

# Annual Report FY2023

75 Years of Fee-Based Research  
Services to the Federal Government  
1948-2023





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# Overview

The Federal Research Division (FRD), through administration of the Federal Research Program revolving fund, provides unbiased, authoritative research and analysis support to the federal government, the government of the District of Columbia, and federally funded contractors. Part of the Library of Congress's Chief Operating Officer service unit, FRD also works with other Library components, supporting both internal and external projects and partnerships.

Fiscal year (FY) 2023 was a year of significant milestones for the division, which marked its seventy-fifth anniversary. Originally known as the Air Research Unit, FRD was established in March 1948 to provide research support for the newly formed U.S. Air Force and later worked with the Defense Intelligence Agency. From 1963 to 1970, as the Defense Research Division, the organization's mandate expanded to include the rest of the U.S. Department of Defense. In 1970, FRD assumed its current name and the mandate expanded once again to include all federal government agencies, outside of Congress. Since 2018, the division has partnered with the Law Library of Congress's Global Legal Research Directorate to provide global legal research services to clients.

Financially, FRD experienced incredible growth in FY2023, with approximately 50 percent more business secured, by dollar, than in FY2022. In fact, of the more than sixty projects division staff worked on over the course of the fiscal year, over 40 percent were started in FY2023. Overall, FRD's portfolio supported some forty client organizations, including a third of the agencies comprising the White House Cabinet:

1. U.S. Department of Commerce (DOC)
2. U.S. Department of Defense (DoD)
3. U.S. Department of Homeland Security (DHS)
4. U.S. Department of Housing and Urban Development (HUD)
5. U.S. Department of the Interior (DOI)
6. U.S. Department of State (DoS)
7. U.S. Department of Transportation (DOT)
8. U.S. Small Business Administration (SBA)

## Staff Launch Internal Initiatives to Support Colleagues

As a revolving fund, FRD seeks to create excellent research and analysis products, on time and on budget, for its many clients. As project requests have increased in scope and volume over the past five years, the division has expanded from a staff of twelve to nearly fifty researchers, project managers, editors, section heads, and marketing and administrative staff. To ensure consistency and quality across client deliverables, train new researchers, and encourage professional development, FRD staff piloted a seven-session Writing Workshop in spring 2023. The workshop sessions focused on drafting reports and citing sources in general, as well as drafting specific elements, such as case studies, executive summaries, literature reviews, and methodology sections. The hour-long presentations were well received by colleagues and project managers noticed an increased professionalism in draft reports. Since the pilot, viewing recordings of the presentations and completing related assignments have been incorporated into FRD's onboarding for new employees.

The Writing Workshop was followed by a separate effort to create an FRD Researcher Guide. This guide is an online handbook designed to answer common questions staff may have throughout the research process. It supplements existing materials to aid employees in locating databases, conducting research, editing reports, and creating effective presentations, among other things. The guide is a living document that is reviewed and updated on a regular basis; each quarter, staff members are assigned to individual sections to provide fresh perspectives on the materials and ensure division-wide support. The creation of the Researcher Guide serves to preserve FRD's institutional memory and, like the Writing Workshop, to onboard new employees effectively. It also helps FRD provide creative and high-quality research products to its clients.

Operationally, the division's total number of employees neared fifty full- and part-time appointments. Staff supported the office from Washington, DC, as well as Atlanta, Boston, and Chicago. The growth in staff size prompted the hiring of a third section head in April 2023.

## Marketing and Sales Activities


As in previous fiscal years, FRD engaged in proactive, strategic marketing activities driven by research, outreach, sales presentations, and proposal development. These activities aim to identify potential clients; new federal divisions, task forces, and initiatives; emerging areas of research; and topics or groups with expanding budgets.

FRD's marketing and sales efforts in FY2023 were highly successful, with the division receiving \$8.2 million in funding, an increase of nearly \$3 million over FY2022. Clients new to FRD accounted for more than a third of this \$3 million increase, while internal Library partnerships accounted for nearly 40 percent of FRD's total funding. Of the forty-two contracts that were signed during the fiscal year, around 90 percent were with repeat clients, many of whom have worked with FRD for over a decade.

## Diamond Anniversary

To publicly mark FRD's seventy-five years of service, the division held a public panel discussion on the intersection between research and project implementation at the Library on June 13, 2023. That discussion, titled "The Value of Accurate and Actionable Policy Research," highlighted the diversity of agencies FRD supports. Speakers were Reena Chakraborty, chief of strategic planning and analysis at the DC Department of Corrections; Dr. Sandra Charles, the Library's chief medical officer and head of the Health Services Division; Diana Epstein, evidence team lead at the Office of Management and Budget; and Shabori Sen, chief of the





“It is so incredibly powerful when somebody from the Library comes and talks to you. It has a different ring than the [Department of Homeland Security] wanting to talk to you. And that’s where there is such a value added for working with FRD.”

**Shabori Sen, Chief, Policy and Research Division, U.S. Citizenship and Immigration Services**

Policy Research Division at U.S. Citizenship and Immigration Services.

Although the panelists conveyed a wide range of experiences, insights, and perspectives to the in-person and online attendees, they were, in Principal Deputy Librarian of Congress Mark Sweeney’s words, “united in their opinion that impactful and effective policies at all levels of government must be grounded in quality evidence-based research.” A recording of the discussion was later shared to the Library’s official YouTube page.

The event also yielded other opportunities to promote the unique variety of projects FRD undertakes on behalf of its clients to hundreds of individuals, both inside and outside of the Library, as well as inside and outside of government. For example, FRD chief Annie Rorem spoke with Eric White, the producer of the Federal News Network’s “Federal Drive with Tom Temin” program. The network, which has been around for nearly a century, focuses specifically on the federal community—providing non-partisan, non-political news coverage for government workers and contractors. During the conversation, Rorem highlighted the division’s history as well as its expansion into data analysis, data visualization, and operations research.

The panel discussion, and FRD’s anniversary, was further highlighted in a front-page article for the Library’s internal *Gazette* newsletter. Written by the division’s senior editor, the story covered several past and current projects. In particular, the article centered FRD projects focused on equity and representation. For example, in 2004, the division worked with the U.S. Army’s Human Resources Command to see if deserving service members from past conflicts were denied the Medal of Honor, the nation’s highest military award, due to religious or racial prejudice. As a result of FRD’s efforts, twenty-four service members—veterans of World War II, the Korean War, and the Vietnam War—were ultimately recognized (nearly all of them posthumously) for their courage under fire.



## FRD Modernizes Records Management Procedures

In December 2022, the National Archives and Records Administration (NARA) released a memo stating that federal agencies must move to a paperless format for all permanent records by the end of June 2024. To comply with this guidance, FRD began working closely with the Library's Records Management Division to better identify, catalog, and store its temporary and permanent holdings.

Beginning in February 2023 and continuing throughout the fiscal year, FRD staff worked to properly dispose of thousands of convenience copies of paper documents. The remaining records included annual reports dating back to the division's creation in the 1940s, project-specific style manuals, and hundreds of client deliverables. These records were then compared to FRD's electronic files to determine which items had been previously digitized. As many files appeared to only exist in a hard-copy format, FRD partnered with the Library's Photoduplication Service to begin scanning and digitizing the records.

Moving forward, the next phase of this modernization effort will focus on sending paper copies of certain records to NARA for permanent storage, restructuring FRD's electronic files to follow a consistent naming schema, and establishing internal procedures for creating and handling division records. Together, these activities will bring FRD into full compliance with NARA regulations, as well as seamlessly integrate the division's internal filing structure with a new, automated records management system.







# Intra-Library Partnerships

Along with its external relationships, FRD maintained and expanded its partnerships with several Library components in FY2023. Through project agreements and staff details, the division has worked closely with components in every service unit within the Library. Many of these partnerships have been with divisions housed in the six directorates that comprise the Chief Operating Officer service unit—FRD’s parent organization. Together, these intra-Library partnerships have improved planning, operations, and analysis across the agency.

## Project Highlights

Fiscal year 2023 was a productive one for FRD, with staff working on more than sixty projects for some forty different clients. Previously, employees were grouped into research sections titled by content area, such as “Defense and National Security” and “Healthcare and Business.” In FY2023, these section names were de-emphasized to reflect the increasingly cross-sectional nature of FRD’s work. As such, the project summaries listed in this section are organized by status: completed, ongoing, and started. Due to the sensitivity of some research topics, not every project or client is included.

### Completed Projects

Over the course of the fiscal year, FRD staff completed nearly thirty projects, several of which included multiple parts and related deliverables. While many of these efforts supported external clients, such as the U.S. Departments of Defense, Homeland Security, the Interior, and State, nearly half were commissioned by offices internal to the Library.

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## COO Organizational History

LIBRARY OF CONGRESS

In FY2023, FRD completed a comprehensive, multiyear effort in support of the Chief Operating Officer service unit (COO), the division's parent organization. COO contracted FRD to analyze its organizational structure and history in order to develop future hiring plans and assist with the transfer of institutional knowledge during staff turnover. The project encompassed five research tasks:

- Documenting the current staffing structure of COO;
- Recording historical changes to the staffing structure of COO and its directorates;
- Recording existing documentation establishing policies, procedures, and systems used by COO directorates;
- Providing the organizational history of each directorate, the history of major restructuring initiatives in the Library, and historical changes in personnel costs between FY2011 and FY2021; and
- Compiling and benchmarking COO against best practices for hiring and staffing across the federal government.

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## Defense Spending by State: Fiscal Years 2021-22

U.S. DEPARTMENT OF DEFENSE

As it has for the past five years, in FY2023, FRD produced a report for the DoD Office of Local Defense Community Cooperation (OLDCC) that documents the results of a state-by-state analysis of spending by the DoD during FY2021 in all fifty states and the District of Columbia. The division also completed a separate supplemental report profiling the five principal U.S. territories. The final document highlights a range of indicators, such as total spending figures, categories of goods and services on which federal funds were spent, major defense vendors, and numbers of defense personnel. With information drawn from various government data sets, the report incorporates original programming and geospatial overlays using the R software suite.

Additionally, the FRD team completed the main state-by-state report for FY2022, which was published on the OLDCC website in September 2023. Unlike previous years' editions, the FY2022 report incorporated grant data in its analysis. A companion territory report is expected to be completed in early FY2024.



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## Emerging Trends in the Global Financial System

U.S. DEPARTMENT OF STATE

Concluding a multiyear research effort, FRD produced a study focused on emerging trends in and structural changes to the global financial system for the State Department's Bureau of International Narcotics and Law Enforcement Affairs. The project supported the bureau's Office of Global Programs and Policy.

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## Federal Library Directory and Interactive Map

LIBRARY OF CONGRESS

The Federal Library and Information Network (FEDLINK) coordinates government agencies to optimize use of the resources and facilities of federal libraries and information centers. In FY2022, FEDLINK contracted FRD to compile an up-to-date public directory of these organizations to raise awareness and contribute to a more effective use of the resources they maintain. In addition to developing this directory, in FY2023, FRD created an interactive map that visually displays key data points for these libraries and centers.

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## File Digitization and Analysis Effort

CONGRESSIONAL OFFICE FOR INTERNATIONAL LEADERSHIP

In FY2021, the Congressional Office for International Leadership (COIL, formerly the Open World Leadership Center) entrusted FRD with digitizing



its paper collection and analyzing key portions of the documents to create usable success stories and evidence of the efficacy and relevance of the program. Over the course of the project, FRD oversaw the digitization of 93,772 pages from the historic COIL files and added metadata to 27,917 digitized pages. Staff also submitted papers describing COIL's efforts to promote the rule of law, expand programmatic operations in Uzbekistan, and respond to the 2022 invasion of Ukraine.

## Financial Well-Being Scale Cognitive Testing

CONSUMER FINANCIAL PROTECTION BUREAU

For one of several projects in support of the Consumer Financial Protection Bureau, FRD conducted a cognitive test of a financial well-being scale to ensure that the intent of the English-language document was replicated in translated documents for seven target languages. FRD first had the document translated into the target languages and then trained interpreters to interview nine native language speakers for each language. The results of the interviews were listed in a comprehensive report delivered to the client.

**"I want to commend your team on this excellent report. It is thorough and thoughtful. Thank you again for the support provided on this project."**

Client, Office of Financial Protection  
for Older Americans



## Health Services Data Analyses

LIBRARY OF CONGRESS

The Library's Health Services Division (HSD) has collected data for many years as a routine part of service. However, in late 2021, HSD sought the

assistance of FRD in mining this information for quantitative insights regarding the demographics of staff served by HSD, the Library's response to the COVID-19 pandemic, and HSD's strategic value to the Library outside of providing direct services to staff. The final reports produced by FRD on these topics provided the division with a better understanding its constituents. This understanding enabled more targeted programming, increased institutional knowledge for future disaster relief programs, and enhanced HSD's support of the Library's strategic planning efforts.

## Health Services Wellness Program Analyses

LIBRARY OF CONGRESS

In further support of HSD, FRD examined health and wellness programs at comparable organizations across the federal government and private sector by conducting a series of stakeholder interviews, literature reviews, and an all-Library staff survey. FRD assessed HSD's recent programming and its alignment with strategic goals, as well as methods for tracking and improving engagement and measuring staff satisfaction and return on investment. FRD's research findings culminated in a series of actionable recommendations to help HSD improve wellness programming, providing it with guidance in developing new and expanded program requests for future health and wellness endeavors.

## Indigenous Perspectives on the Lolo Trail

U.S. DEPARTMENT OF THE INTERIOR

In FY2023, FRD assisted the National Park Service (NPS) in preparing an updated letter of inquiry (LOI) to the Keeper of the National Register of Historic Places regarding the need to include Indigenous perspectives in the historical information registered for the Lolo Trail. A National Historic Landmark, the Lolo Trail comprises a segment of the Lewis & Clark National Historic Trail that crosses from Montana into Idaho. In collaboration with the American Folklife Center, FRD analyzed existing documentation, performed outreach to four American Indian Tribes to collect their perspectives, identified landowners associated with the trail, and contracted a Tribal representative to carry out a visit documenting the integrity of specific trail sites. An initial LOI

Sasirih Pamai, iStockPhoto

shared with the client at the end of FY2022 was revised to incorporate Tribal and NPS feedback, as well as the results of the site visit.

## Internal Customer Experience and Environmental Studies

LIBRARY OF CONGRESS

Under a two-part agreement with the Library's Integrated Support Services Directorate (ISS), FRD staff conducted research to identify and understand deficiencies in ISS service delivery—including how the current intranet space may be updated to better serve the Library customer base—and explored ways ISS can reduce the carbon footprint of Library operations. Individual reports on the team's respective findings were delivered towards the end of the fiscal year.

## IRC Recommendations Research

U.S. DEPARTMENT OF DEFENSE

FRD partnered with the Violence Prevention Cell within the DoD Office of Force Resiliency (OFR) to address recommendations from the 2021 Independent Review Commission (IRC) report, *Hard Truths and the Duty to Change: Recommendations from the Independent Review Commission on Sexual Assault in the Military*. IRC recommendation 2.5b states that the Office of the Secretary of Defense should employ virtual platforms to provide support to all service members. In support of this recommendation, FRD used existing tools and resources to develop content for a user friendly, age appropriate, and culturally relevant virtual tool to link early-career service members to relationship resources available through the Military OneSource website. Additionally, FRD summarized best current knowledge on trauma and trauma-informed approaches to help OFR develop training curricula for leaders. This effort supports IRC recommendation 2.5a to link service members with resources and support. Finally, FRD developed a draft item bank of validated survey questions on high-visibility and sensitive topics. This item bank is addressed by the DoD Instruction 6400.11 (1.2b, 5.3c, 5.3d) requirement to streamline approval of data collection requests and maintain ethical research practices for prevention research and evaluation.

## Knowledge Management Efforts and Platforms

U.S. DEPARTMENT OF DEFENSE

During FY2023, FRD completed a report for the Center for Global Health Engagement (CGHE)—a part of the Uniformed Services University of the Health Sciences—that provided a synthesis and catalog of major past and current DoD knowledge management efforts and platforms in support of future CGHE development priorities. FRD also examined available resources to identify which efforts or platforms have succeeded, which have failed, and why. The report included a spreadsheet-formatted table appendix that cataloged the knowledge management platforms discovered by the research team.

## Nonresident Alien Tax Analysis

LIBRARY OF CONGRESS

In a separate project for COO, FRD analyzed and documented Library processes and procedures pertaining to the yearly tax withholdings performed on behalf of nonresident alien payees. The project team reviewed relevant federal and Library regulations, performed a literature review and environmental scan as pertains to current Library and peer organization practices, and constructed a Process and Procedures (P&P) document that captured its findings. The P&P also provided project stakeholders with recommendations.



Shawn Miller

## Preservation Activities

LIBRARY OF CONGRESS

Under partnership with another Library office, FRD completed three research tasks on behalf of the Preservation Directorate. Researchers examined the implementation and operation of digital document delivery services at large



## Program Analysis and Evaluation Office Support

## Publishing Office Support



Shawn Miller

current USCIS model reflects best practices from other agencies. For the second project, the initial phase of a larger effort, researchers conducted a literature review to identify barriers in the naturalization application process. They also developed instruments for conducting expert interviews and collecting empirical data during the next phase of the project.

FRD's findings resulted in reports USCIS can use to support its work meeting Executive Order 14012, "Restoring Faith in Our Legal Immigration Systems and Strengthening Integration and Inclusion Efforts for New Americans." FRD's research continues with activities focused on finalizing the literature review report and conducting expert interviews.

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## Strategic Planning Research

### LIBRARY OF CONGRESS

The Library's Strategic Planning and Performance Management Office (SPPM) facilitated the development of the *FY2024-2028 Strategic Plan* in FY2023, in order to renew or revise strategic goals and objectives aligned with the current framework. To support SPPM in its preparation for this review, FRD identified and evaluated an appropriate framework for trend analysis. FRD then conducted research on a set of ten select trends to gather information salient to Library goals and created a set of short briefs about these trends, which were presented to the agency's Executive Committee.

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## WebREADS Evaluation

### LIBRARY OF CONGRESS

In FY2023, FRD finalized its evaluation of the National Library Service for the Blind and Print Disabled's WebREADS platform, which is an integrated system used by libraries across the country. After completing a central analysis of WebREADS, FRD assessed the possible utility and effectiveness of a book recommendation engine to improve patron assistance services, evaluating such engines as a market and conducting a case study of compatible technologies.





arsenisspyros, iStockPhoto

## Ongoing Projects

Around 20 percent of the projects comprising FRD's portfolio in FY2023 were ongoing efforts for a variety of clients, including the Federal Highway Administration and the U.S. Department of Housing and Urban Development. Again, nearly half of these projects supported other Library entities, such as the U.S. Copyright Office.

### Bias, Discrimination, and Violence in Global Societies

U.S. DEPARTMENT OF STATE

In September 2021, the DoS Bureau of International Narcotics and Law Enforcement Affairs (INL) commissioned a study on the relationship between bias, discriminatory practices, and violence or the support of violence in global societies, as well as within criminal justice organizations. INL sought to gain a better understanding of the dynamics that can lead to violence—including state-led violence—against socially excluded groups, such as those within the LGBTQI+ community. That study, which FRD completed in FY2022, also addressed how discriminatory beliefs and norms held by individuals in positions of authority can lead to harmful outcomes for victims of discrimination.

During FY2023, INL engaged FRD in developing a follow-on study that further explores some of the themes addressed in the initial report. This project amendment allows FRD to continue its research in understanding the dynamics that can lead to violence against LGBTQI+ community members and to identify and evaluate the relative effectiveness of actions to create safe and secure LGBTQI+ communities in the international arena. This second report will be completed in early FY2024.

### Criminal Justice Mapping

U.S. DEPARTMENT OF STATE

Under a separate agreement with INL, FRD continued producing a series of deliverables that aims to elucidate the criminal justice processes and decision flows in select jurisdictions. Drawing from legal research provided by the Law Library of Congress, FRD created process flow maps featuring an innovative, interactive framework in PowerPoint that utilizes hyperlinking functions within slides to reference supporting explanations and source documentation. The project

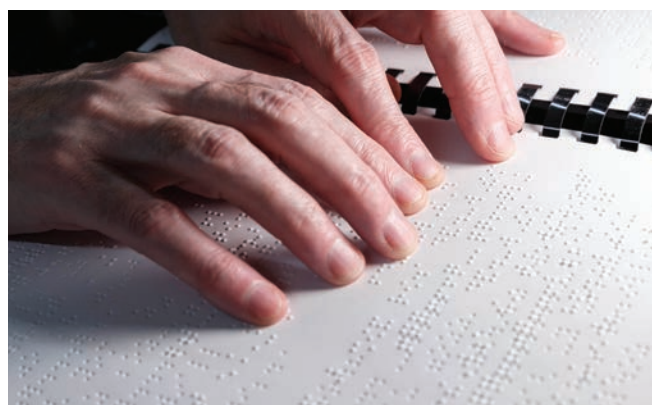
team also used tablet-based software to draw and visualize the static images underlying the interactive products. FRD collaborated extensively with the client and the Law Library to finalize these maps. The project was renewed in FY2023 to further expand the number of profiled jurisdictions.

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## Development of KPI Dashboard

LIBRARY OF CONGRESS

Following a successful pilot project in FY2022, FRD continued to support SPPM in developing the Library's first agency-wide key performance indicator (KPI) dashboard. The dashboard includes more than eighty measures and is designed to demonstrate progress on the Library's strategic plan. FRD data analysts aided SPPM by developing interactive data visualizations using Tableau software; updating the dashboard with new monthly, quarterly, and annual data; and assisting in user testing with Library stakeholders. SPPM and FRD presented a final proof-of-concept dashboard to the Library's Operations and Executive Committees in September 2023. FRD will continue to support SPPM with the dashboard in FY2024.



Shawn Miller

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## Digital Delivery Improvements

LIBRARY OF CONGRESS

The National Library Service for the Blind and Print Disabled (NLS) seeks to ensure higher levels of reliability for its operations and patrons by improving the digital delivery of its services. In FY2020, NLS contracted FRD for support that will enhance its knowledge base with respect to emergent and anticipated technological approaches for transmitting materials to patrons. In FY2023, FRD conducted several research projects to help NLS further its modernization goals. First, it completed a mixed analytical

methods research project to determine how network libraries utilize book metadata. FRD interviewed key NLS staff and analyzed book metadata to create a comprehensive report. Next, FRD continued to assess demographic data on blind and print disabled individuals across the country to help create stronger population estimates. Last, FRD will complete a report on braille eligibility in FY2024 that summarizes its findings.

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## DPAA Vietnam-Era POW/MIA Record Indexing and Posting

U.S. DEPARTMENT OF DEFENSE

In 1992, FRD created the Vietnam-Era POW/MIA Database, an online repository of DoD documents regarding missing American service members from the Vietnam War. Since then, the Defense POW/MIA Accounting Agency (DPAA) has provided original documents to FRD on a quarterly basis. FRD staff review and analyze the documents to extract and add relevant metadata to the database; maintain the database; and produce quarterly reports on visitation to the database. The team working on the project indexed and archived three shipments of newly available materials, featuring 143 documents, during the fiscal year. In September 2023, DPAA and FRD signed an agreement that will extend the project into FY2024.

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## EnVision Centers Implementation Evaluation

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Started in FY2020, this project for HUD focuses on conducting a qualitative implementation evaluation of its EnVision Centers Demonstration, an initiative that assigns the "EnVision Center" title to organizations providing integrated services to underprivileged communities. In January 2021, HUD submitted a Paperwork Reduction Act package to the Office of Management and Budget (OMB) to gain permission for FRD to interview personnel affiliated with selected centers. While waiting for a response, FRD carried out a pilot study at one center.

After FRD received OMB approval towards the end of FY2021, the team immediately began scheduling and conducting interviews. In FY2022, FRD began carrying out interviews, analyzing the responses, and creating case studies for each center. Due to the delay in receiving OMB approval, the period of



performance was extended a full year to enable the team to carry out the remaining interviews. In FY2023, FRD completed the interviews and case studies, and began compiling a comprehensive report that includes a summary literature review of co-located service centers and a synthesis of findings from the case studies.

## Financial Education Audits and Translations

CONSUMER FINANCIAL PROTECTION BUREAU

The Consumer Financial Protection Bureau's Office of Financial Education implements and enforces federal consumer financial law and ensures that markets for consumer financial products are fair, transparent, and competitive. For more than six years, FRD has contracted with language auditors and translators to review or interpret English-language financial education documents for users with limited English proficiency. The most common languages are Arabic, Chinese, Haitian Creole, Korean, Russian, Spanish, Tagalog, and Vietnamese. FRD auditors and translators provide expertise on single-page documents, as well as multiple-page style guides and glossaries.

## Impact of Relocation Program on Residents

U.S. DEPARTMENT OF TRANSPORTATION

Over the past decade, households have been relocated across the United States through federally funded highway projects under the Relocation Assistance and Real Property Acquisition Policies Act of 1970 (Uniform Act). Launched in partnership with the Federal Highway Administration's (FHWA's) Office of Real Estate Services in FY2022, this multiyear study aims to address three core research questions:

- What is the impact of relocation on the quality of life for residents who move?
- Are the impacts of relocation distributed equitably across various demographics?
- What changes may be implemented to better respond to the needs of those residents who are relocated and/or improve equity of outcomes across affected groups?

The study will measure the effects of relocation at both the individual and community levels, using survey and interview data collected from households and people who have been relocated, as well as data about displacement and replacement neighborhoods for those relocated households. During FY2023, the FRD team drafted the study methodology, including a sampling strategy and survey and interview instruments, as well as an outline of the community-level analysis plan.

## Occupant Emergency Action Plan Quality Assurance

LIBRARY OF CONGRESS

In FY2022, FRD kicked off a multiphase project with the Library's Security and Emergency Preparedness Directorate to help it establish best practices for drafting Occupant Emergency Action Plans (OEAPs); benchmark existing OEAPs against an informed model; review and evaluate OEAP drafting, coordination, and communication processes; and support the development or improvement of intranet tools and resources. During FY2023, the FRD research team completed three of the four core project tasks, including the review of best practices for emergency preparedness procedures, the benchmarking of existing Library emergency plans against an exemplar, and the evaluation of the processes surrounding staff awareness and understanding of the OEAPs.

**"I find the report quite informative and thought provoking.**

**I am in agreement with FRD's recommendations and suggestions and looking forward [...] to the next step."**

Client, Emergency Preparedness Division

## Record Books Collection and Virtual Card Catalog Reviews

LIBRARY OF CONGRESS

In FY2023, FRD continued its on-site work on behalf of the U.S. Copyright Office (USCO) to conduct quality assurance on digitized record books. Following Federal Agencies Digital Guidelines Initiative (FADGI) practices in a controlled environment, FRD uses specialized monitors and software to carefully review approximately

10 percent of the digitized scanned document records for any errors or imperfections introduced through the digitization process. By the end of FY2023, 9,488 of the approximately 26,278 Record Books were reviewed and available online. Through these efforts, the division ensures USCO moves steadily towards its modernization goal of a comprehensive set of online copyright records.

FRD provided further assistance to USCO by continuing to analyze and review metadata captured from copyright card images. The goal of this effort is to improve the search capabilities of the records online in the new Copyright Public Record System (CPRS), which recently started incorporating copyright card catalog registrations and other older copyright-related records from 1870 through 1977. FRD analysts conducted Independent Verification and Validation (IV&V) quality assurance on the digitized card images by comparing them to the corresponding captured metadata in CSV (comma-separated value) and XML (extensible markup language) files. FRD analysts conducted quality assurance on the digitized card images by comparing them to the corresponding captured metadata, recording errors in weekly reports and recommending process improvements to the client to gain efficiency.

## U.S. Copyright Office Translations

LIBRARY OF CONGRESS

FRD also continued aiding a USCO translations project started in FY2021. The Copyright Office is required by law to register copyright claims, record information about copyright ownership, provide information to the public, administer a small-claims tribunal, and assist Congress on a wide range of copyright issues. To provide better access to information about these functions, USCO is seeking to provide Spanish translations of relevant guidance documents. FRD supports this effort by translating select circulars, handbook chapters, FAQs, and other documents from English to Spanish.

## Vehicle Size and Pedestrian Injury Risk Research

U.S. DEPARTMENT OF TRANSPORTATION

In FY2022, FRD began a multiyear study in partnership with the National Highway Traffic Safety Administration (NHTSA) that incorporates four principal research tasks on the topic of pedestrian

safety: the development of a literature review and annotated bibliography of scholarly works addressing links between pedestrian injury risk and vehicle size; research on the effects of vehicle design and standardized testing on pedestrian injury outcomes; current and projected vehicle market trends; and an annotated bibliography of pedestrian data sources at the state, county, and municipal levels. During FY2023, FRD completed the literature review and annotated bibliography of scholarly works, and the annotated bibliography of pedestrian data sources. The division also made progress in its research on pedestrian hood impacts and vehicle market trends.

**“I and the NHTSA team are very happy with this deliverable ... great content and very well written and presented.”**

Client, Office of Vehicle Safety Research



David W. Rice





## Started Projects

Of the more than sixty projects FRD staff worked on in FY2023, twenty-seven efforts kicked off during the fiscal year—making over 40 percent of the division’s work new business. Many of these projects were commissioned by past or existing clients, such as the Library Collections and Services Group and the U.S. Department of Homeland Security. However, some partners were new to FRD. These organizations include the Defense Legal Services Agency (DoD) and the U.S. Economic Development Administration (DOC).

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### Accreditation and Certification of Criminal Justice Sectors

U.S. DEPARTMENT OF STATE

During FY2023, FRD began a new study on behalf of INL designed to enhance the bureau’s knowledge of current domestic and global standards for the formal accreditation and certification of foreign criminal justice systems and their various subsectors. The research study also aims to inform INL’s development of internal guidance to establish and apply a credible, independent set of accreditation and certification standards for criminal justice agencies and operations receiving foreign assistance from the United States. The project is expected to be completed in FY2024.

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### Alcohol Policy and Harmful Cyber Behaviors Research

U.S. DEPARTMENT OF DEFENSE

FRD expanded its relationship with the DoD’s Violence Prevention Cell through a new agreement that will have the division provide research support in two defined topic areas: alcohol policy and harmful behaviors in the cyber environment. The first task, which was underway at the end of FY2023, addresses recommendation 2.3b from the 2021 report, *Hard Truths and the Duty to Change: Recommendations from the Independent Review Commission on Sexual Assault in the Military*, which states that the Under Secretary of Defense for Personnel and Readiness should identify a non-clinical, Office of the Secretary of Defense-level Office of Primary Responsibility for alcohol policy and develop relevant policy guidance and oversight. FRD is conducting a broad scan of existing research and current

policy requirements to identify gaps in and opportunities for preventing harmful behaviors by mitigating alcohol misuse.

The second task will address one of three key research priorities in the *FY2023 DoD Integrated Prevention Research Agenda*, “Understand Risk and Protective Factors for Harmful Behaviors in the Cyber Environment.” It is scheduled to begin in FY2024 and will explore service members’ activities in the cyber environment to assess prevention needs and enhance prevention activities. FRD also will assess how activities in the cyber environment can increase or decrease risk, as well as identify protective factors associated with various harmful behaviors.

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## Border Security Programming Support

U.S. DEPARTMENT OF STATE

FRD began a fifth project for INL in support of the overseas engagement planning efforts of the Office of Africa and Middle East Programs (AME). The project is designed to enhance AME’s understanding of the major border security challenges that fall within the office’s mission area, as well as possible means of addressing those challenges. The project’s final report is anticipated in FY2024.



Brian A. Jackson, iStockPhoto

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## Chemical Safety and Hazard Research Support

U.S. CHEMICAL SAFETY AND HAZARD INVESTIGATION BOARD

FRD embarked on a set of three projects for the U.S. Chemical Safety and Hazard Investigation Board (CSB) beginning in FY2023. Within the fiscal year, FRD completed a demographic study of the health of residents living near CSB-investigated sites. The study culminated in a narrative report and interactive map, which reflects incidents in and the health status of surrounding communities. FRD is continuing work in FY2024 on the

two remaining projects: a literature review on fertilizer-grade ammonium nitrate (FGAN) and a mixed-methods reactive hazard investigation of the impacts of reactive chemical incidents between 2003 and 2020. Together, this research will support CSB in its mission to make new safety recommendations and monitor their implementation.

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## CIS Document Redaction and PDF Conversion Quality Assurance

LIBRARY OF CONGRESS

In FY2023, FRD began work on a fourth USCO project to identify and redact pages displaying certain extraneous information that are commingled within recordation records in the Copyright Imaging System (CIS). The project also requires these records to be organized by document type and converted into PDF/A files to allow the public to view and search them online in the CPRS.

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## Complex Adaptive Systems and Knowledge Management

U.S. DEPARTMENT OF COMMERCE

FRD started working on two projects for the U.S. Economic Development Administration (EDA) in FY2023. One project, focused on complex adaptive systems—especially in relation to disaster resilience and recovery—will result in a literature review and landscape scan that inform EDA’s understanding of its sphere of influence within the larger ecosystem, and further EDA’s ability to develop a set of action items that will improve its influence and coordination with relevant stakeholders.

The second project centers on conducting a needs and opportunities assessment of EDA’s Networks Division’s knowledge management structure and processes, as well as related National Technical Assistance and Research Programs. FRD will continue this work, which will enable EDA to better facilitate the sharing of knowledge and insights within the Networks portfolio and across the economic development space, in FY2024.

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## Contract Audits and Quality Assurance

LIBRARY OF CONGRESS

The Library’s Contracts and Grants Directorate (CGD) solicits and awards numerous procurement actions each fiscal year in accordance



with Library regulations and directives, Library Federal Acquisition Regulation Supplements, and Federal Acquisition Regulations. These procurement actions and supporting documentation are recorded in contract, order, and agreement files created and maintained by CGD. The directorate has partnered with FRD to perform quality assurance reviews of contract and Contracting Officer's Representative (COR) files.

For this project, FRD staff learned CGD's contract and COR file review procedures and created spreadsheets to ensure all contracting steps are completed. Staff are conducting quarterly audits of randomly selected contract and COR files, providing their findings to CGD in summary reports.

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## Cost Recovery Evaluation and Implementation

LIBRARY OF CONGRESS

In FY2023, FRD kicked off a study following up on its evaluation of the Library Collections and Services Group's (LCSG's) Cooperative Acquisitions Program cost recovery model. This model is used to administer cost recovery for the Library's overseas offices' revolving funds. In FY2022, FRD evaluated the model, comparing and benchmarking its level of efficiency against industry expectations and standards. Now the division will take its recommendation from the previous study to implement and evaluate a new tool and process for LCSG to use in administering its cost recovery operations.

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## Effective Use of Intranet Spaces

LIBRARY OF CONGRESS

During the fiscal year, FRD began a two-part evaluation of COO intranet spaces, including testing for broken links and analyzing site structures. A benchmark table of best practices discovered during a review of relevant studies and industry reports was used to conduct a case study examination. In the second phase of this study, the research team is examining how intranet sites may be used to effectively communicate and collaborate in hybrid work environments. The final deliverable will include a synthesis of findings that incorporates recommendations for COO's consideration and potential action items for the Library's Office of the Chief Information Officer.

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## Enterprise Copyright System Rollout

LIBRARY OF CONGRESS

At the end of FY2023, FRD began another project for USCO, this time with the Office of the Assistant Register and Director of Operations' Materials Control and Analysis Division (MCAD). As part of its modernization plan, USCO is developing a new IT system, the Enterprise Copyright System (ECS). This system will "integrate[] and improve all of the office's technology modules." FRD will work with MCAD stakeholders to assist in the rollout of ECS. Project goals include researching, identifying, and analyzing workflows and functions as they pertain to in- and out-processing. Goals also include identifying areas suitable for automation, as well as the identification and creation of features and stories to be used in ECS and non-ECS systems.



Shawn Miller

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## FEDLINK State of the Profession Survey

Under a separate agreement with FEDLINK, FRD began working on a project to identify changes in federal library staff duties, grades, and skillsets. FRD will survey federal libraries to collect various data, such as which Office of Personnel Management classification series are in use, which grade levels are assigned to which positions, and what terminology is used to label the jobs performed. At the end of the project, FRD will create a summary report of the survey results.

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## KBP Development and Staffing Data Improvement

LIBRARY OF CONGRESS

FRD also supported COO in meeting an important and time-sensitive strategic planning objective to revise the directory of key business processes (KBPs) and risks for its six directorates. FRD's research team conducted over twenty interviews to document critical functions, risks, and

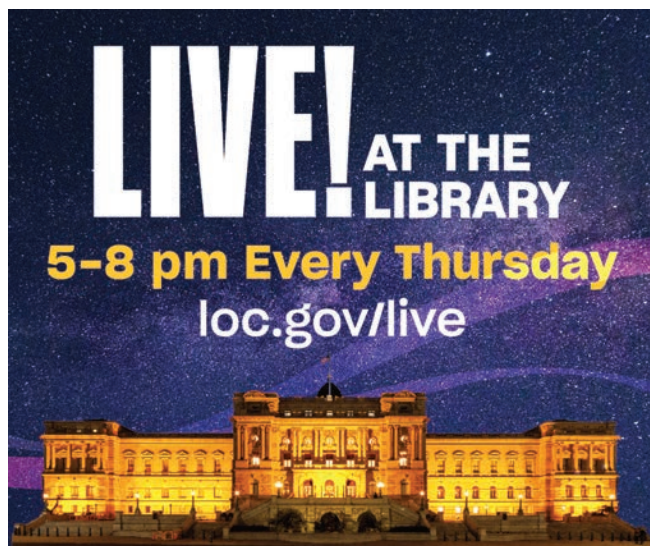
opportunities for improvement in each directorate, and developed a workbook that cataloged this information for COO management. FRD will continue this support in FY2024, helping COO develop automated processes and standard operating procedures for maintaining and visualizing staffing data.

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## **Leave Reconciliation Quality Assurance**

LIBRARY OF CONGRESS

The Library is preparing to migrate to a new time and attendance system, as the current system (WebTA) is approaching its end of life. Prior to the migration, the Library is working on eliminating any leave balance discrepancies between the existing system and the payroll provider's (the National Finance Center's) system. These discrepancies are a result of a lack of an automated bi-directional interface between the WebTA and National Finance Center platforms. FRD personnel assigned to this project shall perform manual and automated audits of these discrepancies to ensure the accuracy of the leave balances.



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## **Live! at the Library Survey Analysis**

LIBRARY OF CONGRESS

In a continuation of FRD's work from FY2022, where it developed a survey for the Live! at the Library (LATL) program, FRD is embarking on a new data analysis project with the Center for Learning, Literacy, and Engagement (CLLE). This project seeks to provide CLLE with a deeper, research-based understanding of the relative success of the LATL program based on attendee

feedback, as well as recommendations to improve and expand data collection efforts in the future.

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## **Military Justice Database**

U.S. DEPARTMENT OF DEFENSE

Another new client FRD partnered with in FY2023 is the Defense Legal Services Agency (DLSA), which is looking to implement a searchable database and document retrieval system for service member military justice and court-martial information. This effort supports DLSA in responding to requests for information related to sexual assault in the Armed Forces from the Defense Advisory Committee on Investigation, Prosecution, and Defense and the Military Justice Review Panel. Among its goals, FRD aims to design and implement a user interface that meets DLSA's needs; design and run an automated data-scraping system that minimizes the need for manual data entry; and meet DoD's information security requirements concerning Personally Identifiable Information and Controlled Unclassified Information.

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## **Organizational History of Mission Command Training Program**

U.S. DEPARTMENT OF THE ARMY

In FY2023, the U.S. Army's Mission Command Training Program (MCTP) contracted FRD to author the second volume of the program's operational history. FRD completed the first volume, which covered the unit's first twenty years of operations, in 2007. This follow-on work includes reviewing changes in MCTP curricula and training foci, writing the next twenty years of MCTP history, and drafting an update to the first volume.

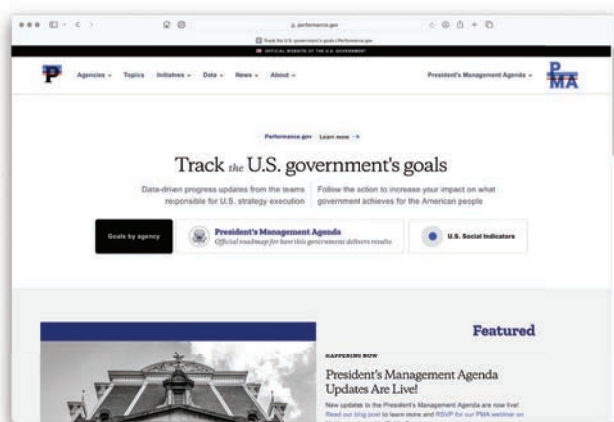
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## **Organizational History of U.S. Seat Belt Policy**

U.S. DEPARTMENT OF TRANSPORTATION

FRD is also working with NHTSA to write a history of seat belt policy and usage in the United States. The document, which will include images, will be used by the agency to inform both the public and internal stakeholders of the history of seat belts. Researchers are using already compiled documentation and completing original research to supplement existing agency histories to generate a new, comprehensive report.





## Performance.gov Web Presence Support

U.S. GENERAL SERVICES ADMINISTRATION

In FY2023, working with the U.S. General Services Administration, FRD began several tasks to support the redesign of Performance.gov, the federal government's portal to official information about U.S. strategic goals, progress, and results. Researchers are gathering and compiling best practices related to data visualization and communication strategy, which will be used to craft a practice guide and practice catalog for implementation during the redesign. FRD also will be providing key informational support to populate the new Performance.gov site and aid in communication with key stakeholders.

## Process Mapping and Examination of Dewey Decimal Classification Number Assignments

LIBRARY OF CONGRESS

One of the new clients FRD partnered with in FY2023 is LCSG's Acquisitions and Bibliographic Access Directorate (ABA). Specifically, FRD was contracted to study the impact of ABA's operations as they concern discontinuing the assignment of Dewey Decimal Classification (DDC) numbers. This work will include mapping the current process and investigating the roles and responsibilities of key stakeholders.

## Tableau Acquisition Dashboards

LIBRARY OF CONGRESS

CGD maintains an acquisition dashboard in a Tableau-hosted environment. The dashboard visualizations reveal critical data and depict key metrics and performance indicators to enhance

awareness of contract and grant information. Additionally, the visualizations highlight potential areas for improved decision-making throughout the acquisition life cycle. FRD is providing continuous development services for this dashboard and data visualization tool to enhance awareness and decision-making among CGD stakeholders. To better understand and measure staff productivity, FRD also is developing and piloting a productivity metrics dashboard informed by peer acquisition components.

## U.S. Copyright Office Fee Study

LIBRARY OF CONGRESS

In FY2023, FRD began research and analysis in support of a fee study for USCO, as required periodically by Section 708(b) of the Copyright Act. This study includes three parts: an assessment of the costs of operations used to deliver the office's fee-based services; a revision of the office's existing cost and revenue projection model based on the newly assessed costs; and a validation of the office's existing cost and revenue projection model. For the cost assessment, FRD is currently analyzing administrative cost data as well collecting empirical time-use data from Copyright Office staff. FRD will use this information to validate and revise USCO's existing projection model.



David W. Rice

# Staff

FRD's staff numbers held steady at nearly fifty people during FY2023, with new employee hires compensating for staff departures. As in previous years, the team consisted of full- and part-time employees and contract support, all of whom are listed here.

Most employees hold advanced degrees, with specialties including anthropology, data analytics, international affairs/relations, law, mathematics, and public policy. FRD staff also speak several foreign languages, such as Czech, French, German, Mandarin, Russian, Slovak, and Spanish.

Additionally, FY2023 marked the hiring of a new section head, Mark Knollmueller. With nearly thirty years of experience as an active-duty naval officer, he specializes in diplomacy and military affairs, history, national resource strategy, and social and organizational science research, among other subjects.

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Researcher

**Vega Bharadwaj**  
Data Analyst

**Marieke Brock**  
Section Head

**Bailey Cahall**  
Senior Editor

**Katarina David**  
Senior Researcher

**Emily Dillemath**  
Researcher

**Aziz Egamov**  
Researcher

**Rebecca Beeson Etzel**  
Project Manager

**A.R. Flanders**  
Researcher

**Meaghan Flattery**  
Researcher

**Marianna Fotakos**  
Researcher

**Margaret Frainier**  
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**Heather Frazier**  
Researcher

**Zachary Ham**  
Researcher

**Sema Hasan**  
Researcher

**Bridey Heing**  
Senior Researcher

**Joseph Helbing**  
Data Analyst

**Bianna Ine-Ryan**  
Project Manager

**Andrew Kilbride**  
Program Support Assistant

**Mark Knollmueller**  
Section Head

**Jerimiah Koll**  
Data Analyst

**Hala Kourtu**  
Researcher

**Ann Marsteller**  
Marketing Specialist

**Ashley McCall**  
Researcher

**Sarah McNeal**  
Senior Researcher

**Ian McQuistion**  
Researcher

**Valerie Miles-Washington**  
Administrative Support Assistant

**Patrick Miller**  
Senior Researcher

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Data Analyst

**Ramón Miró**  
Project Manager

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Researcher

**Madelin O'Toole**  
Researcher

**Nainika Paul**  
Research Assistant

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**Adi Pillai**  
Data Analyst

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**Chana Solomon-Schwartz**  
Senior Researcher

**Alan Stone**  
Section Head

**Chad Vickers**  
Researcher

**Katherine Yared**  
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**Helene Zakia**  
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