b>         | 59         | 41          | 100   |         |

## APPENDIX E

CRS Regular Reports

| <u>Document</u>   | <u>Description</u>   | <u>Period of Issue</u>  | <u>Division Responsible</u> |
|---|--|---|-----------------------------|
| <u>Digest of Public General Bills and Resolutions (Bill Digest)</u> | 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                |
| <u>Major Legislation of the 94th Congress (MLC)</u>                 | Status and reference information on major legislative issues.  | Monthly during each session of Congress   | Office of Special Programs  |
| <u>Legislative Status Checklist</u>                                 | Updates legislative status information of the MLC and contains a cumulative listing of Presidential messages to Congress, authorizations and appropriations. | Weekly during each session of Congress  | American Law                |
| <u>Selective Dissemination of Information (SDI)</u>                 | An annotated bibliography on cards, arranged by subject.   | Weekly  | Library Services            |
| <u>CRS Multilithed Reports (Green Sheets)</u>                       | A current list of CRS reports of general interest to Members of Congress arranged by subject.  | Monthly   | Library Services            |
| <u>Subject Catalog of CRS Multilithed Reports in Print</u>          | A cumulative listing of all CRS multilithed reports in print, arranged by subject.   | Semi-annually   | Library Services            |
| <u>Legislative Indexing Vocabulary (LIV)</u>                        | A standard vocabulary of terms used for CRS indexing and cataloguing operations.   | As needed.  | Library Services            |

| <u>Document</u>   | <u>Description</u>   | <u>Period of Issue</u>                       | <u>Division Responsible</u>                                    |
|---|--|--|--|
| National High School and Collegiate Debate Topics                                     | Compilations of material, issued as committee prints, to support the selected debate topics.                           | Annually                                     | Office of Special Programs in conjunction with other divisions |
| <u>The Constitution of the United States of America-- Analysis and Interpretation</u> | One volume work elaborating, clause by clause, the meaning of the Constitution as revealed in Supreme Court decisions. | Decennial revisions and biennial supplements | American Law   |
| <u>Services to Congress</u>   | Pamphlet outlining CRS services available to Members and congressional staff.  | Annually                                     | Office of Special Programs                                     |
| <u>Annual Report of the Congressional Research Service</u>                            | Detailed information on CRS activities during the fiscal year.   | Annually                                     | Office of Special Programs                                     |
| Issue Brief Menu  | A list by title of the available issue briefs.   | Semi-monthly                                 | Office of Special Programs                                     |









OVERNIGHT LOAN  
ONLY