

ANNUAL REPORT OF THE  
CONGRESSIONAL RESEARCH SERVICE  
OF THE LIBRARY OF CONGRESS  
FOR FISCAL YEAR 1986

TO THE  
  
JOINT COMMITTEE ON THE LIBRARY  
UNITED STATES CONGRESS

PURSUANT TO  
Section 321  
PUBLIC LAW 91-510

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## I. INTRODUCTION

### A. OCCASION FOR THIS REPORT.

Forty years ago the Congressional Research Service began its early existence under the terms of the Legislative Reorganization Act of 1946, as a separate department of the Library of Congress--the only department whose sole function was to assist the Congress. At that time called the Legislative Reference Service, it had already been in operation for over thirty years, expanding gradually to meet the information requirements of Congress. The 1970 amendments to the Legislative Reorganization Act of 1946 renamed the department as the Congressional Research Service to reflect its considerably augmented responsibilities to provide research and analysis, as well as reference and information services, to committees and Members of Congress.

Among other provisions, the Legislative Reorganization Act of 1970 (Public Law 91-510, sec. 321, amending section 203(i) of the 1946 Legislative Reorganization Act) states that--

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

This is the fifteenth annual report of the Service to be filed pursuant to the provisions of the act.

The Congressional Research Service, working in a non-partisan and objective manner, provides a variety of services to the Congress, ranging from in-depth policy analyses and close support of the legislative process to information and reference support on thousands of high-interest topics. The Service uses a number of products and services to help the Congress maintain its position as the best informed legislative body in the world--including up-to-date Issue Briefs on 300-400 of the most pressing policy issues, Info Packs, Bill Digests, Legislative histories, bibliographies, telephone hot-lines, seminars and institutes for Members' staff, personal briefings, and television programming.

On this the fifteenth anniversary of the annual report, it is fitting to have the close relationship between the Service and Congress underscored by the Joint Committee on the Library's approval of the naming by the Librarian of Joseph E. Ross as the Director of CRS in March 1986, subsequent to the retirement of Gilbert Gude as Director in December 1985.

It is hoped that this report furthers the close working relationship between CRS and Congress and is in accord with the underlying principles of the Reorganization Act of 1946 and the 1970 amendments:

- that the Congress, as a separate and equal branch of the Federal Government, is entitled to reasonable parity with the executive branch in the quality and variety of its informational and policy analysis resources;
- that these resources should be capable of supplying Congress with objective, unbiased evaluations of information and policy proposals received from any source;
- that these resources should enhance the ability of Congress to maintain continuous surveillance of the executive branch's operations; and



-- that these resources should be capable of assisting Congress not only in improving policy proposals submitted to it but also in developing policy initiatives of its own.

#### B. SCOPE AND PURPOSE

Because this is the fifteenth annual report by the Director of the Congressional Research Service to the Joint Committee on the Library as well as the fortieth anniversary of the 1946 Legislative Reorganization Act, it seeks to present CRS in the broad context of the history of research assistance to legislators. As a "separate and special report" it is submitted in addition to the account of the Service and its activities contained in the annual report of the Librarian of Congress. It is more detailed than the latter account, both as a record of work accomplished during fiscal year 1986 and as a basic if brief description of the structure and operations of the Service, included with a view to placing this fifteenth report within the context of the work of the Congress which it serves.

This report begins, following this introduction, with a chapter that details CRS assistance to the Congress on selected major issues during the Fiscal Year 1986. It is hoped that this discussion will also provide a useful overview of the work of Congress in Fiscal Year 1986. This chapter is followed by a number of appendices containing a short history of CRS including recent developments, details of the organization of CRS and activities of its offices in FY 1986, as well as additional backup material as listed in the table of contents.

### C. HIGHLIGHTS

Fiscal Year 1986 was a year of challenge for the Library and CRS. Budget cuts imposed across the legislative community under the new Gramm-Rudman-Hollings deficit reduction efforts strained the resources available to meet the needs of Congress. CRS was also affected by earlier reductions made in the regular appropriations process. Forced to cut services to reach mandated budget targets, CRS had to freeze vacancies, stop special deliveries, cut Info Packs, and take other steps that had the unfortunate effect of limiting access to CRS services.

Despite fewer offerings and staffing that was almost 10 percent less than normal, the Congressional Research Service was still able to handle 433,666 requests.

Notwithstanding the budget constraints under which it operated, the Congressional Research Service was also able to provide noteworthy direct support to an unusually ambitious and productive session of Congress. The examples in Chapter II illustrate some of the help provided in congressional deliberations concerning a number of major issues dealt with in the second session of the 99th Congress.

Speed of response, the watchword of any legislative support agency, is the driving force behind the CRS commitment to harness new technology in helping the Congress deal with the increasingly complex issues that beset the nation. The Congressional Research Service is constantly exploring new technologies to keep its services on the frontier of automation and communication (technologies such as the optical disk, facsimile transmission, use of microcomputers and computer models, etc.). As a part of the Library of Congress, CRS benefits from the new technologies constantly under development by the nation's library.

#### D. COOPERATIVE EFFORTS TOWARD EFFICIENCY

CRS continues to undertake every effort, particularly in a time of budgetary restraints, to most efficiently utilize its own resources and those of Congress. Within CRS among its divisions, and between CRS and its sister support agencies and congressional committees, every effort is made to avoid unnecessary duplication of resources.

For example, in accordance with CRS' agreement with the Senate Committee on Rules and Administration, and its requirements of Senate Committees, Senate Committees sent to the CRS thirty-two requests for certifications that contracts which they wished to let to Committee consultants did not duplicate work in progress or work performed in the past two years by the Congressional Research Service, the Congressional Budget Office, the Office of Technology Assessment or the General Accounting Office. The necessary searches were performed and certifications were sent to the Committee for forwarding by them with the desired contracts to the Senate Committee on Rules and Administration for contract approval.

Cooperative activities between CRS and the other three congressional support agencies, namely, CBO, GAO and OTA, continued to expand in fiscal 1986. Numerous meetings, seminars, and workshops were held with the staff of the support agencies covering a wide range of subject areas.

The agency heads met twice this fiscal year at luncheon meetings to discuss coordinating activities. Administrative meetings with representatives of the interagency coordinating group were held approximately every six weeks to discuss coordinating activities generally and to review all major studies newly initiated by all four agencies to help prevent duplication. The studies discussed are subject to confidentiality restraints and client approval.

Subject specialists from all four agencies met on the selected issues which were confronting all the support agencies. The issues covered included: civil service retirement; financial services; space issues; farm program issues; immigration; and health care. A meeting on liability insurance issues was scheduled in early FY 1987.

CRS continued to recommend and implement policy decisions on the Research Notification System (RNS), which CRS continues to produce for all the support agencies. In FY 1986 it was recommended and approved that the mid-month supplement be discontinued. Plans have been initiated to integrate the RNS system with another existing management information system to eliminate the double entry of information. Further discussions on procedures and implementation will be held in the coming fiscal year.

The Active List of CBO, CRS, GAO, and OTA Contact People in Specific Subject Areas of Subject Specialization is produced on a quarterly basis for all the support agencies by CRS. CRS also handles numerous calls from the support agencies to coordinate work.

There were numerous other examples of interagency cooperation. A total of 63 staff members from OTA, GAO and CBO participated in the 99 Seminars and/or Institutes for FY 1986. Referencing of each other's work increased this fiscal year. There were numerous examples of referring Congressional staff to other agencies when it was deemed appropriate.

CRS continued to assist and support its sister agencies. In FY 1986 CRS responded to 4195 requests for information from GAO, OTA, and CBO.

## Chapter II

### CRS ASSISTANCE TO CONGRESS ON SELECTED MAJOR ISSUES

The history of the Congressional Research Service and its predecessors provides a significant measure of the institutional preparations required to provide the kinds of assistance CRS gave to Congress in Fiscal Year 1986. Describing what CRS did to help Congress in FY 1986 suggests the degree to which CRS is attempting to meet its original mission and its mandates under the Legislative Reorganization Act of 1946 and the 1970 amendments to that Act. Moreover, the following summary of assistance the Service provided for the Congress reflects some of the scope, depth, and complexity of the problems before Congress.

#### A. DEFICIT REDUCTION AND THE BUDGET PROCESS

If one issue drew more attention in Congress than any other during FY 1986, it was the \$2 trillion national debt, the contribution to that debt from the Federal Budget deficit, and the processes used in the making of The Federal Budget. Members of both political parties and from the range of political opinion in Congress drew upon the Service when debating the issue and when framing and enacting legislation to resolve it.

The Congress enacted the Balanced Budget and Emergency Deficit Control Act (Public Law 99-177) to set goals for the steady reduction of the deficit, to balance the Federal Budget by Fiscal Year 1991. Commonly referred to as the Gramm-Rudman-Hollings Act (after the Members who drew it up and who served as the primary sponsors of the legislation), it established a "maximum deficit amount" for each of six consecutive fiscal years, beginning with \$171.9 billion for 1986. For 1987, the maximum deficit amount was to be \$144 billion, to be reduced by \$36 billion each fiscal year thereafter until 1991 when the deficit was to be eliminated.

The Gramm-Rudman-Hollings deficit reduction legislation was extraordinary, not only in its sweep and ambitious design but also because the development of the legislation, its passage and initial implementation, judicial review and partial Supreme Court invalidation, and consideration of curative legislation all occurred in the span of about ten months. CRS analysts were closely involved in all stages of this legislative (and judicial) process.

Numerous reports and memoranda were prepared by the American Law Division and Government Division on various aspects of the bill as it evolved, some of which were reprinted and referred to during debate on the legislation. Constitutional questions of separation of powers and delegation of legislative power were a significant component of the debate, and a Government Division specialist testified on these issues before the House Committee on Government Operations. The division also assisted at the bill's conference stage.

American Law Division attorneys and a Government Division specialist assisted congressional plaintiffs, [REDACTED] during the judicial challenge before the District Court and the Supreme Court. A televised CRS seminar with representatives of all the participants in the case was also sponsored by the American Law Division. Immediately following the Supreme Court's decision partially invalidating the law (Bowsher v. Synar), American Law Division attorneys, with specialists from the Government Division, conducted two seminars to discuss the implications of the decision. Efforts to respond to the Court's objections and revive the Gramm-Rudman-Hollings mechanism began immediately after the Court announced its decision, and American Law attorneys and Government Division specialists have been closely involved in suggesting and analyzing alternatives that have emerged.

Congressional concern over the impact of reductions extended across the board as cuts were made in federal programs and activities for fiscal 1986 and the

possibilities of further cuts were contemplated for fiscal 1987. All CRS divisions responded to these concerns. For example, congressional attention to funding cutbacks resulted in a workshop by the Environment and Natural Resources Policy Division on the effect of the Gramm-Rudman-Hollings Act on natural resource agencies, with the participation of the American Law and Government divisions. The Science Policy Research Division prepared a major review of the effects of the sequestration on nondefense research-and-development budgets for the House Science and Technology Committee and the Senate Commerce Committee.

The impact on defense and foreign assistance budgets was examined throughout the year in a series of policy alerts, Issue Briefs, and seminars produced by analysts in the Foreign Affairs and National Defense Division immediately before key congressional votes on budget issues in these areas. The Congressional Reference Division created a new Info Pack, "Gramm-Rudman-Hollings," which became a best-seller (5,496 copies in fiscal 1986).

Congress called upon the Education and Public Welfare Division for legislative support during the budget reconciliation process. For example, seven members of that division's Health Section assisted with the agenda for the Senate-House conference on Medicare and Medicaid FY87 reconciliation legislation, which concerned the Senate Finance, House Ways and Means, and House Energy and Commerce committees. Working closely with staffs of these committees, Education and Public Welfare Division analysts clarified legislative language and provided technical assistance on issues and policy options in the legislation.

With regard to other facets of federal budgeting, the Government and American Law divisions produced studies dealing with the evolving role of the Office of Management and Budget (issued as a committee print by the Senate Governmental Affairs Committee), financial management reform in the executive branch, and legislative-executive relations over such budgetary practices as the impoundment and reprogramming of funds.

## B. TAX REFORM

"One of the most far-reaching enactments in decades," was the verdict of a number of observers concerning Congress' major revision of the income tax code, affecting the taxation of corporations as well as individuals. The Conference Committee tax reform bill was adopted by the House and Senate in September 1986. The Economics Division provided assistance on many aspects of tax reform, including consultations, briefings, seminars, reports and memoranda. One Division Specialist testified before the Senate Finance Committee on tax treatment of corporate reorganization. Economics Division products on implications of tax reform proposals for income distribution and effective tax rates were virtually the only research sources on these matters. They circulated widely during deliberations and were used during floor debates. For each of the three omnibus tax bills an issue brief was prepared by the Economics Division presenting comparisons to current law and other proposals, seminars were conducted, and reports issued on implications for such matters as income distribution and effective tax rates on different asset types and major industry groups.

The tax reform issue snowballed as the year progressed--in terms of both congressional and constituent interest. The "Tax Reform Issues" Info Pack went out in large numbers--3,354 copies. Of particular interest to Member offices were copies of the documents associated with the bill's passage, which were in short supply. The CRS Reference Centers and the La Follette and Jefferson Congressional Reading Rooms had reference copies of the documents, which were heavily used. In addition, the Library Services Division provided ten short bibliographies and a series of newspaper editorial compilations on the tax reform efforts.



American Law Division attorneys and paralegals responded to numerous questions on the effect of various proposals at each step of the congressional consideration of the bill. Reports were prepared on a number of aspects of the reform legislation, including its effect on taxation of federal pensions, IRA investment, taxation of insurance companies and tax exempt municipal bonds. At year's end, American Law Division tax lawyers were preparing a series of seminars, jointly with the Economics Division, on the impact of the tax reform legislation.

Special aspects of the tax reform package were examined in separate studies by the Economics Division and associated Senior Specialists. An interpretation of tax reform revenue estimates identified major revenue raising provisions and revenue losers, and examined the importance of the timing of Government revenue changes through ten fiscal years following enactment. Topics of other Economics Division reports emphasizing tax reform include the difference between statutory and effective marginal tax rates for individuals, the marriage penalty, and repeal of the IRA deduction for some taxpayers.

The Environment and Natural Resources Policy Division provided close committee support and written reports on the impact of tax reform on forestry. In revising the tax bill, Congress also gave much attention to taxation of pensions and of deferred compensation. At a committee's request, Education and Public Welfare Division analysts prepared papers exploring how after-tax yields of Individual Retirement Accounts (IRAs) for various taxpayers would be changed by repealing tax deductibility for IRA contributions. This Division also prepared papers about the proposed repeal of 10-year income averaging on lump-sum pension distributions and about the impact of tax changes on Federal workers and retirees and on education.

Congress continued to be interested in other types of taxes, including a value added tax (VAT) or a national sales tax. One Economics Division report analyzed and compared the implications, state by state, of a gasoline excise tax versus an oil import fee.

#### C. TRADE DEFICIT

Reaching unprecedented levels by the end of the fiscal year, the Nation's trade deficit--with its significant impact on jobs, trading partners, and credit flows--and the response of trade reform legislation was the most important congressional policy debate in international economics during the year. Economics Division members collaborated on a report comparing selected Congressional proposals for trade reform and on a seminar titled "Trade Policy: New Directions?" After the House omnibus trade bill was passed in May 1986, a report was prepared by the Economics Division comparing the House bill with selected Senate trade bills. Studies analyzing specific trade issues, such as intellectual property rights, import relief, and unfair trade practices, were also prepared. In August of 1986, the House attempted to override the President's veto of major textile legislation. The Congressional Reference Division was asked to provide financial data on the domestic textile industry over the past five years compared with other domestic industries. Using its outside data base, the Division also compiled a master list of all textile manufacturers' plants ranked by sales and employees. This list provided the Members from affected states with contacts at manufacturing plants so that they could conduct opinion interviews on the textile legislation.

In light of the large U.S. trade deficit, proposals to reduce the foreign exchange value of the dollar and to increase exports continued to attract attention. A report on foreign exchange intervention was prepared by the Economics Division and its issue briefs on exchange rates and on the trade deficit were revised. Reports on U.S. export development assistance and on export credits were also prepared. The value of the dollar was the subject of a workshop chaired by a Senior Specialist preceding Treasury Secretary Baker's plan for dealing with exchange rates. Another Congressional effort to deal with the trade deficit was a six-year reauthorization of the Export-Import Bank. The Economics Division also maintained an issue brief on that legislation.

A number of these congressional trade reform proposals raised issues of legal compatibility with the General Agreement on Tariffs and Trade (GATT). The American Law Division prepared an analysis assessing the GATT implications of a proposal to authorize countervailing duties on imported goods that benefitted from subsidies in the nations that produced those goods. The Division also prepared analyses regarding the interpretations of GATT requirements by U.S. Courts and identifying the standard utilized by the International Trade Commission in reviewing agricultural import cases where injury to U.S. domestic interests is alleged.

Trends in bilateral economic relations -- especially between the United States and Far Eastern countries, and the U.S. and Latin America -- stimulated many requests. Studies were prepared by the Economics Division for committee prints on metal mining and processing, economic development in

Asia, and the Chinese economy. Subjects of related studies include U.S. trade with Latin America, market-oriented sector specific (MOSS) talks with Japan, Japan-U.S. trade relations, and Canadian-U.S. free trade negotiations. Most-favored-nation policy toward Communist countries was examined in other studies by the Economics Division. A Senior Specialist assisted in arranging a trade mission to Asia for the committee of jurisdiction that visited eight countries and made a major report to Congress.

Congressional concern that protectionism in the United States and abroad might lead to a reduction in world trade increased in the past year. The Economics Division issued reports on protectionist policies of major U.S. trading partners, examinations of market access in Japan and protectionist legislation in 1985. Several Economics Division reports examining trade practices of U.S. trading partners were issued in congressional documents by the House Energy and Commerce Committee and the Joint Economic Committee.

Assistance was provided by the Economics Division for committee hearings on a variety of issues, including U.S.-European economic issues, Eximbank, unfair trade practices, U.S. trade policy, South African-U.S. economic relations, foreign direct investment in the United States, LDC debt, exchange rates and international monetary reform and international banking issues. Three Environment and Natural Resources Policy Division reports on trade were published as committee prints (one on GATT by the Senate Agriculture Committee and two on U.S. agricultural trade relations with the European Community and Japan, respectively, by the Joint Economic Committee.)

Changes in the U.S. international trade position and in the structure of U.S. industry have led to considerable congressional interest in resulting implications for employment and earnings distribution and the international competitiveness of U.S. industry. Trade and employment and economic

competition were addressed by members of the Economics Division in special seminars; employment change by geographic area and industry has been examined in a report.

The Science Policy Research Division assisted a number of congressional committees with analyses comparing U.S. and foreign industrial innovation and productivity, and examined legislative proposals to encourage innovation, expand Federal technology transfer activities, and create new mechanisms for the support of technology development.

Macroeconomic policy continued to be bedeviled by the large trade deficit and an apparently overvalued dollar. These two factors were seen as retarding domestic economic growth. Related to this, reports on the causes and consequences of the trade deficit, the effect of the relatively high value of the dollar on U.S. employment, the effect of economic growth in Germany and Japan on the U.S., and the relationship between U.S. monetary policy and the foreign exchange value of the dollar were prepared by the Economics Division.

The trade deficit and international trade were consistently among the most popular issues during fiscal year 1986. The Congressional Reference Division's "Trade Issues" Info Pack, which covers legislation and also provides statistics on over 80 of the largest U.S. trading partners, was in heavy demand (2,125 copies). The Library Services Division prepared a Bibliographic Backgrounder and an editorial compilation on foreign trade issues which were used at CRS-sponsored seminars. The Congressional Reference Division used a comprehensive database for U.S. trade statistics to answer questions on trade with countries in specific commodities.

#### D. DRUG CONTROL

Public alarm over reports of rapidly accelerating use of cocaine and cocaine freebase ("crack" or "rock"), heightened by highly publicized cocaine-related deaths, moved Congress to approve an omnibus law aimed at the Nation's drug problem. In less than three weeks, twelve House committees produced a 365-page, twelve-title bill. The House passed it after adopting some controversial floor amendments, in particular a death penalty provision. Subsequently, the Administration submitted its own omnibus bill, the Senate Democrats developed another, and the Senate Republicans yet another. The measure which the Senate considered was a composite of these three proposals. Conferees reached agreement late in the session and Congress cleared the measure on October 17.

The Government Division provided assistance to a number of committees and Members, both in designing proposals and in research for the rationales for their inclusion. A summary of the House bill was prepared by the American Law, Education and Public Welfare, and Government Divisions for quick availability to Senate Members and staff working on the issue, and the Government Division provided comparative analyses of the various proposals, on a conference basis, to a number of these Members and staffers. American Law attorneys consulted with requesters and prepared reports on many aspects of the Omnibus Drug proposals, including the death penalty, use of the military in drug law enforcement, forfeiture reform and the exclusionary rule.

In March of 1986, a Presidential Commission on Organized Crime recommended that Federal agencies begin screening their employees for illegal drug use. Later in the year, the President issued an executive order requiring a program to test Executive branch employees holding "sensitive" job positions for illegal drug use. At the same time, the demand for accurate drug testing has also

been growing rapidly in the private sector throughout the United States. A great deal of controversy appears to be mounting on issues surrounding the accuracy of the screening and confirmation techniques used in drug testing programs. The Science Policy Research Division was frequently asked to explain how a proper drug testing program should function and to provide information on the sensitivity and accuracy of current testing technology. American Law attorneys prepared reports and responded to many inquiries on the legal questions raised by drug testing of federal employees and related proposals.

Drug abuse--of much concern in recent years, particularly among constituents -- became a very active issue with the President's "War on Drugs," extensive media coverage, and swift legislative action. The Congressional Reference Division has maintained an Info Pack on drug abuse for many years. That Info Pack, now titled "Drug Abuse in America and Efforts to Control It," and Info Packs on "Drug Testing: The Response to Drugs in the Workplace" and "Crack and Cocaine" were very popular (2,131 copies combined). Members of the Congressional Reference Division made extensive use of data bases to respond to requests in the drug abuse area.

#### E. CRISES AFFECTING U.S. INTERESTS IN KEY FOREIGN COUNTRIES

The Foreign Affairs and National Defense Division provided much assistance to Congress on behalf of its foreign policy interests, particular the monitoring of major changes in countries of particular importance to the United States and the assessment of U.S. responses to these changes. Recent developments in Southern Africa, the Philippines, and Mexico were notable examples. Concern over controversial Reagan Administration policies aimed at supporting noncommunist guerrillas resisting Soviet-backed Marxist governments in Asia, Africa and Latin America was also demonstrated in requests CRS received.

## 1. Central America

Analysts from the Division prepared a variety of short papers and reports to answer the heavy volume of congressional requests concerning developments in Central America and the Reagan Administration's policy focused against the Sandinista government in Nicaragua. Issue briefs were available on Nicaragua, U.S. assistance to anti-government guerrillas in Nicaragua, the progress of the so-called Contadora peace plan for Central America, and the related situations in El Salvador and Honduras and provided the mainstay for CRS responses to these kinds of requests. The Economics Division prepared reports on economic sanctions on Nicaragua and Cuba.

Throughout the year, the American Law Division responded to many congressional queries regarding U.S. assistance to Contra Forces in Nicaragua in the context of international legal prohibitions against the intervention by one nation into the affairs of another. From a domestic legal perspective, there was considerable legislative interest in assessing the extent to which privately funded contra assistance might run afoul of U.S. neutrality laws.

Central America was the biggest foreign affairs issue for the Congressional Reference Division. Three Info Packs--"El Salvador," "Nicaragua," and "Central America: U.S. Relations with Costa Rica, Guatemala and Honduras"--covered the major areas of interest. A "Central America Notebook" of clippings from newspapers around the country was set up by the Congressional Reference and Library Services Divisions and maintained in the reference center and reading rooms. The Congressional Reference Division also conducted numerous data base searches to retrieve articles on specific people and organizations. For example, data base searches supported a congressional study that recently resulted in a report calling for formal congressional investigation of U.S. Government involvement with private citizens supporting



the Contras in Nicaragua. The importance of Central America and the Contadora process contributed to the translation volume for CRS Language Services being approximately 50% in Spanish.

## 2. South Africa

Viewed by some observers as the most important foreign policy defeat sustained by President Reagan, Congress overwhelmingly overrode his September 26 veto and enacted into law a measure imposing economic sanctions against South Africa. Foreign Affairs Division analysts produced most of the 18 major CRS products available on the deepening crisis in South Africa and its implications for the United States. Issue Briefs by the Foreign Affairs Division were specifically designed to provide up-to-date information on the crisis and the U.S. response. Other papers by that Division placed the crisis in the context of broader South African government policy and U.S. interests in the region as a whole.

Congress sought the assistance of the American Law Division on a variety of legal issues associated with legislation imposing sanctions against South Africa. The Division prepared analyses comparing existing executive branch sanctions with those mandated by House and Senate versions of sanctions legislation, determining the extent to which federal sanctions legislation would preempt related state and local laws, evaluating the legal issues raised by proposals to require divestiture by U.S. firms in South Africa, and assessing the compatibility of the suspension of air carrier landing rights with the U.S.-South African bilateral air transport agreement.

The U.S. investment in South Africa also continued to be of considerable interest to Congress. Studies on the role of banks in the South African financial crisis, on South Africa-U.S. economic ties, and on specific South African issues were prepared by the Economics Division. That Division also provided assistance on congressional hearings on South African-U.S. economic relations.

The more general questions on South Africa's politics, internal conditions, and relations with neighboring countries were handled with the Info Pack, "South Africa: The Current Situation." The Congressional Reference Division developed files for more specific information on people, organizations, policy and United Nations actions and documents. The Division used these files extensively to respond to specific questions on various aspects of the South Africa issue, such as questions on the different groups, e.g., the African National Congress, and their political leanings.

The United States is seen as being dependent on the Republic of South Africa for imports of several critical materials including ferrochromium, ferromanganese, vanadium, platinum-group metals, fluorspar, and industrial diamonds. The Congress addressed this issue in its efforts to draft legislation that would impose sanctions on South Africa. Imports of strategic and critical materials from South Africa are not specifically prohibited in the Anti-Apartheid Act, but the President is directed to develop a program which will reduce our dependence on South Africa for these materials. During the entire congressional action on the Anti-Apartheid Act, the Science Policy Research Division assisted a number of committees and Members in hearings, and with briefing materials and personal consultations.

### 3. The Philippines

The crisis of leadership under President Marcos and the transition to democracy under President Aquino represented the most important issue in Asia for the Congress. Specialists from the Foreign Affairs and National Defense Division kept pace with congressional demand through issue briefs, a major workshop convened a few days before the Philippine elections, and a seminar briefing for 35 congressional staff following a senior analyst's trip to the country as a member of the official U.S. observer mission to the Philippine presidential elections.

### 4. Mexico-U.S. Relations

An upsurge in congressional interest in a variety of issues including narcotics, Mexican debt, illegal immigration and allegations of widespread corruption was met by an issue brief and special memoranda written by the Foreign Affairs Division. Mexico was featured prominently in a workshop on Latin American debt coordinated by that Division.

### 5. Support for Anti-Communist Insurgencies

Many in Congress strongly disapproved of the Administration's efforts to support anti-communist guerrillas fighting Soviet backed governments in Nicaragua and Angola. There was less controversy but considerable congressional interest in following developments related to U.S. support for anti-communist insurgencies in Afghanistan and Cambodia. Meanwhile, some in Congress argued that the Administration should broaden the scope of such efforts to include anti-government guerrillas in Mozambique and other African states -- a stance strongly opposed by others in Congress.

The Foreign Affairs and National Defense Division completed a major issue brief on the controversies surrounding this U.S. policy of support of anti-communist fighters -- the so-called "Reagan Doctrine." The Division also began to prepare separate reports on each of the major conflicts (Nicaragua, Angola, Afghanistan and Cambodia.) A Library Services Division Bibliographic Backgrounder on the Reagan Doctrine, with reading lists on Administration policy and developments in Central America, Angola, Afghanistan, and Cambodia, complemented other CRS efforts on this emerging topic.

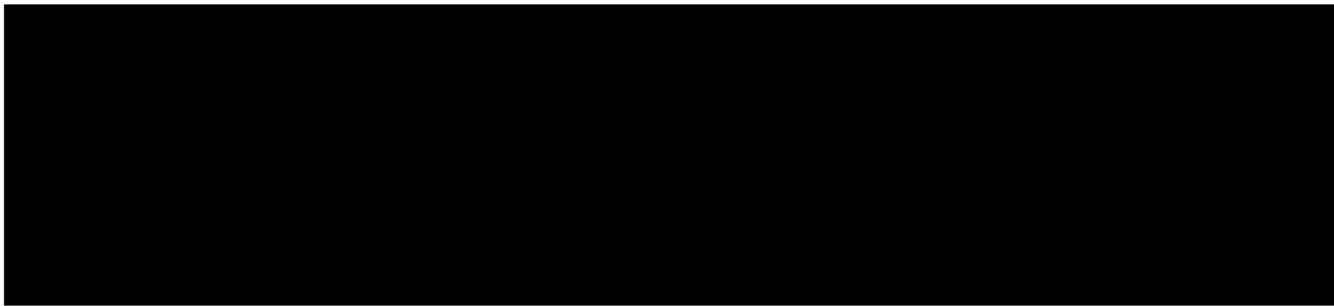
#### F. FARMING: COSTS, CREDITS AND EXPORTS

U.S. farmers have increasingly been plagued by dramatic declines in agricultural exports, burgeoning crop surpluses, declining prices and rising debt loads. Meanwhile, Federal farm programs have been unable to solve these problems despite their record-high costs.

To ameliorate severe problems which have forced some farmers out of business and contributed significantly to the Federal deficit, Congress has turned its attention toward Federal price supports, agricultural exports, and farm credit, all related to each other. Legislation passed in the first session of the 99th Congress (the Food Security Act of 1985 and the Farm Credit Amendments Act) has done little, at least in the near term, to improve substantially farmers' financial condition, boost export levels or reduce crop surpluses. Dissatisfaction with farm programs and alarm about conditions in the farm sector, combined with continuing high Federal outlays for agriculture, renewed the debate over agricultural policy during 1986. This debate is expected to intensify in the next Congress, when additional legislation will be proposed.

To frame the issues, explain the ongoing debate and analyze various options, Environment and Natural Resources Policy Division analysts prepared a number of analytical reports and memos on issues stemming from last year's farm bill and credit act amendments. In addition, a number of Environment and Natural Resources Division reports on agricultural issues were reprinted in hearing records, quoted in the Congressional Record and distributed widely by Members through newsletters. American Law Division attorneys prepared memoranda on the agricultural export enhancement program and the dairy termination program.

In addition to written products, the Environment and Natural Resources Policy Division supported Congress in all phases of the legislative process: assisting in numerous hearings (preparing witness lists and questions, providing background information for committee members, and summarizing hearing records); conducting numerous staff and Member briefings and seminars (including joint sponsorship with Resources for the Future of a seminar on the impact of the 1985 Farm Act) and preparing materials used by both the House and Senate Agriculture Committees in conferences as well as in reports on legislation.



The Education and Public Welfare Division assisted congressional committees on the food stamp and commodity provisions for the Food Security Act of 1986. The Congressional Reference Division's Info Pack on "Agriculture: The 1985 Farm Bill" was quite popular (1,693 copies distributed), as was the Info Pack on "Agriculture: The Farm Financial Situation" (1,623 copies). In addition,

the Congressional Reference Division responded to a variety of requests on the farm issue, such as the numbers of farm bankruptcies and questions on the payment programs for various commodities.

#### G. DEFENSE SPENDING AND ARMS CONTROL

Congress and the Reagan Administration set sharply competing positions in what proved to be a major confrontation over defense spending. Under pressure from the Gramm-Rudman-Hollings deficit reduction law and strongly competing domestic priorities, the Senate and House passed budget, authorization, and appropriations legislation that markedly scaled back and modified the Reagan Administration's FY87 budget proposals on defense. The action reinforced other indications that Congress was no longer prepared to support the Administration's ambitious military peacetime spending programs, but Congress did not halt determined Administration efforts to push its higher spending goals.

Foreign Affairs and National Defense Division experts developed a three part strategy to manage congressional inquiries on defense issues: 1) Seminars were used to brief over 160 House and Senate staff on key issues in the House and Senate versions of the FY87 defense authorization bill; 2) Issues briefs were used to provide pertinent facts and describe the debates over controversial weapons systems; and 3) Analyses of particular aspects of the defense budget were used to highlight key issues.

Various reports were issued by the Foreign Affairs and National Defense Division in response to strong Congressional interest in obtaining the maximum benefit from defense spending, DOD procurement practices and procedures, and from changes in military benefits and manpower policies.

It is estimated that about 73 percent of the FY 1987 Research and Development budget will go to the defense-related R&D, up from the approximately 50 percent level that marked the 1970s. Numerous questions were raised in Congress about the appropriate level of defense R&D for national security given possible adverse consequences for non-defense R&D. The Science Policy Research Division worked on several defense research issues during the past year. An analysis of the growth of DOD research and its impact on funds available for universities, industry, science, and the economy was done for the House Committee on Science and Technology. Information and analyses about the balance between military and civilian components of the Federal R&D budget were provided to House and Senate Committees. And the proposal to create a Federal contract research center (FCRC), the Strategic Defense Initiative Institute, was analyzed for both Senate Committees and individual Senators.

Congressional demand for information and analyses about the Strategic Defense Initiative (SDI) was very high in FY 1986. In addition to answering more than 200 requests for information, Science Policy Division analysts wrote a number of reports and conducted several briefings on SDI. In January, that Division's analysts co-authored with the Foreign Affairs and National Defense Division a background report of wide scope that describes the SDI program and its major policy issues. Subsequent writings on SDI by the Science Policy Division included an analysis, for a Senate Committee, of the effect of the U.S. space launch vehicle problems on the ability of the SDI to fulfill its mission on time. Additionally, the Division prepared questions for Senate committee hearings on SDI, and moderated a debate on the feasibility of developing reliable battle management systems for multitiered, ballistic missile defenses, which was attended by Members and staff, and videotaped for viewing on the House cable network. Finally, Science Policy analysts were

consulted extensively for a series of Administration and critics briefings on SDI for key Senate staff.

In what has been characterized as one of the most radical arms control moves taken by Congress, House amendments to the fiscal 1987 defense authorization bill on nuclear testing and SALT compliance led to a Senate-House conference deadlock. A confrontation over the amendments between their supporters in Congress and the White House was set aside with the surprise announcement of President Reagan's Iceland Summit with Soviet leader Mikhail S. Gorbachev on October 11-12. Given the upcoming sensitive negotiations, the House acceded to the Administration. It changed the mandatory call for SALT II compliance to an advisory one, and dropped the nuclear test ban provision in return for the President's pledge to seek Senate approval of test limitation proposals with certain conditions.

Congressional interest in arms control and U.S.-Soviet relations was met by the Foreign Affairs and National Defense Division by Policy Alerts, issue briefs and reports assessing important developments in U.S.-Soviet relations. Prepared by Division specialists, the writings emphasized analysis and reviews of the first Reagan-Gorbachev summit, the Soviet Union's 1986 party congress, the Chernobyl nuclear accident, and U.S.-Soviet discord caused by the Soviet detention of U.S. journalist Nicholas Daniloff. The study of the U.S.-U.S.S.R. military balance was often updated and communicated to Congress by a Senior Specialist. A series of nine issue briefs was prepared detailing the respective U.S. and Soviet positions on arms control questions. The briefs focused on the negotiations dealing with strategic arms, intermediate nuclear forces, mutual force reductions in Europe, chemical weapons and other such issues. In addition, division analysts wrote special reports for general congressional use or for use of particular Members and Committees. These included a study on the issues surrounding the U.S. development of a new mobile ICBM, a study



on the deployment of U.S. sea-launched cruise missiles, and reports for a year-long Division wide project for the House Foreign Affairs Committee examining the "Fundamentals of Nuclear Arms Control."

#### H. SUPERFUND AND TOXIC WASTE

The dominant environmental issue before Congress continues to be efforts to restrict adverse effects of the generation, movement, and disposal of toxic wastes and hazardous substances. Congress addressed the issue broadly, examining public health and welfare effects of toxic chemicals on land, in water, and in the air. In so doing, it sought new legislative tools and attempted to strengthen existing ones.

Of particular interest was extension of the Superfund program for cleaning up leaking and abandoned hazardous waste sites. Environment and Natural Resources Policy Division analysts assisted congressional committees and Members on such questions as, how large a Federal cleanup program is needed, what standards should be applied, who should pay, and who is affected by allocation of costs? Through reports and other legislative support, Environment and Natural Resources Division analysts helped define parts of the Superfund issue including concern over groundwater contamination from underground petroleum storage tanks and the extent to which a community has a "right to know" about toxic substances used and discharged by chemical manufacturing plants. The Economics Division provided analyses on alternatives to proposals considered to finance the Superfund. A number of papers were also prepared by the American Law Division on aspects of the Superfund reauthorization, which was in conference at fiscal year's end. The Senate and House adopted the conference report on October 3 and October 8 respectively. Notwithstanding his objections to the tax provisions in the bill, President Reagan signed the bill into law on October 17.

Throughout 1986, Environmental and Natural Resources Division analysts gave extensive assistance during consideration of the first major pesticide reform legislation since 1978. The Division's analysts provided written products and served as key resources during hearings, committee action, and floor debate. The Environmental and Natural Resources Policy Division analysts and the American Law Division attorneys also examined a theme cutting across environmental issues: how to assign liability for the impact of toxic chemicals on land, in air, or in water and, consequently, what is the availability of environmental impairment insurance as protection in case of liability?

#### I. OIL PRICE CHANGES AND OTHER ENERGY PROBLEMS

The plunge in world oil prices led Congress to review many basic energy policy positions, which had been taken when oil supply was short and prices were assumed to be on a continuing upward course. The Environment and Natural Resources Division took part in this reassessment with studies and workshops, briefings and analyses, ranging in subject from the implications of increased dependence on imported oil to the need for the Seabrook nuclear power plant in New Hampshire in light of lower oil prices. Legislative interests to which the Division contributed included the budgeting of further oil purchases for the Strategic Petroleum Reserve; pros, cons, and effects of an oil import fee and related energy tax proposals; legislative intervention into regulatory changes for natural gas, and proposals to repeal the Fuel Use Act of 1978, which prohibits burning oil or gas in new electric powerplants and large industrial boilers. A series of workshops on the price of oil and its implications for domestic U.S. energy, as well as sessions on the Middle East and the Soviet Union, were organized by a Senior Specialist.

The significant energy market changes during the last year led to increased interest not only in such matters as increased oil import levels, but also changes in the financial health of the domestic oil industry, and proposed oil importation taxes aimed at reducing the trade deficit while encouraging domestic oil exploration. These issues were examined in an issue brief by the Economics Division and a report on oil import tax proposals. Concern over the high costs incurred in the construction of nuclear electric utility plants has been a subject of congressional interest as well. Several studies were prepared by the Economics Division addressing the construction cost issue and the concomitant question of utility industry financial health and rising utility rates.

Electric power in general was the subject of broad Congressional interest as well. Analyses of the Administration's proposal to sell the Bonneville Power Administration and other power marketing agencies, of the proliferation of cogeneration projects stimulated by the Public Utilities Regulatory Policy Act of 1978, and of the potential of importing power from Canada, were among the Environment and Natural Resources Division and associated Senior Specialist contributions to the legislative process during the year. The American Law Division also prepared legal analyses of issues surrounding the "privatization" of the Bonneville Power Administration, as well as legislative proposals to alter the settlement of oil overcharge cases and provide for the sale of nuclear enrichment facilities.

#### J. SPACE SHUTTLE ACCIDENT

The explosion of the Space Shuttle Challenger and the deaths of the astronauts aboard, and the subsequent investigation, raised many questions

about the U.S. space program. Congressional interest has centered on why the accident occurred, whether or not to replace the orbiter, and how to fund it. There was also concern about U.S. dependence on a single launch vehicle, prompting congressional approval of Air Force procurement of expendable launch vehicles. The Science Policy Research Division produced an issue brief on the accident within 48 hours of the event. The issue brief was used by the Senate Committee on Commerce, Science, and Transportation for hearings on the accident. There was a large number of other requests, including one for information on previous launch delays which the House Energy and Commerce Committee released to the New York Times and one for an analysis of past launch demand which a Senate Committee used in its consideration of the need for a replacement shuttle orbiter. The Science Policy staff also prepared an issue brief on launch options and a report on the effects of the accident on the SDI timeline for a Senate Committee. A joint Library Services and Government Division issue of Overviews presented newspaper editorials and public opinion polls on the Challenger accident report and on U.S. space policy.

#### K. NUCLEAR SAFETY AND WASTE DISPOSAL

Following the disaster at the Soviet Chernobyl plant, several Science Policy Research Division analysts helped meet heavy congressional demand for information about the extent of the accident, its health effects, and its broader impacts in the U.S., the Soviet Union, and elsewhere. During the first week, Division analysts answered a number of information requests on the accident, prepared a fact sheet, and briefed two groups of congressional staff and three individual Members. Science Policy analysts also co-authored with a Senior Specialist a general issue brief on Chernobyl within a week of the

accident. In addition, Science Policy staff wrote a separate issue brief on Chernobyl's implications for U.S. reactors and jointly with the Environment & Natural Resources Division authored an issue brief on health and agricultural effects.

The Chernobyl disaster led to intense demands on the Environment and Natural Resources Policy Division's nuclear experts for information, analysis, interpretation and implications for U.S. nuclear power. Congress exhibited increased interest in nuclear powerplant safety for the rest of the session, during which the Science Policy Research Division responded to congressional requests and assisted with numerous congressional hearings about Chernobyl and its consequences. Senior Specialists contributed to technical and broader political-economic implications of the Chernobyl disaster and related these and other developments to the ongoing debate on nuclear electric power.

The accident also affected legislative proposals to renew the Price-Anderson Nuclear Indemnity Act, which expires in 1987, as well as perennial proposals to change the nuclear licensing system. Moreover, it intensified Congressional interest in the issue of nuclear waste disposal, as the Department of Energy moved ahead under its mandate of the Nuclear Waste Policy Act of 1982 to select repositories for commercial and military radioactive waste. DOE's activities led to widespread Congressional and constituent interest in the policies and technology of nuclear waste, keeping Environment and Natural Resources Division analysts and American Law Division attorneys heavily occupied with the topic. As part of its Federal Law Update series, the American Law Division conducted a seminar on legal issues associated with the interstate compact in low-level radioactive waste disposal.

The nuclear energy issue is a perennial favorite, especially among constituents. Info Packs that have been developed by the Congressional Reference Division in cooperation with the Environment and Natural Resources and Science Policy Divisions and maintained over the years include "Nuclear Energy" and "Nuclear Waste Management." There was considerable added interest in this area by both constituents and Members following Chernobyl. Issue briefs on the accident provided the basis for responses on the issue by both the Congressional Reference Division and its reader services areas. In addition, such "crisis" issues as the Chernobyl accident have always generated a number of requests for news coverage, handled by the Congressional Reference Division.

#### L. IMMIGRATION

Late in the 99th Congress, after five years of effort, the House and Senate reached agreement on the Immigration Reform and Control Act, a major overhaul of the Nation's immigration law that was enacted as P.L. 99-603 on November 6, 1986. The measure establishes penalties for employers who knowingly hire undocumented aliens and provides for legalization of some documented aliens. Over the several years of development of this legislation, Education and Public Welfare Division analysts and American Law Division attorneys provided extensive assistance to the House and Senate Judiciary immigration subcommittees and other Congressional participants.

Education and Public Welfare analysts prepared three Senate Judiciary Committee prints as background for the U.S. Select Commission on Immigration and Refugee Policy, whose work led to the introduction of the legislation enacted by the 99th Congress. During the processing of the legislation beginning in the 97th Congress, that Division and American Law Division staff drafted portions of committee reports; participated in briefings and

consultations for staff and members [REDACTED]

[REDACTED] attended and provided assistance at committee hearings and markups, at the House-Senate conferences during the 98th and 99th Congresses, including preparing the conference document with the assistance of House Legislative Counsel for the 99th Congress; prepared background committee prints for both the House and Senate Judiciary Committees; prepared and updated side-by-side-comparisons of the House and Senate bills; and generally provided written analyses and assistance as requested by interested committees and members.

#### M. RETIREMENT: THE NEW FEDERAL SYSTEM AND OTHER ISSUES

On June 6, 1986, the President signed into law Public Law 99-335, which establishes a new retirement system for Federal workers covered by the social security system (chiefly those hired after 1983). Enactment of the law climaxed more than three years of work by the Education and Public Welfare project team, which had first (in December 1984) produced a major study of the options for designing a new system.

In fiscal year 1986, the team, which sometimes numbered as many as 17 analysts from the Division, and contractors, used the methods and models it had earlier developed under the leadership of a Senior Specialist to help House and Senate Committees analyze Congressional options. The team provided Congress with a common language, structure, and data for issues that needed resolution. After committee staffs decided their specifications for elements of a new retirement plan, they relied on the Education and Public Welfare Division to develop ways to analyze them, and to present their distribution of benefits, their long-term costs, and the issues they raised. In both the House and Senate, each side of the aisle used that data and analytical

methodology to make tradeoffs and reach compromises, and the team leader helped conferees during their final negotiations.

After passage of the measure, the House Committee asked the Education and Public Welfare team to further help Congress by developing analytical models that indicate the principal variables that Members and Congressional staff should consider when deciding whether to shift from the old Civil Service Retirement System (CSRS) into the new Federal Employees Retirement System (FERS).

#### N. HEALTH CARE FINANCING

The Education and Public Welfare Division analysts also focused attention on programs and issues related to financing of health care for America's elderly and poor. Most of their work concerned Medicare, which pays medical and hospital bills for the elderly and disabled and in FY86 accounted for almost 7 percent of total Federal Government outlays.

Congress requested CRS help in finding ways to restrain Medicare costs, improve payment systems for hospitals and physicians, and ensure the quality of patient care. Division analysts helped design options to include capital costs in Medicare's new "prospective payment system," which sets hospital payments in advance. They also studied the impact of the prospective payment system upon hospitals in rural areas, those with above average costs, and those providing significant amounts of uncompensated care to poor and elderly patients. Analysts also examined methods of paying for cataract surgery under Medicare, proposals to improve quality of care in Medicare nursing homes, and ways to increase access to medical care.



The Education and Public Welfare Division continued to develop in-house resources to quantitatively analyze the impact of proposals to change Medicare's methods of paying for hospital and physician services. Two teams of analysts from the Division under the leadership of a Senior Specialist built data resources and worked on computer models that would simulate the impact of changes. The hospital payment team completed a model that simulates Medicare payments to all hospitals and began work on estimating the relationship between these revenues and hospital costs. The physician payment team supervised a contract with the Rand Corporation for a prototype model to simulate the impact of paying physicians according to a scale based on the relative value of their services. It also began work on a study to develop options for changing the way that Medicare reimburses physicians with historically close ties to hospitals (radiologists, anesthesiologists, and pathologists) so as to control costs.

#### O. GUN CONTROL

As the result of a successful discharge petition, an amended version of the McClure-Volkmer amendments to the Gun Control Act was passed by the House, accepted by the Senate, and enacted into law. Close assistance was provided by the Government Division during mark-up and floor consideration. The Government Division's side-by-side comparisons of various versions of the House legislation with existing law and with the Senate bill were distributed widely. Assistance was also provided in connection with the so-called "son of gun" amendments to the amendments (S.2414), enacted in June. The Government Division prepared a paper summarizing the McClure-Volkmer bill, later revised to reflect the amendments, and an analysis.

In addition, after wrestling with the "armor-piercing" ammunition issue for a number of years, Congress completed work on a bill to ban the further

manufacture and importation of such bullets. Government Division analyses of the various proposals were used by House and Senate Committee members and staff during consideration of the legislation.

#### P. AIDS

The Acquired Immune Deficiency Syndrome (AIDS) continued during the 99th Congress to be a major topic of interest. The mortality rate of AIDS is extremely high (75% of patients diagnosed prior to January 1985 are now deceased), and health care costs for AIDS patients are expensive (total expenditures per patient range from \$60,000 to \$147,000). Although New York and California account for 55% of AIDS cases to date, the remaining 48 States and the District of Columbia have had at least one case of AIDS, and twenty States (excluding New York and California) and Washington, D.C. have had over 100 AIDS cases. The major focus of Congressional action has been Federal funding for AIDS research which has increased from \$200,000 in FY81, to over \$400 million FY87. The Science Policy Research Division provided Congress general information on AIDS through briefings, memos, and reports as well as the AIDS issue brief. The last item is regularly updated and continues to be one of the most frequently requested issue briefs in the CRS system. The American Law Division analyzed the question of the application of the Rehabilitation Act to AIDS victims.

#### Q. PRIVATIZATION AND GOVERNMENT MANAGEMENT

Congress also continued to place strong emphasis on improving the efficiency and economy of operating the Federal Government. At the same time, it responded to the Administration's contention that the "Federal Government [has] grown out of control" as expressed in OMB's budget document entitled Management of the United States Government: Fiscal Year 1986. The Government Division assisted

congressional efforts by providing studies to House and Senate committees on a broad-range of Federal personnel management issues. Foremost among these were an assessment of how the Gramm-Rudman-Hollings Act would affect Federal employees, a study of proposed reform of Federal white collar pay (China Lake pay demonstration project), headed by a Senior Specialist, and analyses of merit pay, RIF placement programs, and whistle blower protection with legal questions raised by this legislation analyzed by the American Law Division. Recently, mandatory drug testing for Federal employees also emerged as an important policy question addressed by the American Law, Government and Science Policy Research Divisions.

Other management issues of particular concern to Congress have been the Government's procurement process, OMB Circular A-76 and contracting out, the role of the Office of Management and Budget in the regulatory process (analyses of which were incorporated into a 696-page Senate Governmental Affairs Committee Print on OMB, including an extensive American Law Division analysis of OMB authority), and maintenance of Federal vehicles, public affairs and public relations activities within the Government, and the protection of classified information. In addition, for a group of interested Members of Congress, the Government Division has devoted considerable attention to tracking and analyzing the recommendations of the Grace Commission as well as those of other Presidential advisory commissions.

Responding to an increased interest in privatization proposals--the transfer of Government assets, infrastructure, and services to the private sector--the Government Division prepared timely reports dealing with privatization at the State and local level, in other countries, the Administration's privatization proposals, and associated legislative and managerial implications. A major study was completed by a Government Division Specialist providing an overview of privatization as a concept emphasizing its public administration implications.

#### R. HIGHER EDUCATION ACT

Reauthorization of major higher education student assistance programs commanded much attention from the Education and Public Welfare Division. Both the majority and minority of the House and Senate authorizing, budget and appropriations committees received assistance at each stage of the legislative process.

Division analysts and the Office of Senior Specialists prepared a committee print, several issue briefs, and a variety of papers and reports to answer the heavy volume of Congressional requests on the reauthorization of the Higher Education Act. Analysts conducted a series of preparatory staff briefings on each title of the Act, presented a plenary session on higher education issues at the 1986 Public Policy Issues Institute, and coordinated a CRS seminar on need analysis, which attracted almost 200 Congressional staff.

A computer model developed by Education and Public Welfare Division analysts enabled CRS to provide prompt answers to committee questions about how proposed changes in the method of analyzing "need" would affect Pell grants, the largest Federal student financial aid grant program. Studied were proposals to change: treatment of income and assets, limitations on aid as a percentage of college costs, and offsets for family size. The Division also gave technical assistance to the committees on such issues as the definition of independent student, allowances for child care services, development of income-contingent loans and institutional aid for historically black colleges and universities, which resulted in amendments that were ultimately enacted by Congress.

## S. IMPEACHMENT AND JUDICIAL NOMINATIONS

It has been more than half a century since a Federal official was impeached and convicted and 17 years since a Chief Justice of the United States was nominated and confirmed. Both events occurred in the past year and American Law Division attorneys were heavily involved in both processes.

Voluminous briefing books were prepared for use by Senate Judiciary Committee members during the confirmation hearings on Chief Justice-designate Rehnquist and Justice nominee Scalia. Senior Specialist attorneys played a special role in preparing Congress for judicial nomination hearings. Assistance was provided by the American Law Division on formulating questions to be asked of the nominees at their confirmation hearings. Attorneys and paralegals fielded numerous inquiries on the backgrounds, judicial decisions and philosophies of the nominees. The recurring question of the proper scope of the Senate's inquiry into a judge's attitudes and ideology also was raised during the dual confirmation hearings. An assertion of executive privilege against a demand for copies of memoranda prepared by then Assistant Attorney General Rehnquist also promoted inquiries to American Law Division attorneys.

The impeachment and trial of Judge Harry Claiborne occasioned close American Law Division support [REDACTED]

[REDACTED] Division attorneys were asked to analyze novel questions of procedure, rules of evidence and the constitutional implications of the impeachment process, oftentimes on a rush basis. The Government Division provided historical documentation on earlier impeachment proceedings, including rules of procedure used in past cases. American Law Division attorneys and paralegals handled a large volume of requests on the impeachment from both Members and constituents. Library Services Division provided a clipping service on the Judge Claiborne

impeachment which presented to the Congress press commentary from three Nevada newspapers, major newspapers nationwide, and magazine sources. Including clippings dating from 1982 onward, some 2,000 pages were distributed in multiple copies as part of this service. American Law Division tax lawyers also responded to inquiries on the tax law questions that underlay the Judge's criminal conviction and the articles of impeachment. The likely court challenge of Judge Claiborne to the impeachment process portends continued Congressional interest.

#### T. SENATE TELEVISION

In July, the Senate voted to make permanent the televising of its floor proceedings to the public. In preparation for the Rules Committee hearings on this subject and for the final Senate vote on this matter, the Government Division assisted several individual Senators with background and historical material and maintained an issue brief on Senate Rules and Procedures which contained an extensive discussion of the issue. The Senior Specialist who has been tracking the issue of Congressional use of television, played a major role in advising the Senate, as he had with the House.

The Government Division also prepared a study on the impact of televised proceedings on Senate floor activity during the initial trial period, which received wide distribution in the Senate. It was submitted for the record at a Senate Rules Committee hearing and was reprinted in the Congressional Record of July 22. The study, which computerized the time spent on the Senate floor in various procedural and legislative activities, developed a data base which made historical comparisons possible for the first time on the patterns of floor procedure use in the Senate before and after Senate TV coverage. Both proponents and opponents of the resolution making televised proceedings permanent cited the CRS study during the floor debate.

The Government Division also provided Senators with data on the cable television market for use during their floor statements and with briefings on the impact of televised proceedings to prepare them for the floor debate on the subject.

#### U. EDUCATION OF THE HANDICAPPED

The Education and Public Welfare Division assisted Senate and House staff in framing the reauthorization of the Education of the Handicapped Act (EHA). This legislation's major provisions expanded full-service mandates under Federal education of the handicapped, which were formerly restricted to school-age children, to all handicapped children from birth. The Division provided technical assistance to both the majority and minority staffs in the House and Senate at all stages in the development of the reauthorization bill.

At the request of the chairman of the Senate authorizing committee, the Division prepared a background and option paper concerning the status of preschool programs for handicapped children. This paper, which was published in committee hearings, was used as a major resource in the consideration of amendments to extend EHA protections to preschoolers. The Division subsequently provided on site technical assistance to the Senate staff from the bill's drafting through Senate floor action, and drafted materials for inclusion in several sections of the committee report.

The House authorizing committee called on the Division to analyze the Senate bill, to suggest witnesses for hearings and questions for witnesses, to provide technical assistance during deliberations between majority and minority committee staff on a House reauthorization proposal, and to analyze drafts of committee report language. The Division continued to assist both the House and Senate in resolving the differences between their respective bills, and assist Senate staff in drafting floor amendments to the House bill that became the final version of the legislation.

### III. APPENDICES

#### A. ORGANIZATION STRUCTURE

##### 1. RESEARCH DIVISIONS

###### American Law Division

The American Law Division responds to congressional requests for legal research, analysis, and information covering such diverse subjects as abortion, criminal code reform, child custody, judicial reform, Indian land claims, securities law reform, taxation, antitrust, campaign financing, congressional ethics and immunity, legislative veto, and so forth. In addition, it maintains the automated Bill Digest File for the SCORPIO system, publishes the Digest of Public General Bills and Resolutions, tracks terminating programs, and prepares The Constitution of the United States of America, Analysis and Interpretation (popularly known as the Constitution Annotated).

###### Economics Division

The Economics Division handles inquiries covering the range of domestic and international economic issues. Among the subjects covered by this division are general economic conditions and trends, monetary and fiscal policies, economic effects of government regulations, taxation and public expenditures, economic characteristics of financial institutions, manufacturing and other industries, productivity and labor economics, labor and management relations, energy economics, housing, and transportation. Foreign trade and international finance issues also are among the responsibilities of the division, as are quantitative and econometric analyses.



#### Education and Public Welfare Division

The Education and Public Welfare Division works closely with committees and aids Members and staffs on such issues as hospital cost containment, social security financing, education finance, refugees and immigration, food stamp legislation, child nutrition, and youth employment. Division analysts also work with sophisticated, computer-based microsimulation models which assist the analysis of new proposals and program modifications.

#### Environment and Natural Resources Policy Division

The Environment and Natural Resources Policy Division responds to requests on issues which flow from the interrelated subjects of energy, environment, natural resources, and agriculture. Topics covered by ENR encompass environmental policy, including air and water pollution, solid waste management and disposal, toxic wastes management and disposal, and marine oil pollution/ spills; energy policy, including, oil, gas, and gasoline supply and production, fuels allocation, nuclear power, coal industry problems, and energy conservation; natural resource management, including forest management, multiple uses of public lands, water and ocean resources, recreation, and coastal zone management, and the fishing industry; and agricultural policy and programs, including grain and other food exports, U.S. food assistance programs, utilization of prime agricultural lands, and U.S. farm income, structure, and productivity.

#### Foreign Affairs and National Defense Division

The Foreign Affairs and National Defense Division handles queries concerning U.S. foreign policy, both generally and with respect to specific countries and regions; foreign assistance and trade policy; the organization, operation, and interaction of governmental agencies involved in the foreign

policy decision-making process; international diplomacy and organization; arms control; weapons acquisition programs and process; military manpower; defense budget; and U.S. defense policy and posture. The strength of this division lies in its ability to define policy choices for Congress in a manner that avoids artificial compartmentalization along traditional "foreign policy" or "national defense" lines. By emphasizing the cross-cutting, interactive nature of foreign and defense policy decision-making, the division addresses the major tradeoffs inherent in most policy choices.

#### Government Division

The researchers in the Government Division respond to congressional requests relating to the Congress; the congressional budget and appropriations process; the executive branch; intergovernmental relations, planning, rural and urban development, survey research and public opinion polls; civil rights, including discrimination based on sex, race, or color, and minorities; elections, lobbying, political parties and processes, the territories, religion, U.S. history; and crime and crime control, gun control, and drug abuse control.

#### Science Policy Research Division

The Science Policy Research Division responds to requests on issues and subjects which flow from all fields of science and technology. It is also concerned with the organization, management, and budgets of programs related to science and technology issues. Besides energy-related issues, such as the production and use of synthetic fuels, nuclear power, and a broad range of alternative energy technologies, topics covered by the division's analysts include international space activities, aviation safety, oceanography, deep seabed mining, mineral resources of the Antarctic, Federal food safety programs, materials policies, regulation of toxic substances, hazardous chemicals handling and transportation, and radiation health and safety.

Other topics include national goals and policies relating to science and technology, R&D evaluation and review, technology transfer, biomedical research, biotechnologies, and computer, microform, and communications technology.

## 2. REFERENCE AND LIBRARY INFORMATION DIVISIONS

### Congressional Reference Division

If an inquiry is of such nature that the answer could be found in a reference book or magazine, a previously prepared CRS report, one of the Service's information files, or the like, it is sent immediately to the Congressional Reference Division, which handles about two-thirds of all the requests the Service receives. This division is staffed by professional librarians and technical information specialists trained to respond to such inquiries.

The kinds of requests handled by this Division are those for general factual information; books and articles; quotations, biographical information, and information about organizations (associations, business firms, and companies); and government documents, laws, and congressional publications (hearings, reports, and committee prints).

In-person reference assistance is provided in congressional reading rooms (housed in two of the Library's buildings) and in four CRS reference centers located in congressional office buildings. In the reading rooms and reference centers, the Congressional Reference Division makes a special effort to provide the kinds of resources that Members and congressional staff are likely to need on short notice. Browsing collections of popular books for loan, as well as collections of reference materials and current periodicals, are available in

the reader facilities. Since 1967 a "hotline" service has been provided for congressional callers needing immediate telephone help with specific facts.

The division also maintains two Information Distribution Centers -- one for each Chamber. These self-service facilities are stocked with packets of background information on some 150 recurring topics of congressional interest. Called Info Packs, they usually contain issue briefs, CRS reports, and other informative material helpful to the reader desiring background information on a specific topic. The Centers are organized so that congressional staff can quickly browse and help themselves to relevant packets.

#### Library Services Division

Acquisitions and bibliographic services for the entire department and reference services for the analysts in the seven research divisions are provided by the Library Services Division. It also provides services directly to congressional clients with on-demand bibliographies, research guides, and a selective dissemination of information, or SDI, topical bibliographic alerting service. In FY 1985 it responded to 93,000 congressional requests.

Library Services maintains the CRS Main Reference Files, containing CRS reports, pamphlet literature, and clippings from 8 daily newspapers (Washington Post, Washington Times, New York Times, Chicago Tribune, Los Angeles Times, Wall Street Journal, Christian Science Monitor, and Journal of Commerce), and articles from 3,600 serial titles to which the Service subscribes. It also maintains the Bibliographic Citation File of the SCORPIO system and produces several periodic publications, including the Subject Catalog of CRS Reports in Print, CRS Studies in the Public Domain, and the Legislative Indexing Vocabulary (LIV).

In early FY 1979, the division was designated by the Superintendent of Documents of the Government Printing Office as a member of the Government Depository Library System, enabling the Service to select government publications (including congressional publications on microfiche) from over 1,000 categories to enrich its research and reference collections. Having completed its conversion from a manual to an automated serials check-in system in FY 1981, the division is fully automated.

### 3. OTHER OFFICES

#### Office of Assignment, Reference, and Special Services

Inquiry Section. The Inquiry Section is the central unit for the receipt and assignment of congressional requests. During FY 1986, the Inquiry Section received over 233,319 requests through calls to the main CRS telephone exchange, letters, and in-person visits. Fifteen inquiry recorders conduct inquiry interviews with the congressional requesters, a key role in the request answering process. The recorders elicit the purpose of the request, what information or analysis is required in response, the most useful response format to meet the requester's needs, and the time frame in which the response is desired.

Speed and accuracy are essential to this activity since more than 70 percent of total requests received must be recorded, assigned, and answered within one day. To facilitate this and other management information requirements, the Service created an automated system called ISIS, the Inquiry Status and Information System. An evolving management information system, the current computer-based operation provides control, flexibility, responsiveness, and speed to the inquiry assignment and tracking process. While it provides electronic data control over the inquiries, it is also designed to protect

the confidentiality of records of congressional requests. An advanced operating system was installed in FY 1979. This system has improved response time as well as inquiry and resource control.

Language Services. The Language Services Section provides translating and interpreting services to Members and committees of Congress and assists researchers in the preparation of congressional analyses. Staff members work in 13 languages and provide a variety of services. Languages dealt with are Spanish, Italian, French, Portuguese, Latin, Romanian, German, Dutch, Afrikaans, Russian, Ukrainian, Arabic, and Lithuanian. One of the most popular services of the section is the translation into Spanish of newsletters, speeches, press releases, and correspondence for those Members whose districts comprise large Spanish-speaking populations.

#### Office of Automated Information Services

Automated information services provided to the Congress and the CRS research and reference divisions include on-line computer information systems, batch searching and processing services, statistical analysis, word processing systems, and micrographics. Although at least four CRS divisions play significant roles in the development and use of automated services, general coordination as well as considerable operational control is exercised by the Office of Automated Information Services (AIS).

The Service maintains several of the files which are part of SCORPIO, the Library's automated information system. The files maintained by the Service are the legislative file (digests of content and actions taken on all public bills and resolutions introduced in Congress), the bibliographic citation file (bibliographic identification and abstracts of articles, reports, government

documents, and so forth selected from some 6,000 publications regularly reviewed by CRS bibliographers), and the major issues file (briefing papers on some 350 major legislative issues).

The CRS Major Issues System (issue briefs, audio briefs, and the MLC)--one of the most effective CRS services to the Congress -- is directly administered by AIS. Each issue brief (updated daily, weekly, or monthly, as events dictate) averages 10-20 pages and provides a definition and general background discussion on the issue, identification of current legislation, listings of hearings and congressional documents, a chronology of events related to the issue, and a selective bibliography of relevant materials for further study.

AIS performs both staff and line functions within the Service. Its pool of automation specialists advises the director and the research divisions on all matters pertaining to automation applications in the information and analysis environment. In addition, AIS provides direct support to the CRS research effort and to congressional offices in the form of data processing; data base utilization and training; word processing and micrographics; and audiovisual training, briefing, and orientation aids.

#### Office of Member and Committee Relations

In addition to written products and tailored oral briefings, CRS staff present information to Members and staff of Congress in seminars and workshops. Coordinated by staff of the Office of Member and Committee Relations in conjunction with appropriate analysts in the research divisions, these programs provide a forum for the informal discussion of important legislative issues between Members and staff of Congress and CRS specialists as well as other nationally recognized experts. The Service averages two or three such seminars every week when Congress is in session.

The Service also offers a variety of congressional staff institutes to provide training in how to do legislative research, how to undertake casework and other staff work for Members, and so on. The institutes are designed to enhance congressional staffs' ability to utilize the variety of research and information resources available to them.

#### Office of Policy, Planning, and Review

To assure quality in CRS responses, every written product must go through at least two levels of review. At the divisional level, a report is checked to see that it is accurate and thorough in its handling of the subject. Then the Review Section of the Office of Policy, Planning, and Review assesses the report for compliance with CRS's rigorous standards of balance and objectivity. It is the responsibility of these reviewers to look at a paper for fairness, responsiveness to the request, lack of bias, the absence of advocacy, and disciplinary blind spots. Even personal writing, written on a staff member's own time, must be cleared if it is being submitted for publication and treats public policy issues related to the employee's field of specialization in the Service.

To augment the Service's research capacity during periods of peak workload or to obtain special skills needed for a particular project of limited duration, the Service contracts for external research services. This contracting authority affords the Service a certain amount of flexibility in terms of its staffing needs vis-a-vis the sometimes unpredictable information/research requirements of the Congress.

#### Office of Research, Analysis, and Multidisciplinary Programs

Because the legislative issues facing the Congress are increasingly complex in nature, the Service is increasingly pooling its research talents -- spanning subject expertise as well as organizational lines. The Office of



Research, Analysis, and Multidisciplinary Programs has responsibility for coordinating interdivisional research projects. In addition to about 17 permanent interdivisional teams, dozens of ad hoc teams are formed throughout the year as specific needs arise.

#### Office of Senior Specialists

Finally, distributed throughout the Service are senior specialist positions. Their role and subject specializations are described by statute, and the positions are filled with nationally recognized experts who, in many cases, have had extensive careers outside the Service -- in government, academia, private business, or combined experience in the three sectors. The senior specialist positions presently cover the following fields: American government and public administration, American public law, conservation and energy, constitutional law, economic policy, education, election law, energy resources policy, environmental policy, housing, income maintenance, information policy and technology, international affairs, international economics, mining and regulatory economics, national defense, national security, price economics, science and technology, social welfare, Soviet economics, taxation and fiscal policy, and transportation.

Senior specialists provide a variety of services to Members and committees of Congress. Oral or written analyses may be provided to committees, Members, or staff on the highest professional level. This may range from a short, confidential legal interpretation to a multi-volume congressional print.

A number of senior specialists also assist Congress directly in the fashioning of special studies, in the roles of staff consultant or project director for various committees on a limited term basis, and in special staff capacities to assist congressional delegations on trips abroad. The

planning of hearings, including suggestions for witnesses and assistance in preparation of hearings' reports, is standard fare for senior specialists.

Senior specialists play a unifying role within the Service by coordinating interdivisional and interdisciplinary projects. They are also heavily involved in the CRS institutes for Member and committee staff as well as workshops, seminars, and informal meetings for Members and staff.

## APPENDIX B

### RESEARCH AND ANALYSIS FOR CONGRESS--A HISTORICAL PERSPECTIVE

#### 1. THE DEVELOPMENT OF LEGISLATIVE RESEARCH IN THE 19TH CENTURY

In 1800, as the new capital city was being built, Congress voted \$5,000 for the purchase of books and a room to contain them in the Capitol building. Six years later, a U.S. Senate report stated that the aim of this newly-established Library of Congress was "to enable statesmen to be correct in their investigations, and by a becoming display of erudition and research, give a higher dignity and luster to truth." That library perished in the War of 1812, when the British torched the U.S. Capitol during their invasion of Washington. Less than a month later Thomas Jefferson wrote to Congress from his home in Monticello and offered to sell 6700 books from his personal collection to the Joint Committee on the Library. Fifty years in the making, Jefferson's collection included the most up-to-date literature on virtually any topic of Congressional interest. In offering his library to the Congress, Jefferson said, "Before a great republic there is no subject to which a member of Congress may not have occasion to refer."

Since the selling of Jefferson's library, research for the purpose of government developed in the United States, in part, because of the demands of legislatures on the country's universities and libraries. As early as 1818, New York Governor DeWitt Clinton invited Yale Professor Amos Eaton to give a course of lectures before the New York legislature and to hold the office of

"senior professor." 1/ George Watterston, Librarian of Congress in the 1820s, was called upon by Members of Congress for "facts, dates, acts, official communications and even lines of poetry." 2/ Despite his diligence in cataloguing books and supplying members with information, Watterson was removed from his position by President Andrew Jackson in 1829, for the charge that he had been Librarian of "one side of the aisle only." Non-partisanship as well as accurate research became the operating principles of legislative service for the Congress.

The Library further developed its tradition for objectivity in 1874 with the Congressional mandate to include two newspapers from each State, representing different political views. The need for more information from the States persisted as Members sought to represent their constituencies as well as to learn about the political and social experiments of the several States.

The reorganization of American scholarship came with the development of the "new" university, such as Johns Hopkins founded in 1876, shaped by the American perception of the German university--with its call for specialized intense, thorough, and precise study of well defined topics, and with the concept of

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1/ Mendenshall, T.C. Scientific, technical and engineering education. Albany, N.Y., J.B. Lyon Co., 1900. Monograph No. 11, p. 3; cited in U.S. National Resources Committee, Science Committee, Research--a national resource. II--industrial research. Report of the National Research Council to the National Resources Planning Board, December 1940. Washington: Government Printing Office, 1941, p. 22.

2/ Quoted in William Dawson Johnston, History of the Library of Congress, 1800-1864. Volume 1. Washington: Government Printing Office, 1904, p. 181.

scholar in service of the nation. 3/ The university became the center of American intellectual life in the last quarter of the 19th century.

Specialization in scholarship and in resulting publications burdened university library systems greatly. These demands also placed libraries at the center of university life. Near the end of the century, University of California President Benjamin Ide Wheeler stated, "Give me a library and I'll build a university about it." 4/

Aiding legislators in their work was implicit in the very founding of American State libraries. That is, the founding marked the beginning of the long history of research for legislatures. 5/ But, the first step toward a specialized information service for legislators was begun in 1890, when Melvil Dewey established a legislative reference section within the New York State Library. One of the first tasks of the section was the indexing of current State laws. The section brought to the legislator all available information bearing upon the proposal, but without analysis or perspective it went no further.

## 2. ROBERT LA FOLLETTE, SR., AND THE ESTABLISHMENT OF THE LEGISLATIVE REFERENCE SERVICE

The Wisconsin legislative reference department, founded by Charles McCarthy and sanctioned by Gov. Robert M. LaFollette, Sr., in 1901, took a further, crucial step beyond the innovations of Melvil Dewey. As opposed to the New York

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3/ Oleson, Alexandra and John Voss. The Organization of knowledge in modern America, 1860-1920. Baltimore, The Johns Hopkins University Press, 1979. p. xi.

4/ Quoted by Benjamin Kurtz, Joseph Cummings Rowell, 1853-1938 (Berkeley: University of California Press, 1940), p. 42; cited in Samuel Rothstein, p. 11.

5/ Rothstein, Samuel, p. 55.

reference tradition which held that it should not act even indirectly for the legislator, the Wisconsin legislative service not only supplied all needed information, it acted for the legislator in assessing the relative value of the information provided. 6/

By 1915, 32 States had made arrangements for reference and research service to their legislators. The majority of States had organized the service within the State library, a few within the State law library, others under an historical commission, within a university, or as a separate bureau. 7/

Nationally, the first proposal for legislative reference service appears to have been introduced by U.S. Senator Robert Owen of Oklahoma. On January 9, 1911, he called for an independent "United States Legislative Reference Bureau" headed by a presidential appointee. The Bureau was to gather and index "material pertaining to legislative experience at home and abroad" and "to aid in every possible way by the collection of information and the service of expert advice in making exact more careful legislation." Senator Owen seems to have changed his mind about an independent service and successfully proposed a Senate appropriation floor amendment on March 3, 1911, to establish a legislative reference bureau in the Library of Congress. The amendment was apparently dropped in conference.

Based upon their Wisconsin experience, Representative John Nelson and Senator Robert M. La Follette and other Members, subsequently introduced proposals to establish a legislative reference service within the Library of

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6/ Bingham, Johnson. Comparison of New York and Wisconsin plans for legislative reference work. A.L.A. Bulletin, vol. 1, no. 4, p. 200.

7/ Bailey, Louis J. Legislative reference service. Special Libraries. Vol. 21, no. 1. January 1930. p. 8.

Congress. To La Follette the proposal extended the "Wisconsin Idea," of which he was the author. The Wisconsin Idea was a term given to the cooperative relationship established between experts employed on the staff of the University of Wisconsin and the State administration as it existed under La Follette when governor of that State and his immediate successor. A similar spirit prompted La Follette's move to establish a legislative reference service, i.e., the use of academic expertise to formulate and affect legislative goals.

Hearings held in the House, February 1912, and in the Senate, February 1913, indicated that support for a legislative service was building across the nation, according to testimony from State officials, academics and Members of Congress. Lord Bryce, noted author of the political classic The American Commonwealth, testified before the House Committee on the Library in 1912 in favor of establishing a Legislative Reference Bureau to serve the U.S. Congress. He remarked favorably upon an earlier personal examination of the legislative services of Wisconsin and of New York. With regard to the needs of Congress he stated:

I would say that this appears to me a proposal of the highest value. The age in which we live, gentlemen, is an age in which more and more is demanded of legislation. The people of this country and the people of every free country are expecting much more from legislation than they did formerly. They are asking the Government, both the Central Government and their local governments, to undertake many functions which were not attempted before, and the complex nature of our civilization makes the discharge of these functions more difficult than ever it was before. There is more intricacy and more detail in statutes, and the economical and social problems with which legislation now endeavors to deal become more difficult . . . . It appears therefore, to be more than ever necessary to endeavor to accumulate all data that can possibly help us in the framing of good legislation.

Senator Robert M. La Follette led the effort in Congress to establish such a service. He testified in favor of his proposal S. 8337, which, in part,

established a Legislative Reference Division in the Library of Congress. His measure was reported out, with amendments, by the Senate Committee on the Library on February 4, 1913. Representative Nelson's proposal, H.R. 18720, was reported out, with amendments, by the House Library Committee February 18, 1913. A year later, a successful appropriation floor amendment, introduced by Senator La Follette, was subsequently concurred in (by specific vote) by the House on July 16, 1914, which authorized the Librarian of Congress to establish a Legislative Reference Service "to employ competent persons to prepare such indexes, digests, and compilations of law as may be required for Congress and other official use pursuant to the act approved June 30, 1906. . . ." 8/

Upon the passage of his amendment establishing the Legislative Reference Service, Senator Robert La Follette, Sr., declared:

By the establishment and development of its Legislative Reference Bureau, Wisconsin led the way in providing expert aid in law making for the members of its legislature. Wisconsin's example has been followed by one commonwealth after another, until now we find some provisions of this kind in every state of the Union which is making progress at all.

At last the Congress of the United States has begun to awaken to its need for a similar service to enable it to perform intelligently the work of formulating legislation, intended to solve the Nation's economic, social, and political problems. 9/

La Follette summarized his intention behind the amendment by stating: "In short, the aim of the new provision is to make serviceable in suitable form

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8/ "Technically the amendment merely revised an appropriation made from 1906 to 1911 for the indexing of federal statutes, but the debates made it clear that Congress intended it to provide for the establishment of a full-fledged legislative reference service (excluding bill drafting)." [Congressional Record (Daily Edition) June 26, 1914, p. 12219-20.] Samuel Rothstein, op. cit., p. 58.

9/ La Follette's Weekly, Vol. VI, No. 27, July 4, 1914.



for immediate use the legislative resources of our national library. By adopting it Congress has taken an important and necessary step toward rendering the business of law making more efficient, more exact, economically sound and scientific."10/

Congressional intent behind the 1914 appropriations amendment was further clarified in the following year in the act of March 4, 1915, when the "legislative reference" item was broadened to enable the Librarian to employ competent persons to gather data "for or bearing upon legislation, and to render such data serviceable to Congress and Committees and Members thereof."

This was the exact language of the bill previously reported out by the Senate Committee on the Library. With few changes, it appeared from year to year in the appropriation acts as the charter of the Service, and was given permanent statutory standing by section 203(a) (2) of the Legislative Reorganization Act of 1946. 11/

In 1935, Congress directed the Service to prepare and publish a digest of the bills, other than those of a private and local character, introduced into either House of Congress. The Digest of Public General Bills has been issued without interruption ever since that date. Section 203(a) (3) of the Legislative Reorganization Act of 1946 now provides that authorization.

With the outbreak of World War II in 1939, the Service began to grow rapidly. Between 1920 and 1946, the number of inquiries answered had risen from

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10/ Ibid.

11/ "The Library of Congress Legislative Reference Service." Organization of Congress. Hearings before the Joint Committee on the Organization of Congress. 89th Congress, 1st Session. Part 7. June 25, and August 2, 1960, p. 1148-1149.

grades, though mainly at the lower levels. A War Service Section, set up in 1942, eventually grew to a staff of 38, which rendered assistance to various war agencies, as well as Congress, and was partly financed by these agencies.

As early as October 1942, Everett McKinley Dirksen, then a Member of the House, introduced a measure to set up a Joint Committee to supervise a greatly expanded "Legislative Research Service". He deplored a lack of "independent, first-hand information on the work and expenditures of the executive branch." Dirksen noted further that behind executive "requests are extensive research, many figures and much testimony to prove to Congress that the funds are required. We have been taking the word of officials directly interested in expanding their working forces and increasing their costs. Congress is thus no longer in on the ground floor in determining either policies, expenditures or functions. We merely approve or disapprove plans, and estimates prepared by others." 12/

### 3. THE LEGISLATIVE REORGANIZATION ACT OF 1946

By the end of World War II, more and more Members of Congress worried that Congress was losing its status as a coequal branch of government, as it realized that during the Depression and War Years it had, through the delegation of many powers to the Executive, drifted into a secondary position to the Executive. As a result, a Joint Committee was formed to consider the need for Congressional reorganization. Under the joint leadership of Senator Robert M. LaFollette, Jr., and Representative A.S. Mike Monroney, the LaFollette-Monroney Committee, in 1946, reported out the Legislative Reorganization Act.

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12/ Dirksen, Everette M. Legislative research. Washington Post. October 22, 1942. p. 13.

Section 203 of the act applied a double influence. In part, it gave the Service as it then existed a permanent statutory basis. It authorized and directed the Librarian to establish the Service as a separate department of the Library and incorporated the functions enumerated in the traditional appropriation language since 1916, and in the function of digesting general public bills, which the Service had done by Congressional directive since 1935.

But the main impact of the Legislative Reorganization Act on the Service was to increase its responsibilities and give it a larger sense of mission than it had had, and not just to provide a permanent statutory basis for a staff agency and functions already in existence. The LaFollette-Monroney Committee and the Act, which embodied many of the Committee's recommendations, were concerned with revitalizing the legislative process, so that the Congress could more effectively play its constitutional role in lawmaking and in oversight of administration. It was recognized that in view of the increasing scope and complexity of public policy issues, the Congress needed, among other things, staff assistance comparable in quality to that at the disposal of the Executive and of interest groups. Hence, Congress provided for strengthening of both committee staffs and the Legislative Reference Service.

For the Legislative Reference Service, this high purpose was made explicit in the wording of section 203(a) (1) of the act, and was emphasized by the placing of this duty first among the duties assigned to the Service:

"(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;"

Even more important, the Act sought to provide means for the execution of this enlarged responsibility. It did so in part by authorizing substantial

increases in appropriations, over a 3-year period, and in part by authorizing the Librarian to appoint senior specialists in broad fields roughly corresponding to the jurisdictions of the new standing committees, the grade of these senior specialists to be not less than that of their counterparts in the executive branch.

The senior specialists, and such other staff members as might be necessary, were to be available to the committees for the purposes set out in section 203(a) (1). These new provisions refer specifically to committee assistance. The report of the Joint Committee on the Organization of Congress, however, states that the Act as a whole was to serve the same general objective for service to individual Members:

"Your committee recommends that the Legislative Reference Service be immediately increased in size and scope more adequately to serve the individual Members of Congress, and also to provide a pool of experts available for use by the committees of Congress . . . ."

In retrospect, the key provisions of section 203 of the Legislative Reorganization Act may well have been those authorizing the appointment of "senior specialists" in various subjects, and establishing the principle of parity with the executive branch relative to their grade. The ultimate effect of the "parity" principle was not simply to make the senior specialist positions competitive with the highest professional positions in the executive, but to make subject specialist positions in the Service competitive with comparable executive branch positions all along the line.

Its organization set, the most significant trends in the Service's workload during the following 20 years would be the "constantly widening range and growing complexity of legislative issues dealt with and the increasing necessity

of gearing reports and other forms of assistance to specific and varied needs," according to Hugh Elsbree, Sr., Director of the Legislative Reference Service in 1965.

4. THE JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS AND THE LEGISLATIVE REORGANIZATION ACT OF 1970

This growth in the demands placed upon Members of Congress helped to prompt the creation of the Joint Committee on the Organization of the Congress in 1965. The 12-member, bipartisan committee was directed to "make a full and complete study of the organization and operation of the Congress" and "recommend improvements." For some five months the Joint Committee held hearings in 1965, receiving the views of 199 witnesses. On July 28, 1966, it issued its final report, containing some 100 recommendations.

In discussing its recommendations regarding what was then called the Legislative Reference Service, the Joint Committee referred to the Legislative Reorganization Act of 1946 as having provided "a firm statutory base" for the Service and expanded its staff: "The 1946 act endorsed the principles that (a) research can be most effectively supplied by a pool of independent experts, and (b) that the Congress should have direct access to its own separate research agency." (S. Rept. No. 1414, 89th Congress, 2d Session, p. 39).

The Joint Committee offered a series of recommendations to "reinforce the guiding principles adopted in 1946 and provide the basis for improving the efficiency and responsiveness of this organization." (p. 39) Among these were:

1. The Legislative Reference Service shall be redesignated the Legislative Research Service, to reflect more accurately what should be the primary emphasis of its work.

6. The Director shall take the necessary steps to facilitate and promote a greater liaison between the Service and the committees of Congress.

7. The method of the selection of the Director of the Service shall be changed in the following manner: The Director shall be appointed by the Librarian of Congress with the approval of a majority vote of the Joint Committee on the Library.

8. The Librarian of Congress shall receive the budget of the Service from the Director of the Service and submit it as a separate part of the total budget of the Library of Congress. This budget shall be itemized in detail.

9. The Director of the Service shall submit to the Joint Committee on the Library an annual report describing in detail the organization, activities, and problems of the Service. This report shall be in addition to the regular annual report submitted to the Congress by the Librarian. (pp. 41-42)

The Joint Committee on the Organization of the Congress had subjected to "close analysis and study" the "fundamental interrelationship of the Service and the remainder of the Library of Congress." "Considerable thought was given to separating the Service entirely from the jurisdiction of the Library in order to insure that the Service would be an agency directly responsive and responsible in the Congress." The Joint Committee concluded that "the advantages of remaining within the framework of the Library outweighed those for separation." (p. 42)

The Joint Committee recommended that the Legislative Reference Service be renamed. The Committee argued that "the legislative branch requires the kind of creative research that not only analyzes and evaluates but also supplies viable and constructive alternatives to proposed programs and policies. In brief, it is no longer sufficient for the Service to be primarily a reference-oriented entity." The Joint Committee observed that its call for greater liaison between the Service and congressional committees was due to "the critical role committees

play in the legislative process," and that "the Service should give the highest priority to the research and informational needs of committees."

However, the Joint Committee noted further that recommendation Nos. 7 and 9 were intended to provide greater administrative independence of LRS by increasing its direct accountability to Congress:

It is desirable that closer direct contact be maintained between the Service and Congress itself. Approval of the Director by a majority of the Joint Committee on the Library would insure a close working relationship between the Joint Committee and the top administrative personnel of the Service. An annual report by the Director to the Joint Committee would also further this relationship and make more detailed information as to the activities of the Service available to all Members. (p. 42)

Late in 1966, a Special Senate Committee on the Organization of Congress held hearings on a bill embodying most recommendations of the Joint Committee. The Special Committee reported that bill, S. 355, in 1967 and it passed the Senate after 6 weeks of debate in March 1967. No action was taken on S. 355 by the House of Representatives during the 90th Congress.

On June 20, 1968, Rep. Ray Madden, ranking member of the House Rules Committee and former co-chairman of the Joint Committee on the Organization of the Congress, introduced H.R. 18039 as a proposed revision of S. 355 and based on the Senate Special Committee's print No. 6.

On May 23, 1969, the Senate Committee on Government Operations reported favorably S. 844, as the successor to S. 355.

In the fall of 1969, the Special Subcommittee on Legislative Reorganization of the House Rules Committee held hearings on its own legislative reorganization proposal, having previously studied the Senate-passed S. 355 and numerous other House bills. Following upon a month of hearings and almost a year of executive sessions, the House Rules Committee reported out H.R. 17654, the

Legislative Reorganization Act of 1970. It was approved by a vote of 326 to 19 in the House on September 17, 1970, after eleven days of debate. Except for two technical committee amendments offered by Rep. B.F. Sisk, the bill's floor manager, the House made no additional changes to Part 2 of Title III relating to the provisions for the renamed Congressional Research Service.

In discussing the reorganization of CRS, the Committee pointed out that the "bill contains several provisions designed to enhance the stature of the Service within the Library and to bring CRS into a closer relationship with the Congress." (p. 20) The Rules Committee indicated that, like the Joint Committee on the Organization of the Congress, a "complete divorcement" of the Service from the Library was considered but rejected, concluding that "the Library serves a useful mantle for protecting the Service from partisan pressures." It noted further that the effectiveness of CRS will be enhanced "by its maintaining instant access to the Library's collections and administrative support services." The Committee then provided the following clarification of Sec. 203(b):

At the same time, the statutory language directing the Librarian to grant the Service complete research independence and the maximum practicable administrative independence is meant to make the CRS as autonomous within the Library as is possible. That autonomy is to extend most particularly to the preparation of the Service's budget and to the appointment of its staff. Raising the pay level of the Director of the Service above that of the Library's department heads will emphasize the new relationship of the CRS to the Library. In addition, the Director of the Service is given a free hand to reorganize both the structure and the procedures of the CRS to improve its efficiency and effectiveness. (p. 20)

The Rules Committee's section by section analysis of Sec. 203(b), of H.R. 17654 is similar to the analysis of that section of S. 355 as reported by the Senate Special Committee:



Section 203(b) states the policy of the Congress to the effect that, since the Congressional Research Service is to remain under the general jurisdiction of the Librarian of Congress, the Librarian shall in every possible way encourage, assist, and promote the Congressional Research Service in rendering to the Congress the most effective and efficient service, responding to the needs of the Congress, and discharging its responsibilities to the Congress. In addition, section 203(b) emphasizes that the Librarian of Congress shall grant and accord to the Congressional Research Service complete research independence and the maximum practicable administrative independence consistent with the above functions and objectives.

This statement of congressional policy emphasizes that it is a primary purpose of part 2 of title III of the bill that the Congressional Research Service be directly responsive to, and responsible to, the Congress, and concomitantly that it shall occupy a more autonomous position within the Library than heretofore.

The House Rules Committee also explained the provisions amending Sec. 203 (d) that "directs the Congressional Research Service to maintain continuous liaison with all committees of the Congress," observing that section 203 (d)(1) "changes and amplifies the parallel duty in existing law in the following respects":

(1) Section 203 (d)(1) expands the duty of the Service in existing law to advise and assist committees of the House of Representatives and Senate, and joint committees of the Congress, in the analysis, appraisal, and evaluation of legislative proposals and recommendations, by prescribing three additional duties and objectives: (A) to assist committees in determining the advisability of enacting particular proposals or recommendations; (B) to assist committees in estimating the probable results that would follow enactment of such proposals, as well as the probable results that would follow enactment of alternatives to such proposals; and (C) to assist committees in evaluating alternative methods of accomplishing the results those proposals seek to achieve.

H.R. 17654 went directly on the Senate calendar, on September 23rd, instead of being referred to a Senate Committee after House passage. Senator Lee Metcalf, floor manager of H.R. 17654, stated that few differences existed between the provision of H.R. 17654, S. 844 and S. 355. (Congressional Record, October 5, 1970, S17125). During floor consideration no Senator offered any

amendments to provisions explicitly concerning the Congressional Research Service.

On October 6, by a 59-5 roll-call vote, the Senate passed H.R. 17654, the Legislative Reorganization Act of 1970. Final action on the measure occurred on October 8 when the House by voice vote approved the Senate passed version of the bill.

#### 5. DEVELOPMENTS SINCE 1970

Early in 1971, Lester Jayson, then the Director of CRS, wrote to the chairman and vice chairman of the Joint Committee on the Library reviewing the new responsibilities which the Act conferred on the Service and reporting various actions being undertaken to implement them. The letter stated in part:

The House Committee on Rules report, speaking of the massive aid in policy analysis that the act requires CRS to provide to committees in the future, emphasized that the Service's new functions should be given high priority, that personnel assigned to those functions should not be distracted by other activities, that staff should become proficient in existing analytical techniques and develop new ones as necessary, and that CRS should experiment and be innovative in carrying out its new as well as its older functions.

As of the present time, CRS does not have sufficient staff or resources to undertake or provide all of these new services. Both the Joint Committee on the Organization of the Congress and the House Committee on Rules recognized the staff implications of the act's directives. The Rules Committee report spoke of the necessity of CRS to triple its present staff by 1975.

The growth in CRS staff was not as rapid or as extensive as originally envisioned by the House Committee on Rules. In 1970, CRS had 323 budgeted positions; in 1975, the Service had reached 703 positions.

In 1977, the House restructured its 1978 Legislative Appropriations bill "to more accurately reflect the actual cost of operating the Congress." During

floor consideration it was stated that the "Congress has always publicly borne the total operating cost of the Library of Congress--yet the Library of Congress is a national library . . . . On the other hand, the function of the Congressional Research Service is to provide direct assistance to the Congress. The appropriations bill separates the cost of the CRS from the cost of the public services provided by the Library of Congress." (Congressional Record, June 24, 1977, 21367). Since then, CRS has been included in Title I of the Legislative Branch Appropriations Acts to meet the expressed congressional intention that the Act accurately and reasonably reflect the direct costs of sustaining service to the Congress.

Congress further amended the Legislative Reorganization Act's provisions regarding the Congressional Research Service in the fiscal 1986 Legislative Appropriations Act. The Senate adopted an amendment introduced by Senator Mark Hatfield on December 9, 1985, to amend Sec. 203(g) of the Legislative Reorganization Act of 1946, as amended (2 U.S.C. 166) to read:

"(g) The Director of the Congressional Research Service will submit to the Librarian of Congress for review, consideration, evaluation, and approval, the budget estimates of the Congressional Research Service for inclusion in the Budget of the United States Government."

At the time of his introduction of the amendment Senator Hatfield explained:

Mr. President, this is another technical amendment, but let me explain the matter in a little more detail. At the present time, as we know, the Congressional Research is an integral part of the Library of Congress. The Congressional Research Service has submitted its budget in the past independently, directly to Congress. With the change in leadership of the CRS, with Mr. Gilbert Gude in the process of retiring, we felt this was a good time to provide that that budget which the CRS proposes each year merely be reviewed by the Librarian. This would merely make it subject to his review. Rather than having parallel budgets come to us, this would be merely a unifying amendment.

As observed by Senator Hatfield, Gilbert Gude, who had served as Director of CRS since 1977, retired in December 1985. He was succeeded by Joseph E. Ross who was named Director by the Librarian, after consultation with the Joint Committee on the Library, in March 1986.

APPENDIX C

LEGISLATIVE REORGANIZATION ACT OF 1946

812

Public Laws-Ch 753- August 2, 1946

[60 Stat.

[CHAPTER 753]

AN ACT

To provide for increased efficiency in the legislative branch of the Government.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SHORT TITLE

August 2, 1946  
[S. 2177]  
[Public Law 601]

Legislative Reor-  
ganization Act of 1946.  
Fed. pp. 911, 912.

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

Duties.  
Analysis of legislative proposals, etc.

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

Classification, etc., of data.

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for a bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

Preparation of digests.

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

Appointment of directors, etc.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

49 Stat. 1438.  
5 U. S. C. § 661-674; Supp. V, § 661 et seq.  
Anst., pp. 216, 219.

Appointment of senior specialists.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

Appropriations authorized.

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

APPENDIX D



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

**An Act**

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

84 STAT. 1140

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

Legislative  
Reorganization  
Act of 1970.

84 STAT. 1181

**PART 2—CONGRESSIONAL RESEARCH SERVICE**

**IMPROVEMENT OF RESEARCH FACILITIES OF CONGRESS**

Legislative  
Reference Service,  
redesigna-  
tion.  
60 Stat. 836.

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

**"CONGRESSIONAL RESEARCH SERVICE**

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

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

Functions.

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

October 26, 1970

Pub. Law 91-510

84 STAT. 1182

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

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

"(C) discharging its responsibilities to Congress;

and

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

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

Director, appointment; compensation.

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

83 Stat. 863.  
Deputy Director.

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

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

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

Exceptions.

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

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

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

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

Assistance to congressional committees, etc.

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

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



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84 STAT. 1183

October 26, 1970

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

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

List of terminating programs.

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

List of subjects for analysis.

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

Legislative data, studies, etc.

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

Information research, etc.

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

Digest of bills, preparation.

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

Legislation, purpose and effect; preparation of memoranda.

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

Information and research capability, development.

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

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Pub. Law 91-510

84 STAT. 1184

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

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

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

"(f) The Director is authorized—

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

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

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

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

and

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

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

Duties.

Organizational units, establishment, etc.

Budget estimates.

Pub. Law 91-510

October 26, 1970

84 STAT. 1185

Experts or  
consultants,  
contracts.

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

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

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

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

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

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

Special re-  
port to Joint  
Committee on  
the Library.

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

Appropriation.

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

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

"Sec. 203. Legislative Reference Service."

and inserting in lieu thereof—

"Sec. 203. Congressional Research Service."

APPENDIX E

PUBLIC LAW 99-190—DEC. 19, 1985

99 STAT. 1185

Public Law 99-190  
99th Congress

Joint Resolution

Making further continuing appropriations for the fiscal year 1986, and for other purposes.

Dec. 19, 1985  
[H.J. Res. 465]

99 STAT. 1322

Sec. 133. Section 203(g) of the Legislative Reorganization Act of 1946, as amended (2 U.S.C. 166), is amended, effective hereafter, to read as follows:

"(g) The Director of the Congressional Research Service will submit to the Librarian of Congress for review, consideration, evaluation, and approval, the budget estimates of the Congressional Research Service for inclusion in the Budget of the United States Government."

# CRS PRODUCTS : FY 1986

Products are arranged according to the following topics:

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BUDGET AND GOVERNMENT SPENDING  
BUSINESS, INDUSTRY, AND CONSUMER AFFAIRS  
CIVIL RIGHTS AND LIBERTIES  
COMMUNICATIONS  
ECONOMIC CONDITIONS  
EDUCATION  
ELECTIONS  
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ENVIRONMENTAL PROTECTION  
FINANCIAL AND FISCAL AFFAIRS  
FOREIGN POLICY AND ASSISTANCE PROGRAMS  
GENERAL INTEREST  
GOVERNMENT AND POLITICS  
HEALTH  
HISTORY

HOUSING  
IMMIGRATION  
INCOME MAINTENANCE  
INFORMATION AND PRIVACY  
LABOR  
LAW, CRIME, AND JUSTICE  
MINORITY ISSUES  
NATIONAL DEFENSE AND SECURITY  
NATURAL RESOURCES  
SCIENCE AND TECHNOLOGY  
SOCIAL SERVICES  
TAXATION  
TRADE AND INTERNATIONAL FINANCE  
TRANSPORTATION  
URBAN AND REGIONAL DEVELOPMENT  
VETERANS' BENEFITS AND SERVICES

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[12/04/85] 85-1111 ENR

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86-692 ENR

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86-516 ENR

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Brief. [11/12/85] IB85123

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- Grain Quality: Background and Selected Issues. [12/20/85] 85-229 ENR
- History and Operation of the Commodity Credit Corporation, Plus a Compilation of Data. [09/01/86] 86-151 ENR
- Honey Price Support: Background and Policy Issues for the 1985 Farm Bill. [10/24/85] 85-984 ENR
- Hunger in the United States: Info Pack. [05/01/86] IP0277H
- International Agricultural Marketing Programs. [03/28/86] 86-642 ENR
- Issues Related to Hunger in Africa: Drought, Population Growth, Environmental and Natural Resources, and Agricultural Development. [04/29/86] CP 2125
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- School Lunch and Related Child Nutrition Programs: Bibliography-in-Brief, 1980-1986. [05/01/86] L0655
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- Tobacco Programs of the U.S. Department of Agriculture: Their Operation and Cost. [07/14/86] 86-140 ENR
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Government and Major Source, Fiscal Years 1982-1983  
[10/01/85] 85-1012 E

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APPENDICES

G. Listing of All Supergrade Positions by Title, Grade Level and Incumbent at the Beginning and End of FY 1986

As of <u>October 1, 1985</u>			As of <u>September 30, 1986</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Gilbert Gude*	Same	Same	Joseph E. Ross*
Deputy Director and Senior Specialist in American Government	GS-17	Vacant	Deputy Director and Senior Specialist in Public Policy	GS-18	William H. Robinson**
Associate Director for Management Studies and Senior Specialist in American National Government	GS-18	Thomas W. Novotny	Same	Same	Same
Associate Director for Research, Analysis, and Multidisciplinary Programs and Senior Specialist in American Public Law (Elections)	GS-18	Elizabeth Yadlosky***	Senior Specialist in American Law (Elections)	GS-17	Vacant
Associate Director for Senior Specialists and Senior Specialist in Soviet Economics	GS-18	John P. Hardt	Same	Same	Same

\* Gilbert Gude retired on 1/3/86. Joseph E. Ross was promoted to Acting Director of the Congressional Research Service on 1/6/86 and became permanent Director of CRS on 3/31/86.

\*\* William H. Robinson was promoted to the position of Deputy Director on 8/18/86.

\*\*\* Elizabeth Yadlosky retired on 10/2/85.

As of October 1, 1985			As of September 30, 1986		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Director for Assignment, Reference and Special Services and Senior Specialist in Social and Information Sciences	GS-17	Basil T. Owens*	Same	Same	Vacant
Assistant Director for Policy, Planning and Review and Senior Specialist in Social and Information Sciences	GS-17	Hugh L. Elsbree, Jr.	Same	Same	Same
Senior Specialist in American Public Law and Chief, American Law Division	GS-17	Joseph E. Ross**	Same	Same	Richard C. Ehlke**
Senior Specialist in Transportation and Chief, Economics Division	GS-17	Leon M. Cole	Same	Same	Same
Senior Specialist in Social Welfare and Chief, Education and Public Welfare Division	GS-17	William H. Robinson***	Same	Same	Earl Canfield***

\* Basil T. Owens retired on 9/2/86.

\*\* Joseph E. Ross was promoted to Acting Director of the Congressional Research Service on 1/6/86 and became permanent Director on 3/31/86. Richard C. Ehlke was promoted to Chief, American Law Division on 7/21/86.

\*\*\* William H. Robinson was promoted to the position of Deputy Director on 8/18/86. Earl Canfield was temporarily promoted to Acting Chief of the Education and Public Welfare Division on 9/15/86.

As of  
October 1, 1985

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Environmental Policy and Chief, Environment and Natural Resources Policy Division	GS-17	David E. Gushee	Same	Same	Same
Senior Specialist in International Affairs and Chief, Foreign Affairs and National Defense Division	GS-17	Stanley J. Heginbotham	Same	Same	Same
Senior Specialist in American National Government and Chief, Government Division	GS-17	Frederick H. Pauls	Same	Same	Same
Senior Specialist in Science and Technology and Chief, Science Policy Research Division	GS-17	John J. Schanz, Jr.*	Same	Same	Richard E. Rowberg*
Senior Specialist in American Public Law	GS-17	Vacant	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Raymond J. Celada	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Johnny H. Killian	Same	Same	Same

\* John J. Schanz, Jr. had been detailed to this position on 1/7/85 pending the appointment of a new Chief. Richard E. Rowberg was appointed to this position on 12/9/85.

As of  
October 1, 1985

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Taxation and Fiscal Policy	GS-17	Harry G. Gourevitch	Same	Same	Same
Senior Specialist in Housing	GS-17	Morton J. Schussheim	Same	Same	Same
Senior Specialist in International Economics	GS-17	Alfred Reifman*	Same	Same	Vacant
Senior Specialist in Economic Policy	GS-17	William A. Cox	Same	Same	Same
Senior Specialist in Price Economics	GS-17	John B. Henderson**	Same	Same	Vacant
Senior Specialist in Social Legislation	GS-17	Philip Royal Shipp, Jr.	Same	Same	Same
Senior Specialist in Education	GS-17	K. Forbis Jordan	Same	Same	Same
Senior Specialist in Mineral and Regulatory Economics	GS-17	Alvin Kaufman***	Same	Same	Vacant
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly	Same	Same	Same

\* Alfred Reifman retired on 2/28/86.

\*\* John B. Henderson retired on 12/20/85.

\*\*\* Alvin Kaufman retired on 6/3/86.



As of  
October 1, 1985

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Energy Resources Policy	GS-17	Vacant
Senior Specialist in American National Government and Public Administration	GS-17	William W. Ellis
Senior Specialist in American National Government and Public Administration	GS-17	Charles H. Levine
Senior Specialist in International Affairs (National Defense)	GS-17	John M. Collins
Senior Specialist in International Affairs (National Security)	GS-17	Charles R. Gellner
Senior Specialist in International Affairs (Soviet Union)	GS-17	Joseph G. Whelan**
Senior Specialist in American National Government and Public Administration	GS-17	Roger H. Davidson
Senior Specialist in Information Policy and Technology	GS-17	Robert Lee Chartrand

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Mineral and Energy Resources Policy	Same	John J. Schanz, Jr.*
Same	Same	Same
Same	Same	Same
Same	Same	Same
Same	Same	Same
Same	Same	Vacant
Same	Same	Same
Same	Same	Same

\* John J. Schanz, Jr. had been detailed to the position of Chief, Science Policy Research Division pending the appointment of a new Chief; this detail ended on 12/9/85.

As of  
October 1, 1985

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As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Science and Technology (Life Sciences)	GS-17	Vacant	Same	Same	Same
Senior Specialist in Science and Technology Policy	GS-17	Christopher T. Hill	Same	Same	Same
Senior Specialist in Health Policy	GS-17	Vacant	Same	Same	Same
Specialist in Social and Information Sciences and Coordinator of Automated Information Services	GS-16	James R. Price	Same	Same	Same
Specialist in Social and Information Sciences and Coordinator of Management and Administrative Services	GS-16	Susan C. Finsen	Same	Same	Same
Specialist in Social and Information Sciences and Coordinator of Member and Committee Relations	GS-16	Vacant*	Same	Same	Nancy A. Davenport*
Specialist in Social and Information Sciences and Coordinator of Review	GS-16	James W. Robinson	Same	Same	Same

\* Catherine Ann Jones was detailed to this position until 12/3/85. Nancy A. Davenport was promoted to this position on 11/25/85.

As of  
October 1, 1985

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Futures Research/Foresight	GS-16	Vacant	Specialist in Public Policy and Coordinator of Multi-disciplinary Programs	Same	Same
Specialist in Social and Information Sciences and Chief, Congressional Reference Division	GS-16	Catherine Ann Jones	Same	Same	Same
Specialist in Social and Information Sciences and Chief, Library Services Division	GS-16	Jack McDonald, Jr.	Same	Same	Same
Specialist in American Public Law and Assistant Chief, American Law Division	GS-16	Charles Doyle*	Same	Same	Vacant*
Specialist in Economics and Assistant Chief, Economics Division	GS-16	Roger S. White	Same	Same	Same
Specialist in Social Legislation and Assistant Chief, Education and Public Welfare Division	GS-16	Earl Canfield**	Same	Same	Same

\* Charles Doyle was reassigned to the position of Specialist in American Public Law on 7/21/86 and temporarily detailed to the position of Acting Assistant Chief, American Law Division pending appointment of a new Assistant Chief.

\*\* Earl Canfield was temporarily promoted to the position of Acting Chief, Education and Public Welfare Division on 9/15/86 pending appointment of a new Chief.

As of October 1, 1985			As of September 30, 1986		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Environmental Policy and Assistant Chief, Environment and Natural Resources Policy Division	GS-16	John L. Moore	Same	Same	Same
Specialist in International Policy and Assistant Chief, Foreign Affairs and National Defense Division	GS-16	Robert G. Sutter	Same	Same	Same
Specialist in American National Government and Assistant Chief, Government Division	GS-16	Daniel P. Mulhollan	Same	Same	Same
Specialist in Science and Technology and Assistant Chief, Science Policy Research Division	GS-16	Vacant*	Same	Same	Jane Bortnick**
Specialist in American Public Law (Energy Law)	GS-16	Vacant	Same	Same	Same
Specialist in American Public Law	GS-16	Daniel H. Zafren	Same	Same	Same
Specialist in American Public Law	GS-16	Morton Rosenberg	Same	Same	Same

\* Joseph P. Riva, Jr. was detailed to this position from 10/1/85 to 3/30/86.

\*\* Jane Bortnick was promoted to this position on 4/14/86.

As of <u>October 1, 1985</u>			As of <u>September 30, 1986</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American Public Law	GS-16	Richard C. Ehlke*	Same	Same	Charles Doyle*
Specialist in American Public Law	GS-16	Robert D. Poling	Same	Same	Same
Specialist in Commerce and Industry	GS-16	Carolyn K. Brancato	Same	Same	Same
Specialist in Public Finance	GS-16	Donald W. Keifer	Same	Same	Same
Specialist in Economic Policy	GS-16	Gail E. Makinen	Same	Same	Same
Specialist in Business and Labor	GS-16	Charles V. Ciccone	Same	Same	Same
Specialist in Industry Analysis and Finance	GS-16	Jane G. Gravelle	Same	Same	Same
Specialist in Social Legislation	GS-16	David S. Koitz	Same	Same	Same
Specialist in Immigration Policy	GS-16	Joyce C. Vialet	Same	Same	Same
Specialist in Education Finance	GS-16	Vacant	Same	Same	Same
Specialist in Immigration Law and Policy	GS-16	Vacant	Same	Same	Same

\* Richard C. Ehlke was promoted to Chief, American Law Division on 7/21/86. Charles Doyle was reassigned to this position on 7/21/86 and then detailed to the position of Acting Assistant Chief, American Law Division pending appointment of an Assistant Chief.

As of  
October 1, 1985

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Income Maintenance Law and Policy	GS-16	Vacant	Same	Same	Same
Specialist in Agricultural Policy	GS-16	Charles E. Hanrahan	Same	Same	Same
Specialist in Natural Resources Management	GS-16	Vacant	Same	Same	Same
Specialist in Environmental Policy	GS-16	James E. McCarthy	Same	Same	Same
Specialist in Environmental Policy	GS-16	Vacant	Same	Same	Same
Specialist in US Alliance Relations	GS-16	Stanley R. Sloan	Same	Same	Same
Specialist in National Defense	GS-16	James P. Wootten	Same	Same	Same
Specialist in US Foreign Policy	GS-16	Ellen C. Collier	Same	Same	Same
Specialist in International Security Policy	GS-16	Vacant	Same	Same	Same
Specialist in American National Government (Legislative Process)	GS-16	Vacant	Same	Same	Same
Specialist in American National Government	GS-16	Louis Fisher	Same	Same	Same
Specialist in American National Government	GS-16	Walter J. Oleszek	Same	Same	Same

As of •  
October 1, 1985

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe
Specialist in American National Government (Urban Affairs)	GS-16	Clay H. Wellborn
Specialist in Aeronautics and Space	GS-16	Arthur F. Manfredi, Jr.*
Specialist in Earth Sciences	GS-16	Joseph P. Riva, Jr.**
Specialist in Life Sciences	GS-16	Christopher H. Dodge
Specialist in Science and Technology	GS-16	Vacant

As of  
September 30, 1986

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Same	Same	Same
Same	Same	Same
Same	Same	Vacant
Same	Same	Same
Same	Same	Same
Same	Same	Same

\* Arthur F. Manfredi, Jr. resigned on 9/1/86.

\*\*Joseph P. Riva, Jr. was detailed to Acting Assistant Chief, Science Policy Research Division from 10/1/85 to 3/30/86.

B. FY 86 Specialist and Senior Specialist Personnel Actions

Jane Bortnick was promoted to the position of Specialist in Science and Technology and Assistant Chief, Science Policy Research Division on 4/14/86.

Earl Canfield was temporarily promoted to Senior Specialist in Social Welfare and Chief, Education and Public Welfare Division on 9/15/86 pending appointment of a Chief.

Nancy A. Davenport was transferred and promoted to Specialist in Social and Information Sciences and Coordinator of Member and Committee Relations on 11/25/85.

Charles Doyle was temporarily promoted and then detailed to Senior Specialist in American Public Law and Chief, American Law Division on 2/3/86 pending appointment of a Chief. On 7/21/86 he was reassigned to the position of Specialist in American Public Law and then detailed to the position of Acting Assistant Chief, American Law Division pending appointment of an Assistant Chief.

Richard C. Ehlke was promoted to Senior Specialist in American Public Law and Chief, American Law Division on 7/21/86.

Gilbert Gude, Director CRS, retired on 1/3/86.

John B. Henderson, Senior Specialist in Price Economics, retired on 12/20/85.

Alvin Kaufman, Senior Specialist in Mineral and Regulatory Economics, retired on 6/3/86.

Arthur F. Manfredi, Jr., Specialist in Aeronautics and Space, resigned on 9/1/86.

Basil T. Owens, Assistant Director for Assignment, Reference and Special Services and Senior Specialist in Social and Information Sciences, retired on 9/2/86.

Alfred Reifman, Senior Specialist in International Economics retired on 2/28/86.

Joseph P. Riva, Jr. was detailed to Acting Assistant Chief, Science Policy Research Division from 10/1/85 to 3/30/86.

William H. Robinson was promoted to Deputy Director and Senior Specialist in Public Policy on 8/18/86.

Joseph E. Ross was temporarily promoted to the position of Director, CRS on 1/6/86. This promotion was made permanent on 3/31/86.

Richard E. Rowberg was appointed to the position of Senior Specialist in Science and Technology and Chief, Science Policy Research Division on 12/9/85.



John J. Schanz, Jr. was transferred back to the Office of Senior Specialists as Senior Specialist in Mineral and Energy Resources Policy on 12/9/85. This terminated his detail as Acting Chief, Science Policy Research Division pending appointment of a Chief.

Joseph G. Whelan, Senior Specialist in International Affairs (Soviet Union), retired on 6/1/86.

Elizabeth Yadlosky, Associate Director for Research, Analysis, and Multidisciplinary Programs and Senior Specialist in American Public Law (Elections), retired on 10/3/85.

C. Supergrade Position Changes in FY 86

<u>As of October 1, 1985</u>	<u>Grade</u>	<u>As of September 30, 1986</u>	<u>Grade</u>
Deputy Director and Senior Specialist in American Government	GS-17	Deputy Director and Senior Specialist in Public Policy	GS-18
Specialist in Futures Research and Foresight	GS-16	Specialist in Public Policy and Coordinator of Multidisciplinary Programs	Same
Associate Director for Research, Analysis, and Multidisciplinary Programs and Senior Specialist in American Public Law (Elections)	GS-18	Senior Specialist in American Law (Elections)	GS-17