

ANNUAL REPORT OF THE
CONGRESSIONAL RESEARCH SERVICE
OF THE LIBRARY OF CONGRESS
FOR FISCAL YEAR 1987

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I. INTRODUCTION: THE CONGRESSIONAL RESEARCH SERVICE

The mission of the Congressional Research Service (CRS), comprehensively defined by the Congress in the 1970 amendments to the Legislative Reorganization Act of 1946, is to support the legislative and representational work of the Congress with analysis, research, and information. CRS is the department of the Library whose sole function is to assist the Congress by offering, without partisan bias, a variety of services ranging from in-depth policy analyses and close support of the legislative process to information and reference support on thousands of diverse, high-interest topics. CRS does not perform work for the executive or judicial branches of the federal government nor does it respond directly to public requests.

With its 860 employees, CRS responded to 443,433 inquiries from congressional offices and committees during fiscal year 1987 (FY87). The ability to answer such a large volume of requests requires that CRS develop and maintain effective, efficient, and timely approaches to supporting the Congress. In a continuing effort to improve efficiency and effectiveness, CRS has developed an internal organization that takes advantage of technological advances in information gathering, processing, and transmission.

A. PRINCIPLES GUIDING ANALYTICAL RESEARCH

The Congress has, over the years, come to expect CRS to provide specific services. CRS, in turn, has developed an institutional history and structure that guide its responses to congressional requests and expectations. The following principles guide the Service in both its long- and short-run review of how well it fulfills its charter.

Legislative Relevance

Although the Congress has numerous requirements for information, the mission of CRS emphasizes the legislative responsibilities of the Congress--including consideration of legislation, performance of oversight, and advice or consent on executive branch agreements, treaties, and nominations. The vast number of complex and important national and international issues requires CRS to focus the major part of its resources on support of the legislative agenda and related functions of the Congress.

Nonpartisan Balance

The Congress must be able to rely on CRS for nonpartisanship and balance in analysis, research, and reference information. This indispensable norm is expected by the Congress; accordingly, the integrity of strict nonpartisanship must be maintained. The Congress receives a large volume of advocacy information on subjects under consideration, and in order for CRS products to be of maximum use, the Congress must be able to rely without hesitation on the objectivity and balance of CRS assistance.

Clarity

CRS responses should have in common a respect for Members' time and for their ability to assimilate essential information, rather than technical detail. CRS products are tailored to congressional needs. Analysts consciously cast issues in terms of how information and analyses can best be used in the legislative process. To do this, analysts must understand the context, the organization, and the procedures of congressional work.

Appropriateness of Products and Responses

The variety of congressional requests for analysis, research, and reference information are met through oral and written responses. Oral responses may include telephone conversations, personal briefings for members or staffs, audio briefs and seminars focusing on particular congressional issues. The full complement of written products, variously prepared upon request or in anticipation of congressional interests or needs, includes major interdisciplinary studies (sometimes published by requesting committees as committee prints); CRS Reports for Congress that provide background or analytical information; Issue Briefs that offer concise analyses and descriptions of general issues of high visibility and legislative concern; and memoranda on specific issues. Written analyses from CRS staff serve a variety of purposes. Most are made available for circulation throughout Congress and the congressional community; some are maintained in confidential status as requested by congressional clients.

Timeliness

Even the best analyses and explanatory descriptions have diminished usefulness if they are not available when the Congress needs them. CRS staff are sensitive to the imperative of timing and realize that when the political environment is conducive to reaching agreement on complex issues, the Congress needs analysis and information quickly. CRS responds by emphasizing prompt turnaround on requests for information, by having analysts available for immediate consultations, and by anticipating the development of major issues and preparing analytical studies as issues unfold.

Confidentiality

Consistent with long-standing policy, CRS maintains a confidential relationship with Members of the Congress. The Service will not reveal the source or contents of any inquiry without the consent of the office that made the request. Any request prepared explicitly for one Member or committee will be provided to others only with the requester's permission. At the same time, CRS makes every reasonable effort to make the substance of major research efforts available to all interested Members and staff.

Nonduplication

Cooperative efforts between CRS and the other three congressional support agencies, namely the Congressional Budget Office, the General Accounting Office, and the Office of Technology Assessment, continue to be important in preventing duplication of effort, enhancing interagency collaboration, and thereby increasing staff effectiveness. The directors of these agencies met early in FY87 to discuss current coordinating activities. Administrative meetings with representatives of the interagency liaison group took place approximately every six weeks throughout the year to discuss ways of improving coordination and to review major studies newly initiated by all four agencies. Other meetings brought together specialists from each of the agencies to discuss a wide range of issues such as AIDS, trade, infrastructure, and tax policy.

Major joint studies prepared by the support agencies in FY87 included one on retirement income for an aging population, coordinated by CRS with participation by CBO, for the House Ways and Means Committee; two OTA reports with chapters contributed by CRS, one on the effects of low oil prices and one on maintaining safety in the aviation and motor carrier industries; and a study now under way by CRS and GAO on foreign aid expenditures. Numerous other

projects required extensive coordination in the review of draft reports and the citing of support agency reports.

CRS continues to assist interagency coordination by providing each agency information on projects in progress through its Research Notification System (RNS) and producing on a quarterly basis an active list of support agency personnel and their areas of subject specialization.

Adherence to the above principles is essential to attaining the goals of offering the Congress factually accurate information and original, high-quality analyses.

B. TYPES OF ANALYTICAL RESEARCH

CRS analyses for the Congress can generally serve one of five functions. These categories, which are not always mutually exclusive, describe the approaches that CRS has developed to carry out its mission.

Facilitating Legislative Action

The CRS is positioned to play a significant role in facilitating congressional consideration of legislative issues. CRS can assist in nearly all phases of policy analysis for the Congress. First, it can define the issue in a way that fosters understanding. The Service can then identify the basic causes of the problems under consideration in ways that highlight where policy choices may be necessary or appropriate. Drawing on the resources of the Library of Congress, the academic community, and other information sources, CRS can lay out the alternatives for congressional action--and trace the possible effects of action. Through this process, the Service attempts to draw from the best sources possible and to structure analysis so that it can be used most effectively in the legislative process.

Moving from its research broker function to that of legislative facilitator, the Service assists the Congress in its legislative work in many ways, depending on congressional needs at particular times and on the strength and experience of particular analysts. The ability of CRS to play this role depends on congressional confidence in the Service's analytic competence, balance, and objectivity. During active legislative periods, when Members from both houses of the Congress and from both parties are attempting to come to agreement on particular legislative issues, CRS contributions can facilitate congressional decision making. Long-term CRS studies set an analytic framework within which congressional consideration can be enhanced and focused. Contributions to conference committee documents by the Service summarize legislative agreements, adopted provisions, and remaining issues and choices. CRS provides quantitative and other analysis of options as they are raised and considered by the Congress, and analysts identify new options or choices available to the Congress through personal consultation and participation with committees at the time decisions are being made.

Legislative and Policy Issue Research and Analysis

Member and committee offices request CRS studies on specific legislative and policy issues of interest. These studies, usually negotiated directly by CRS analysts and congressional requesters, differ in length and complexity, depending on the breadth and timing of the issue. The hallmarks of this type of study are balance and rigor. Characteristically the authors of these studies create an analytical framework for the Congress as it considers specific issues. Such a framework defines and explains technical terms and concepts, frames the issue in a legislatively manageable and policy-relevant context, and provides appropriate, accurate, and conceptually valid quantitative data. The majority of these studies are published as CRS Reports for requesting

committees or Members of Congress and are distributed widely throughout the congressional community; often they are published by requesting committees as a direct part of their deliberations and to ensure even broader distribution. In FY87 CRS produced 991 Reports for Congress; congressional committees published 76 studies prepared by CRS analysts.

The Issue Brief, another CRS written product format, summarizes congressional issues in relatively short, frequently updated papers. These briefs define an issue, provide background (including historical) information, and analyze options and approaches for resolving the issue. Three concluding sections provide, respectively, a brief account and status of legislation introduced on the issue, a chronology of key events, and selected further references. Goals for this product emphasize timeliness, in addition to analytic excellence, balance, and conciseness. These briefs do not make recommendations, but they may draw analytic conclusions. There were over 350 active Issue Briefs kept current by CRS analysts and approximately 440 archived Issue Briefs readily available in FY87; over 230,000 copies of Issue Briefs were distributed during the fiscal year. The system for producing and updating the Issue briefs is computer based and the texts are available on congressional terminals as well as on paper.

Confidential memoranda, written for a specific office, constitute a third format for CRS legislative and policy analysis. These tailored memoranda are solely for the use of the requesting office, and are distributed more broadly only with the permission of that office. Memoranda are often used by CRS attorneys, for instance, to respond to focused inquiries as to the legality of statutory provisions, proposed legislation, or executive actions. Furthermore, CRS will prepare an advocacy document that incorporates the point of view or the assumptions of the requesting office for the requester's use in his own name. Such directed reports are clearly designated as "directed writing" to

distinguish them from CRS objective and nonpartisan analyses and may not be cited as CRS reports.

Analyses of major issues, succinctly stated, are often included as articles in the CRS Review, issued ten times during the year. This publication is distributed to Members and their staffs, committees, and other offices of the legislative branch and serves as a digest of selected CRS products in substantive policy areas. In FY87 each CRS Review covered a major issue on the legislative agenda. The January and August editions identified and updated CRS analyses of major issues of the 100th Congress; the latter also examined the just-ended term of the Supreme Court and discussed issues to be confronted in the current term. Topics selected for other Review issues were trade, Contra aid and the Reagan doctrine, campaign financing, farm problems, arms control, welfare and poverty among children, federal health policy, and environmental protection.

Background Information and Explanation

CRS Reports for Congress, Issue Briefs, and memoranda serve as general sources of information and explanation on major national issues--particularly the issues of greatest relevance and interest to the Congress. While congressional offices have many sources of information, they look to CRS for accurate, timely, balanced responses and convenient explanations and analyses. CRS compiles packages of explanatory information, including CRS Reports for Congress and Issue Briefs, and assembles this information into "Info Packs" that become basic resources for congressional staff for initial understanding of complex and immediate issues. CRS distributed over 158,000 of these Info Packs to congressional offices during FY87.

CRS seeks to improve its efficiency in disseminating background information and explanation through its seminar and institute programs. In

addition to helping congressional staff use CRS more effectively, seminars are useful ways to convey information and offer feedback to many people at one time rather than individually. In January 1987, CRS sponsored its ninth annual Public Policy Issues Institute (PPI). With a faculty consisting of CRS analysts, this two-week program provides comprehensive reviews of major issue areas expected to be legislatively active during an upcoming session of the Congress. The PPI seminars held in January 1987 had 556 participants. The semiannual series of fifteen briefings by CRS attorneys on current legal issues of interest to the Congress, the "Federal Law Update Series," was also presented in November 1986 and April 1987.

Throughout the year, CRS sponsors periodic seminars on particularly timely and active policy issues. These seminars, designed for Members of the Congress as well as staff, often feature a combination of CRS and outside experts to explore various facets of an issue. In FY87, CRS sponsored 90 seminars on public policy issues, 18 institutes on the congressional process and 7 events exclusively for Members of the Congress including a series of seminars sponsored in cooperation with the Dirksen Congressional Leadership Center on the origin, nature, and operation of leadership in the United States Congress.

With the beginning of each Congress, CRS sponsors an introductory seminar for new Members of the Congress in a collaborative effort with the American Enterprise Institute for Public Policy Research and The Brookings Institution. The week-long seminar for new Members of the 100th Congress was held in Williamsburg, Virginia, in January 1987. Designed to provide newly elected Members with impartial analyses of the complex public policy issues to be addressed by the 100th Congress, the seminar focused on the economic outlook and issues, social welfare policy, and national security and the defense budget.

Legislative Summarizing, Digesting, and Compiling

Historically the Congress has looked to CRS to summarize, digest, and compile its legislative record. CRS Reports for Congress, prepared at the end of a Congress or after major legislation has been enacted, give an account of the legislative activity of the Congress during the session, and the new programs, activities, or changes in existing laws that have been created by legislation. In effect, these CRS Reports for Congress become a part of the permanent record of the Congress; they explain in laymen's language how very technical legislative changes have addressed major national issues.

One CRS publication provides a brief account, twice a year, of all the major legislation before the Congress at any one time. The most recent issue of Major Legislation of the 100th Congress describes nearly 350 separate pieces of legislation organized into 102 issue areas.

In keeping with its 52-year tradition of summarizing legislation for the Congress, CRS publishes an annual Digest of Public General Bills and Resolutions. The 2,126 page publication for the 99th Congress, 2nd Session, contains summaries of every public measure introduced in the Congress during the session. The published Digest is distributed to all Members of the Congress, congressional committees, depository libraries, and private subscribers.

An on-line data base of bill summaries is also maintained by the Service. This automated Bill Digest File contains summaries of all current bills and laws and also tracks expiring legislation. The file, which is updated regularly, is available throughout CRS, the Library, and House and Senate offices.

Institutional Memory

Many CRS analysts have sufficient experience to provide an institutional memory for the Congress on particular issues and statutes; over 40 percent of CRS staff have more than 10 years of service with CRS. This function is carried out in various ways--through telephone conversations or personal briefings and through written reports and products. CRS's institutional memory is often most useful during meetings with committee Members or staff working on legislative amendments, who can use the CRS nonpartisan account of the work of previous Congresses in dealing with similar issues and statutes. Also, the lessons learned from a past Watergate investigation or assassinations committee probe assist committees, such as the Iran/Contra committees, in fulfilling the congressional investigatory function.

C. ASSESSING CRS CAPACITY TO RESPOND TO CONGRESSIONAL REQUESTS

The appointment of a new Director in 1986, together with the advent of the historic 100th Congress, made FY87 an opportune time for CRS to review its accomplishments in the decade and a half since the Legislative Reference Service became the CRS and to evaluate how well the Service meets the current congressional needs for analysis and information. During FY87 CRS managers introduced significant modifications in the Service's organizational structure, in the classification of written products, and in its effort to anticipate future congressional requests for research and analysis.

Organizational Changes

A reorganization of the CRS Director's Office went into effect on January 5, 1987. In a memorandum to all CRS staff, Director Joseph Ross noted that the restructuring ". . . reduces from seven to four the number of offices that report directly to me, thus consolidating and streamlining the staff functions, and increases the emphasis on automation policy and the potential uses of automation technology in CRS activities and programs."

The reorganization resulted in a number of significant changes in managerial responsibilities and functions. First, the formulation of CRS priorities in Library automation policy was consolidated under the Deputy Director.

Second, a new position of Associate Director for Research Coordination was created with responsibility for planning and assessing congressional needs for research and analysis, coordinating interdisciplinary research, managing the CRS major issues system, carrying out interagency liaison with other congressional support agencies, and coordinating the work of senior specialists.

Third, the position of the Assistant Director for Special Programs was established to address Member and committee relations; manage CRS seminars, workshops, and institute programs; and coordinate inquiry receipt and assignment, language services, and audiovisual services.

Fourth, the position of Assistant Director for Operations was created, to manage an office with two principal components. The Administration Office carries out CRS-wide administrative activities and programs and coordinates with central Library of Congress administrative support offices. The Automation Office supports CRS and congressional staff use of CRS's automated products and coordinates automation services provided to CRS by the Library's Automated Systems Office.

Two other principal management positions retained their responsibilities under the new organizational structure: the Associate Director for Management Studies, and the Assistant Director for Policy. Finally, as a result of the reorganization, the chiefs of the Library Services and Congressional Reference Divisions now report directly to the CRS Director, as do the Service's seven research division chiefs.

Study of Written Products

An internal study of written products, begun in FY86, carried over into FY87. Initially, an ad hoc committee of CRS managers studied the Issue Brief system and recommended a uniform length, more consistent content, and more efficient production methods.

Subsequently a committee of eight senior managers was appointed to review all CRS written products for technical and organizational structure and to make recommendations to the Director for changes. The committee assessed the priority ranking and the coordination of these products and services. Potential methods of client outreach were also examined.

The committee's initial report of November 1986 recommended changes to be implemented for the beginning of the 100th Congress. Proposals accepted by the Director to enhance the utility of CRS products and services included consolidating a number of printed products into a single embracing category (CRS Reports for Congress); integrating the published guides to CRS products; redefining standards for Issue Briefs; revitalizing the monthly CRS Review as a digest of analytical articles closely tied to a major legislative issue; and simplifying distribution methods for printed products.

After these steps were taken the committee began an in-depth review of remaining CRS services by looking at methods of assessing congressional reaction to CRS services, standards for unified printed product format, further

organizational changes, seminar programs, and on-line data bases and related print products. At the end of the fiscal year a report for the Director was in preparation.

Labor-Management Relations

In July of 1987 management representatives and the Congressional Research Employees Association (CREA) successfully concluded a new collective bargaining agreement covering all bargaining unit employees in the CRS. The agreement, which will extend for two years, was put into effect on November 23, 1987.

The negotiations were limited by the terms of the Expedited Bargaining Agreement of April 12, 1982, which called for reopening discussion on six articles, three selected by each side, drawn from more comprehensive proposals on the bargaining table before April 12, 1982. These articles, which were successfully renegotiated in the new 1987 agreement, were rights of employees, association representational activity, negotiated grievance procedure, reductions in force, promotion review for positions in promotion ladders, and a new career opportunity plan.

As part of an earlier agreement reached in October of 1986, an article on an Employee Assistance Program was incorporated into the new 1987 agreement.

Affirmative Action Initiatives

In an effort to attract qualified graduate students--particularly minority students--to entry-level professional positions, CRS undertook an extensive recruitment program during the spring of 1987. The intent was to provide selected students with temporary summer employment and to attract them to careers in CRS. Of 355 applications considered, a total of 42 students and recent graduates were hired for 90-day temporary appointments. Of this total,

52 percent were women and 76 percent were students from minority groups. The appointees included 6 Asian students, 19 blacks, and 7 Hispanics.

During July of 1987 CRS management and CREA completed negotiations on a new Graduate Recruit Program. The program was executed on the same day that the new collective bargaining agreement was signed. The new program was established to offer competitive temporary employment opportunities to graduate students pursuing advanced degrees and to CRS and Library employees who are graduate students or already possess graduate degrees. It also offers participants the chance to be considered for noncompetitive placement in permanent or indefinite professional positions. To be implemented in 1988, the program promotes the affirmative action goals of the Service.

Development of a Major Issue Planning System

As part of Service-wide planning efforts, CRS managers attempt to anticipate major congressional issues. Beginning in FY87, CRS initiated a formal program to focus on selected major issues, by preparing comprehensive, integrated, and interdisciplinary products for the Congress. The goals of the new system are to define and highlight major issues, to structure them for more effective scrutiny by the Congress, and to harness CRS's resources efficiently and effectively to provide for timely and comprehensive services. Building upon existing capabilities of CRS, the new system focuses on issues that are national in scope, receive widespread public attention, have significant effects on the federal budget, economy, or social fabric of the nation, and are likely to be the subject of congressional hearings and legislative action. Issues are reviewed and amended or changed expeditiously, as appropriate.

Many issues do not appear in the system but nonetheless are critical to particular regions, industries, or points of view. CRS responds with relevant analysis and research on all issues of congressional interest including those

not in the major issues planning system. The system is used to facilitate and coordinate interdisciplinary approaches to major issues on the legislative agenda. At the end of FY87, the following 20 major issues were identified for inclusion in the major issue planning system:

Deficit reduction	Arms control
Arms shipments to Iran	Trade
Economic growth and jobs	Contra aid and the Reagan doctrine
Farm problems	Welfare
Environmental protection	Health care concerns
Tax issues	Financial institutions
Defense capability	Foreign aid
Campaign finance	Energy impacts
Housing alternatives	Retirement income issues
AIDS	Education: federal concerns

For each issue, an interdivisional team was established and a new Major Issue Brief was prepared to serve as a vehicle for tracking legislative developments. These issue teams bring interdisciplinary analysis to bear on major concerns by focusing CRS resources more directly on congressional interests and needs. CRS research teams produced 10 editions of the CRS Review, which contains integrated articles examining major issues from an interdisciplinary perspective. Since the major issues were first selected, CRS managers reevaluated them and added four new issues that reflected heightened congressional interest since January: housing alternatives, AIDS, education, and retirement income issues. At the same time, six of the original issues (liability insurance crisis, drug control, space policy, immigration, biomedical challenges, and families at risk) were dropped from the planning system. The Service's best judgment at the end of FY87 is that these 20 issues constitute the core congressional concerns for the remainder of the First Session of the 100th Congress. The Second Session will undoubtedly bring new major issues to the congressional calendar, and an evaluation of the issues to be included at that time is under way.

II. CRS ASSISTANCE TO THE CONGRESS ON SELECTED MAJOR ISSUES

The work of CRS is illustrated by noting the ways in which analysts assisted as the Congress considered the above-mentioned 20 major issues. This account does not contain all activities of CRS, nor does it include all issues before the Congress. Nonetheless, it does illustrate the range of issues considered and the multidisciplinary team approach used by CRS in responding.

The following abbreviations are used in this section to denote the respective research divisions, as shown:

ALD	American Law Division
CRD	Congressional Reference Division
ECON	Economics Division
ENR	Environment and Natural Resources Policy Division
EPW	Education and Public Welfare Division
FAND	Foreign Affairs and National Defense Division
GOV	Government Division
LSD	Library Services Division
SPR	Science Policy Research Division

A. DEFICIT REDUCTION

Members of the 100th Congress continued to address federal budget policies and the operation of legislative budget procedures in light of the \$148 billion budget deficit for FY87. More than a hundred bills were introduced in 1987 proposing budget reforms--ranging from constitutional amendments requiring a balanced budget to measures for technical changes in congressional procedure. The automatic sequestration process established by the Balanced Budget and Emergency Deficit Control Act (Public Law 99-177, commonly known as Gramm-Rudman-Hollings or GRH), which required automatic spending cuts to reduce the deficit if the targets were not otherwise met, was invalidated by the Supreme Court in Bowsher v. Synar in 1986. Accordingly, much congressional attention focused on the need to revise the deficit targets in GRH, to restore the automatic trigger of sequestration in a constitutional manner, and to reach

consensus on the general outline and details of the budget. Public Law 100-119 raises the national debt ceiling and amends GRH, setting an FY88 reduction target of \$23 billion (rather than the \$36 billion in the original balanced budget law) and reinstating automatic sequestration.

Reports on deficit reduction issues by the Government Division (GOV) and the American Law Division (ALD) included the effects of GRH on budget enforcement procedures, proposed changes in GRH, budget accounts exempt from FY86 sequestration, the scope of Presidential budget-cutting authority, the role of the Comptroller General in the deficit reduction process, and implications of court decisions for statutory provisions limiting the President's impoundment power.

Other background information on the budget was provided by GOV analysts who produced the Manual of the Federal Budget Process, a guide for the interpretation of budget data, and sponsored a seminar series for legislative staff entitled "Introduction to the Federal Budget Process."

CRS assisted committees with the drafting of language for the new GRH procedures and worked with other congressional support agencies to draft GRH alternatives. ALD attorneys also helped committees fashion alternatives consistent with the Supreme Court's decision in Bowsher v. Synar. Much of the legal analysis supporting this process and the original enactment of GRH explored new constitutional issues.

During the conference stage of the legislation a multidisciplinary CRS team responded to a joint request [REDACTED]

[REDACTED] After developing an analytic framework, the team aided in developing an explanatory statement for the conference report on the resolution. While the conference was meeting, GOV provided a systematic comparison of provisions contained in current law, the Senate-passed version, and the Ways and Means proposal. ALD attorneys helped drafted concepts for use

in the conference report on impoundment powers of the executive branch; a Foreign Affairs National Defense Division (FAND) analyst contributed to the section on defense spending under GRH.

For a series of committee hearings on reform of the federal budget process, the GOV division joined with GAO to prepare a report on the Congress's authorization authority that was included in a committee print on budget reform. ALD, GOV, and the Library Services Division (LSD) prepared sections of a committee print published by the House Committee on Rules. The study, entitled "The Item Veto: State Experience and Its Application to the Federal Situation," considered new approaches to the budget deficit such as judicial intervention in federal spending decisions.

The Education and Public Welfare Division (EPW) division assisted budget committees with FY88 Medicare and Medicaid budget reconciliation legislation and with conference agendas for FY87 and FY88. EPW analysts also helped House and Senate committee staff by preparing background reports, memoranda, and briefings on issues raised by Medicare's prospective payment system on hospital payment rates, rural hospitals, and hospitals with extremely costly cases and with unusually large numbers of elderly and poor patients.

B. ARMS CONTROL

Several nuclear and space arms control issues received attention this year as the Congress introduced legislative initiatives on U.S. arms control policy. In response to the Reagan Administration's position on the Anti-Ballistic Missile (ABM) Treaty and congressional consideration of the traditional stance on this agreement, CRS prepared background reports on the development of the Reagan Administration's policy on the ABM treaty.

A second focal point for arms control issues has been the Nuclear Test Ban negotiations. In an effort to ratify the 1974 Threshold Test Ban and the 1976

Peaceful Nuclear Explosions Treaty, the Senate Foreign Relations Committee reported out two distinct measures with alternative verification procedures, and the House Foreign Affairs Committee examined bans on nearly all nuclear testing. At committee request, CRS completed initial phases of a major interdivisional study on the Nuclear Test Ban Treaty. Another CRS Report, published as a House Foreign Affairs Committee print, analyzed evolving Soviet views on verification.

A final area of concern focused on the administration's negotiating efforts at Geneva and the nation's progress toward an Intermediate Nuclear Forces (INF) agreement. A study by FAND analysts examined the post-INF agreement situation and prospects for conventional arms control in Europe; it explored various options including a comprehensive alternative, developed by CRS, for conventional arms control arrangements in Europe. Another major FAND report broke new ground in assessing the full range of European defense strategies in a post-INF environment.

C. ARMS SHIPMENTS TO IRAN

The 100th Congress pursued a thorough investigation of the Reagan administration's secret arms sales to Iran in 1985 and 1986 and the diversion of proceeds from those sales to the Nicaraguan guerrillas. With the convening of the 100th Congress, the Senate agreed to S.Res. 23, which created an eleven-member select committee to produce a final report on August 1, 1987. The House followed suit with H.Res. 12, which created a 15-member select committee with a termination date of October 30, 1987. The committees agreed to conduct joint hearings beginning in May and continuing through the summer months. Joint public hearings were completed on August 3, after 250 hours of testimony from 29 witnesses.

ALD attorneys were "present at the creation" of the congressional Iran/Contra committees. At the behest of Senators and staff, attorneys assisted the Senate committee in drafting the resolution establishing the committee and setting forth its powers and procedures. Briefing packages containing ALD reports on various legal aspects of the controversy were widely circulated among Senate committee members.

FAND analysts also were involved in this issue from the beginning. As soon as the issue became public, FAND created an informal task force to coordinate CRS efforts. Initial assistance included a policy alert on the original newspaper articles from the Middle East, an Issue Brief on the secret arms sales to Iran, and chronologies of arms sales developments.

As the committees proceeded with their investigation, liaison was sustained between CRS and the investigating Senate and House committees. A group of ALD attorneys produced reports and memoranda and consulted frequently with committees throughout the year on matters including: the scope and applicability of the various arms export control laws, subpoena powers of congressional committees, the scope of witness immunity, limits on the use of federal monies, and the possible application of criminal laws. Among the particularly noteworthy written products prepared by the ALD for the committees were early compilations of laws implicated by the Iran/Contra controversy, the 500-page legislative history of the various Boland amendments, and the legal analysis of the applicability of those amendments to the National Security Council. ALD drew upon its institutional memory and expertise on the legal framework governing congressional investigations to advise the committees on the unique legal questions that arose during the investigation.

FAND analysts led the team coordinating the CRS response to congressional interest in the issue. They provided the investigating committees with a variety of materials, including reports on the role of the National Security

Adviser and staff in such covert operations, biographic and company directories, and a series of detailed chronologies. Biographic directories created by FAND were used extensively by the committees, others in Congress, and the news media to keep track of the hundreds of individuals involved in the controversy. CRS staff, using microcomputers, tracked press and government disclosures and created an information data base for these directories from which reports were prepared for the investigating committees. The LSD staff assisted Congress with bibliographic support on an almost daily basis, and briefing notebooks containing newspaper clippings articles, and reports on the Iranian arms shipments were made available to Congress. The Congressional Research Division (CRD) staff reported a heavy volume of requests from November to August for information on arms sales.

GOV analysts were also consulted. A GOV division specialist was invited by the Chairman of the Legislation and National Security Subcommittee of the House Committee on Government Operations to testify on the nature and use of National Security Decision Directives and their predecessors. A second GOV expert addressed the topic of the executive-congressional relationship in the formulation of national security and foreign policy. GOV analysts conducted a series of briefings for a congressional committee on protection against unauthorized disclosure and on congressional oversight techniques and procedures. At the request of a Member, a report entitled "Ethics of Ends and Means in Statecraft" was written.

By the end of the fiscal year, attention focused on preparation of the committees' final reports and the identification of matters ripe for future legislative attention. To assist the committees FAND analysts contributed expertise on U.S.-Iran relations, U.S.-Nicaragua relations, the past use of special envoys in U.S. foreign policy, and the alleged role played by the U.S. "Project Democracy" and "Public Diplomacy" in the controversy. [REDACTED]

[REDACTED]

CRS analysts from several divisions were requested to participate in the process of framing the possible legislative issues left in the wake of the investigation.

CRS analysts examined two other related issues: the role of the independent counsel and the possibility of establishing a Joint Committee on Intelligence. The parallel criminal investigation by Independent Counsel Lawrence Walsh coincided with the reauthorization of the act establishing the independent counsel apparatus. ALD reports examined the constitutional issues raised by the law and the legal challenges that have been mounted against it. The idea of a Joint Committee on Intelligence, which was first proposed in 1948, was revived by the Tower Board Commission in February and endorsed by President Reagan. GOV division analysts prepared a comprehensive report on the various proposals calling for the establishment of this Joint Committee.

CRD aided the select committees by providing publications, books, and information on parallel historical examples of arms assistance to another country. After the hearings were completed, CRD staff also provided Members and committees with extensive biographical support.

D. TRADE

The record U.S. trade deficit, about \$170 billion in calendar year 1986, stimulated a major debate in the Congress on the future direction of U.S. trade policy. The Congress addressed proposals to alter trade remedies, presidential negotiating authority, telecommunications trade, export enhancement, international financial matters, government education and training programs, agricultural trade, and other matters. H.R. 3, the Trade and International

Economic Reform Act of 1987, and S. 490, the Omnibus Trade Act of 1987, were both passed in their respective Houses of Congress during FY87.

CRS analysts from nearly every division were involved in this comprehensive trade legislation. Early in the consideration of S. 490, Senate committee staff asked GOV analysts to prepare a memorandum on selected trade issues, related laws, and committee jurisdictions. GOV analysts also provided a Senate committee with data on the trade bureaucracy, including an assessment of pay levels and the number of employees working in the U.S. Office of Trade Representatives and in the five trade offices of the Department of Commerce.

Economics Division (ECON) analysts compiled trade data, developed forecast questions and assisted with hearings on exchange rates, the debt problem, and export controls. In early spring, ECON coordinated a symposium of recognized experts on various aspects of U.S. trade policy. Panel discussions focused on the trade deficit and its link to the budget deficit, agriculture and high-tech trade barriers, U.S. competitiveness, and pending trade legislation.

Perhaps the most controversial provision in the House bill in FY87 was an amendment to section 301 of the Trade Act that would require countries that have excessive trade surpluses with the United States due to unfair trading practices to alter their practices or face retaliation. ECON analysts prepared two extensive reports on this amendment and its Senate alternative, while ALD analysts focused their attention on the legal aspects of this controversial amendment.

Proposals to improve the competitiveness of U.S. producers span a broad array of government policies and programs. The ECON division developed an analytic framework for assessing the international competitiveness of American business. This was used to determine the feasibility of legislative proposals requiring the submission of competitive impact statements. ECON researchers contributed numerous technical studies on the relationship of the trade

balance, financial flows, and macroeconomic policies, on the competitive position of U.S. industries in world markets, including topics such as the U.S. steel market, productivity in the domestic steel industry, merger and acquisition activity, and textile trade controls. Studies were also prepared on trade relations between Japan and its major trading partners, as was a major briefing document for Members traveling to Japan.

Technology development became a key issue in the congressional debate over trade because of its importance to economic productivity and competitiveness. SPR analysts helped develop related sections in the omnibus trade bill for the

SPR research staff examined a reorganization of the Department of Commerce to foster increased technology and development activities.

The Semiconductor Manufacturing Technology Initiative (Sematech) is another initiative to enhance the productivity of U.S. companies. Legislation was introduced to create a facility, run by industry, encouraging semiconductor companies to work on new methods or processes of production.

SPR prepared a report on the Sematech initiative. CRS was cited by several Members as the leading authority on this proposal, provided background information for legislative consideration by over eight committees, and collaborated with OTA on a workshop on microelectronics and the Sematech initiative.

The Congress also considered the federal government's role in developing high-temperature superconductors as a way to boost the competitive position of the United States in technology. SPR analysts testified on this subject before the Senate Energy and Natural Resources Committee and held briefings for a number of congressional offices.

Education and training development is being explored in trade and competitiveness initiatives through an expansion of existing retraining and readjustment services for dislocated workers. [REDACTED]

[REDACTED] an EPW analyst conducted a comparative analysis of state retraining services for dislocated workers, which was used as background for committee hearings. An EPW analyst also prepared bill comparisons of pending proposals on dislocated workers and assisted at numerous conference committee meetings on the worker readjustment sections of the omnibus trade legislation.

The Environment and Natural Resources Policy Division (ENR) completed an analysis of U.S. agricultural competitiveness; a study printed by the Joint Economic Committee on agricultural trade policy problems between the United States, Japan, and the European Community; a report on U.S.-European Community Trade Relations that was reprinted by the Subcommittee on Europe and the Middle East of the House Committee on Foreign Affairs; and a comparison of agricultural provisions in the House and Senate trade bills. ENR analysts also contributed reports on U.S. wood and wood product exports and on fisheries trade.

FAND researchers completed several major efforts relating to trade issues. Analysts wrote a review of executive-congressional relations on trade issues in the 99th Congress that was published as part of the Congress and Foreign Policy series for the House Foreign Affairs Committee. Articles by several FAND and ECON analysts were part of a publication and hearing on the Pacific Rim trade issues sponsored by the Joint Economic Committee. A full day workshop and dinner on U.S.-Korean trade issues was coordinated by FAND analysts and cosponsored by the House Ways and Means Committee and the Smithsonian Institution.

LSD staff added more than 1,000 trade-related entries to its bibliographic data base, and CRD maintained its use of trade data bases; both divisions drew from these sources to respond to a significant number of congressional requests on trade issues.

E. ECONOMIC GROWTH AND JOBS

The 100th Congress addressed a variety of methods for dealing with the unhealthy aspects of economic expansion--unusually large demand for foreign goods, unprecedented size of the budget deficit and national debt, and increased acquisition of U.S. debt by foreigners--while at the same time avoiding an economic downturn.

The ECON research staff supported congressional interest in long- and short-run economic growth issues by preparing reports and memoranda for committees and Members on a variety of macroeconomic issues. ECON analysts prepared reports on GRH targets and their effects on the economy and the long-term effects of the budget deficit, on the role of monetary policy under current conditions and on prospects for inflation in the future. The ECON division also prepared a report on monetary policy after the retirement of Federal Reserve Chairman Paul A. Volcker and a report on possible job losses resulting from specific technological changes, plant closings, or industrial restructuring. Reviews of these and key macroeconomic topics of interest to Congress were presented in the quarterly CRS economic briefings on the state of the economy.

Although investments in public sector communication and transportation networks have long been recognized as important underpinnings to growth, it appears that these investments have been limited relative to need in recent years and that the public infrastructure is now in need of attention. The goal of rebuilding part of the infrastructure was reflected in the 100th Congress as

reauthorization of the highway, airport, and airway programs early in the session. ECON analysts assisted in this effort by preparing memoranda on provisions of federal transportation policy.

F. CONTRA AID AND THE REAGAN DOCTRINE

Whether the United States should aid the Nicaraguan Contras as well as guerrillas fighting Marxist regimes in several other countries is a contentious issue in the 100th Congress. A policy of consistently providing such aid is often described as the "Reagan Doctrine." The debate surrounding this doctrine in FY87 focused on the merits of a policy of aiding third world anti-Marxist fighters and the means used in providing such assistance, particularly in Nicaragua. FAND analysts responded with several new Issue Briefs and various reports detailing the "Arias peace plan" in Central America and its implications for U.S. policy.

During consideration of U.S. aid to internal (non-Contra) opposition groups, Chairmen of the Senate Committees on Finance and on Labor and Human Resources repeatedly cited a FAND study on the "civic" opposition in Nicaragua. This study was based on extensive interviews in the country and provided Members with unique insights into the strengths and weaknesses of this important force in future Nicaraguan politics.

In April 1987, the Congressional Interparliamentary Union delegation met in Managua, Nicaragua. A CRS analyst accompanied the delegation and assisted its members in their discussion of U.S. policy in the region.

G. FARM PROBLEMS

In 1985 the Congress passed the Food Security Act, which revamped commodity price support programs and created new farm export initiatives. By 1987, federal farm spending was up sharply due to the 1985 act, while exports

remained sluggish and the Farm Credit System neared crisis. Thus, the farm debate remained active in FY87 as Congress examined aid to the Farm Credit System, possible savings in the costly commodity price support programs, and methods to promote sagging farm exports.

To assist the Congress with its multibillion dollar measure to rescue the Farm Credit System, the ENR research staff provided analytic reports, memoranda, and Issue Briefs on secondary markets, insurance funds, and the financial condition of the ailing credit system. [REDACTED]

[REDACTED] these researchers also participated in private briefings on the Farm Credit System. [REDACTED]

[REDACTED] ENR analysts assisted in hearings and gave technical support at markup sessions. ALD attorneys also analyzed legal issues relating to farm credit and farmer bankruptcy.

As the Congress considered legislation to establish more cost-efficient commodity programs, ENR analysts wrote an array of background reports and memoranda to assist committee and Member staffs in their examination of policy options such as stricter limits on farm payments to individuals, a 92 percent payment for USDA program participants who do not plant wheat and feed-grain crops, increasing the acreage reduction requirement for farmers requesting USDA funding, and changing the timing of advance payments for crop program participants.

When Senators introduced rural development into the farm policy debate, ENR and GOV analysts assisted [REDACTED] by assessing the effects of the 1985 legislation on proposed options and by preparing a major report on rural development legislation that was published as a committee print.

CRS organized two major seminars on the topic for congressional staff: one organized in conjunction with Congressional Budget Office and other

research groups addressed the nation's agriculture and water problems; the other analyzed the 1985 Farm Bill.

H. WELFARE

Family welfare proposals commanded considerable attention during the first session of the 100th Congress, and EPW analysts assisted during the congressional debate in various ways.

Major legislative work, [REDACTED]

[REDACTED],
focused on proposals to alter public assistance for needy families with children. All major initiatives sought to improve the work capacity and effort of mothers enrolled in the Aid to Families with Dependent Children (AFDC) program and to increase child support payments by absent fathers. Some initiatives proposed to expand benefit coverage for poor children. The tasks of EPW analysts covered a broad range of issues raised in the welfare debate: analyzing provisions of bills, drafting bill comparisons, helping to develop a provision for a proposed AFDC minimum benefit and estimating its impact on states, assisting with draft markup documents, providing support at committee hearings, helping draft sections of committee reports, expanding the AFDC state data base for analysis, and serving as resource persons for groups advising committee leadership. EPW researchers also helped draft specifications for a hunger relief bill, examined the method by which the Food Stamp program takes account of housing inflation, and assisted at hearings and markup sessions with legislation on commodity distribution relief and food stamp welfare reform.

The 100th Congress also examined a number of other social policy issues associated with families-at-risk, including job training and education. A team of EPW analysts examined the educational attainment of at-risk children and

youth, prepared a major CRS Report for Congress on the issue, and conducted a seminar for Members and congressional staff. At the request of several committees, analysts began a follow-up study addressing actions taken by schools and school districts to help at-risk children in elementary and middle grade schools. An ALD attorney was detailed to a House Subcommittee for two months to plan hearings on a variety of issues, including homeless children, child abuse, day care, and teenage race relations. EPW analysts are also monitoring a contract for another report which explores the impact of the schooling experience on at-risk groups. Throughout this process, briefings were held for House and Senate committee staff on the results of these efforts.

I. ENVIRONMENTAL PROTECTION

Environmental and natural resource concerns remained high on the congressional agenda in FY87. After the president's veto of the Clean Water Act in late 1986, the 100th Congress quickly passed a slightly revised measure and overrode a second veto, thereby enacting Public Law 100-4. Soon after, the Congress took up revision of the pesticides regulatory program, the Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA), and also began to examine legislation on acid precipitation and air quality. Other areas of interest were solid, hazardous, and toxic wastes and global environmental concerns. ENR division analysts assisted committees and Members with these legislative initiatives while ALD attorneys responded to numerous requests for legal analyses in these complex areas.

The President's vetoes of the Clean Water Act spurred congressional inquiries into the act's legislative history and the implications of the vetoes. ENR responded with information on impacts on specific districts and a legislative history of the Clean Water Act for the Senate Committee on

Environment and Public Works; ALD attorneys provided legal analyses of parts of the act.

The ENR division, which assisted in 1986 with floor debate and last-minute legislative negotiations on FIFRA for the Senate and House Agriculture Committees and the Senate Environment and Public Works Committee, prepared for hearings in April and May 1987 and helped draft specifications for several new bills. Analysts completed a major report on the FIFRA debate, worked with the House Committee on Energy and Commerce on amendments to FIFRA relating to imported commodities, prepared an options paper for the Senate Agriculture Committee as its bill went to markup, helped other Senate staff prepare for amendments, briefed Members on FIFRA amendments and controversies, and began preparation of a major CRS seminar on major provisions under debate during the reauthorization of FIFRA in the 99th and 100th Congresses.

As the House Committee on Energy and Commerce took up several bills for controlling acid rain, ENR analysts prepared comparisons of alternative proposals and briefed congressional staff on acid rain as it affects Canada. Senate Environment and Public Works subcommittee approval of a comprehensive revision of the Clean Air Act in July 1987 prompted a request by 29 Senators for detailed analyses (particularly costs) of the bill's five titles: urban ozone nonattainment, acid rain provisions, mobile source controls, air quality standards, and air toxics. ENR staff, working with other CRS divisions, Office of Technology Assessment, and CBO, responded in six weeks with separate reports on each of the titles. CRS support on hazardous waste and waste disposal issues included a background analysis and fact book on hazardous waste regulatory processes for a series of oversight hearings held by the House Energy and Commerce Committee, a review of requirements in the new Superfund Act amendments that apply to federal facilities and DOD hazardous waste disposal practices for [REDACTED]

[REDACTED], and legislative histories of the Resource Conservation and Recovery Act and of the Superfund requested by the [REDACTED]. The New York "garbage barge" incident led to several activities on municipal solid waste disposal, including briefings of several key Members on technical and legislative options and presentation of a CRS seminar on municipal combustion facilities.

The disposal of nuclear wastes presented ALD attorneys with legal questions relating to the siting process, interstate disposal compacts, and the transportation of hazardous materials. Nuclear accident liability, a related concern, spawned requests for legal analysis and consultation.

Another issue tracked by Congress is the effect of environmental changes on the earth's atmosphere. Research has shown that global changes in the earth's climate and biosphere may be induced by increasing the atmospheric concentration of certain gases--some natural, others man-made--that can alter its chemical balance or its heat budget. The possible ramifications of such alterations (a warmer climate, depletion of the earth's ozone shield) have increased congressional concern during the past year. SPR analysts briefed Members of Congress and staffs on a host of topics, including current knowledge about atmospheric and terrestrial effects of ozone depletion and possible climatic warming, the status of international protocol negotiations to regulate ozone-modifying substances, the measurement and modeling of atmospheric changes, and the policy issues associated with potential health, economic, and environmental effects of such changes. SPR assisted [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] with hearings on ozone depletion and climate change, analysis of technologies to reduce emissions of greenhouse gases and ozone-depleting chemical compounds, and a review of federal research.

J. HEALTH CARE CONCERNS

Rising health care costs and an aging population create increasing pressures on public and private health care financing programs. While needs are increasing, the resources available to meet those needs are not. Employers in the private sector are trying to reduce the costs of their health benefit plans and are likely to resist proposals to increase their share of the burden. Within this context, health care financing legislation in the 100th Congress addresses a careful balancing of needs, resources, and responsibilities between the public and private sectors.

Medicare served as the principal vehicle for health care legislation during FY87. Congress focused on catastrophic health insurance legislation for Medicare beneficiaries and examined physician payment issues and proposals related to the hospital prospective payment system.

Medicare, which pays medical and hospital bills for the elderly and disabled, currently does not offer protection against catastrophic health care costs. A variety of proposals were offered in FY87 to provide this benefit. EPW analysts devoted much time during the first session of the 100th Congress to develop and refine proposed legislation. Researchers worked with the Senate minority leadership to help develop a Medicare catastrophic health insurance proposal and [REDACTED]

[REDACTED] to prepare background documents for hearings, a committee print used at markup to answer questions raised by Members, bill comparisons, committee report language, and the conference agenda. EPW analysts also assisted the staff [REDACTED]

[REDACTED]

[REDACTED].

Requests for information on health received by CRD staff indicate that health care issues were a major concern of constituents in FY87, particularly prospective Medicare physician payment reform and its consequences for the quality of health care. A team of EPW analysts analyzing Medicare physician payment reform completed a major study of an alternative payment system for hospital-based physician services. The report formed the basis of testimony by team members before the House Ways and Means Subcommittee on Health. The Committee requested a CRS study of the feasibility of paying for radiology, anesthesiology, and pathology services using a method similar to the one Medicare uses to pay hospitals. The report reviewed the current payment system and legislative history, provided extensive quantitative analysis of current services and charges, and discussed the objectives, incentives, and design issues of a new payment system.

Current budget constraints have caused the Congress to look at another issue, the size of NIH's budget and research. Activities and budgets at NIH have grown over the years, and appropriations were \$6.2 billion in FY87. SPR analysts contributed much information and analysis, particularly to the House and Senate Appropriations Committees, to help review the NIH programs.

Another concern of Congress is occupational health. American workers currently suffer from over 100,000 cases of diseases resulting from exposure in the workplace. In 1985 these occupational diseases cost the U.S. economy between \$7 billion and \$9 billion--including \$5 billion to the federal government for services. SPR provided background information and analysis to [REDACTED] on statistics, trends, and sources of occupational diseases. These analysts also supplied to [REDACTED] [REDACTED] requested analysis on legislation to protect American workers' health.

Congress continued to address health-related issues regarding hunger in America. Specifically, Members raised questions about U.S. government surveys on the nutritional status of the American people and how well current food programs are addressing the needs of low income Americans. The SPR division produced a CRS Report summarizing findings of various national, state, and local studies on hunger and the limitations of public and private efforts in meeting nutrition goals. Committees in both the Senate and House considered legislation on this topic in FY87. In preparation for hearings on nutrition issues, SPR prepared a report on a national nutrition monitoring system to survey the nutritional status of the American population [REDACTED]

[REDACTED]

[REDACTED] Other CRS Reports addressed nutritional needs and problems of several national and ethnic groups, nutrition services for developmentally disabled children, and nutrition-related disorders.

K. TAX ISSUES

The Tax Reform Act of 1986 (Public Law 99-514) constituted the most comprehensive overhaul of the Internal Revenue Code since 1954. This legislation generated numerous inquiries as Congress sought analyses of the impact of the new law and considered adding technical corrections. ALD tax lawyers and ECON analysts prepared background reports and memoranda on aspects of the new law: tax rules applicable to foreign investors, status of independent contractors, the retroactive application of various provisions of the law, tax exempt bonds, tax treatment of minors' income, and the law's effect on insurance companies. ECON analysts also prepared comparative analyses of provisions in the new and the previous law and in the President's original tax reform proposal. Other ECON reports looked at the major

accomplishments and shortcomings of the act and examined business and individual income tax provisions.

In its consideration of the Technical Corrections Act of 1987 (H.R. 233)

[REDACTED]

[REDACTED] ALD attorneys assisted at hearings to examine the tax treatment, lobbying, and political activity of tax exempt organizations. ALD analysts assisted the Committee with these hearings, providing technical assistance and written analyses of several related Tax Reform provisions.

L. FINANCIAL INSTITUTIONS

A major policy challenge facing the Congress this year was the strengthening the nation's financial institutions. The Competitive Equality Banking Act of 1987 (Public Law 100-86) was enacted to mend the damage suffered by the U.S. financial system resulting from increased stress over the past five years. This act--the first major piece of banking legislation in four years--recapitalizes the financially strapped Federal Savings and Loan Insurance Corporation, regulates "nonbank" banks, reauthorizes emergency interstate bank acquisitions, streamlines credit union operations, and regulates holds on consumer checks. CRS supported congressional efforts by preparing Issue Briefs and reports on the deposit insurance system, the separation of banking and commerce, interstate banking, and financial institution restructuring. More than a dozen reports by the ECON division were made available to the Congress in a CRS compilation. ALD attorneys supported this legislative initiative by preparing reports and memoranda on the legal intricacies of the bank regulatory system. They also assisted in drafting report language for the final version of the legislation.

Problems with private sector financial institutions also concerned the Congress. Corporate merger questions often required responses coordinated between analysts and attorneys from several CRS divisions. Major studies analyzed foreign merger acquisitions, investment adviser fees in hostile corporate takeovers, corporate merger legislation, and corporate takeover developments.

Concerns about the securities markets focused legislative attention as the Congress examined the internationalization of securities markets and implications for financial soundness and regulatory policy. Program trading and regulatory policy were of particular interest, and ECON analysts prepared a major report on program trading, which was published as a committee print and quoted during hearings on the subject.

M. DEFENSE CAPABILITY

The debate over defense capability intensified as the Reagan administration attempted to regain the momentum for its defense program in the face of growing concerns about its size, composition, efficiency, and cost. Specifically, the 100th Congress has addressed questions on costs of controversial weapon systems (particularly, the Strategic Defense Initiative or SDI), military manpower resources, and research and development funding.

Congressional demand for information and analysis on controversial weapon systems was particularly high. SPR and FAND analysts helped several defense subcommittee Members in formulating the purpose and scope of proposed hearings. CRS analysts delivered a briefing on SDI at the new Members' orientation in Williamsburg and at a Public Policy Issues Institute session. A similar presentation was video-taped for viewing on congressional cable television. At the request of a Member of the Senate Armed Services Committee, analysts in SPR and FAND co-authored a paper that developed and analyzed

several legislative options for shaping the SDI program to correspond to committee objectives. One of the options was introduced as part of the defense authorization bill. At the request of four Senators, SPR analysts wrote a report describing a computer model for estimating the cost to launch the space-based elements of any near-term ballistic missile defense. The model has been used extensively to assess the sensitivity of launch costs to certain U.S. defensive and Soviet offensive capabilities. Another report assessed the potential offensive capabilities of SDI space weapons. The FAND division also provided information on controversial weapons system by maintaining fifteen "fact sheet" Issue Briefs on weapons systems such as the B-1 bomber and new aircraft carriers. One FAND analyst prepared a legislative history of the SDI while another reported on the cost of a U.S. carrier battle group.

Military procurement practices remained controversial and prompted FAND analysts to supplement existing Issue Briefs with new material on conflicts of interest in the DOD, defense acquisition reform, and the Acquisition Improvement Act. FAND analysts also addressed several military manpower questions, including such topics as the new GI bill, the Military Retirement Reform Act, and the National Guard Training Missions Overseas.

About 75 percent of the total annual federal research and development budget is for defense, with obligations estimated to reach about \$46 billion for FY88. During FY87 the Congress expressed concerns about the effect of such funding on U.S. civilian science, the capability of the U.S. science and technology infrastructure to meet defense needs, and the implications for U.S. industrial performance and high-technology trade. SPR prepared a committee print for the House Committee on Science and Technology describing how investments in defense research interact with civilian science capability. Work for other committees focused on geographic distribution and economic implications of defense research and development funding patterns.

SPR analysts held a workshop on the effects of the DOD research and development procurement practices on the U.S. semiconductor, advanced polymer composite, and machine tool industries. The workshop was organized to help the Joint Economic Committee evaluate foreign dependency for certain defense technologies and the effects of military procurement patterns on these industries.

N. FOREIGN AID

Efforts to reduce the federal budget deficit intensified pressures to reduce foreign aid programs. Congress debated the foreign aid program allocation process and its ability to meet policy objectives in light of shrinking appropriations. FAND analysts maintained a "fact sheet" series of fifteen Issue Briefs on foreign aid.

As authorization and appropriations bills for FY88 were taken up, FAND analysts drafted testimony and held in-depth briefings for key House and Senate foreign operations subcommittees. Analysts also prepared extensive sets of questions for House subcommittee hearings and assisted in drafting material for the Senate subcommittee's report on foreign military assistance.

In response to requests, FAND analysts offered memoranda and in-person consultations on military assistance and arms sales.

O. CAMPAIGN FINANCE

The cost of the 1986 congressional elections--the most expensive in history--led to calls in the 100th Congress to overhaul the campaign finance laws. Reform efforts began on the first day of the session as S.2 was introduced to provide for public funding of Senate general elections, restrict the role of Political Action Committees, and change other current election practices. GOV division analysts prepared a report analyzing and summarizing

relevant proposals debated in the 98th and 99th Congresses. The LSD staff maintained its up-to-date bibliographic data base by adding approximately 100 articles and monographs on campaign finance.

Bridging a major gap in election spending data, a GOV division study presented original analyses of House election costs in 1986. From this study new conclusions were drawn about cost similarities of rural and urban elections. By request, GOV analysts also summarized Senate campaign expenditures, receipts, and funding sources for 1984 and 1986. This study produced the first available account of the flow of money in the 1986 Senate elections. The Senate Majority Leader cited the CRS data in his presentation before the Senate Rules and Administration Committee hearings on S. 2 and inserted the study into the Congressional Record.

To address one provision in S. 2, a Senator asked GOV analysts to prepare a study on contributions of PACs owned by foreign companies. The CRS study was released to the press by the Senator's office, in the course of legislative consideration.

ALD examined issues raised by various campaign finance reform proposals including the constitutionality of limiting campaign contributions, regulating the activities of PACs, political activity by nonprofit groups, and public financing of congressional campaigns.

P. ENERGY IMPACTS

Unpredictable oil prices and U.S. dependence on imports from the volatile Persian Gulf continued to concern the 100th Congress. Low oil prices have caused short-run economic problems for several states and regions. In the long run, U.S. economic health and national security will depend on an environmentally sound and reliable supply of fuels and energy--a supply that may be less secure if cheap imported oil is its mainstay. The Congress,

consequently, maintains an interest in domestic production capacity, protecting the nation from rising export prices, and creating viable long-run alternatives to oil.

In its examination of ways to increase domestic oil production, the Congress held a series of hearings on opening the Arctic National Wildlife Refuge (ANWR) to oil and gas exploration and development. An interdivisional team of ENR, SPR and ALD staff produced a comprehensive assessment of environmental concerns accompanying oil and gas leasing proposals for the [REDACTED]

CRS analysts prepared a detailed briefing book to assist the Members of the House Subcommittee on Water and Power Resources in a series of hearings on the adequacy of the Administration's ANWR impact assessment and later summarized the subcommittee's hearings on energy policy. In response to a [REDACTED] request, CRS analyzed the impact of opening the ANWR and prepared questions for hearings on oil and gas leasing issues for the same committee.

As the Congress continued a search for alternative energy sources, ENR analysts, along with SPR and ECON, were called upon to analyze bills requiring supplemental use of ethanol in gasoline. These analysts briefed sponsoring Members and prepared two reports estimating effects of ethanol fuel use on the farm sector (using a national econometric model) and on urban air quality.

Nuclear issues remained in the congressional spotlight in FY87. The Price-Anderson Act, which indemnifies the public in the event of a nuclear accident expired in August 1987. ENR consulted on technical and legislative matters pertaining to proposed revisions in the law and also prepared a comparison of the version passed by the House and two Senate bills reported out by the Senate Energy and Natural Resources Committee and the Environment and Public Works Committee. ALD analyzed several legal issues related to Price-Anderson and

indemnification. A related piece of directed writing was prepared at the request of a committee on a bill addressing the disposal of mixed hazardous and low-level radioactive waste produced by the Department of Energy weapons program.

Q. HOUSING ALTERNATIVES

Renewed congressional concern for the 24 million American families with housing problems was apparent in legislation for the homeless (P.L. 100-77) and a general housing bill nearing passage (H.R. 4/S. 825). ECON and EPW analysts assisted with the Urgent Relief for the Homeless Act by comparing provisions of House and Senate versions for the conference stage of the bills. GOV analysts met with staff members of a Senate subcommittee to explore housing and community development issues and then prepared individual background papers on existing housing programs.

The persistence of racially segregated housing patterns and claims of discriminatory practices elicited calls for new legislation to broaden coverage and strengthen enforcement of the Fair Housing Act. GOV analysts prepared an Issue Brief analyzing policy alternatives and a report on the extent and possible causes of black and Hispanic residential segregation and the incidence of unlawful housing discrimination.

Two developments have reinforced the decline in public housing--decreased government expenditures on public housing and the maturing of subsidized mortgages on units initially committed to housing low-income families. As these mortgages are repaid, the concern grows that owners of these units will convert from low- to high-income housing. ECON division analysts estimated the decrease in low-income units resulting from this repayment process.

R. RETIREMENT INCOME ISSUES

Retirement income was the subject of much concern and study; issues examined by the Congress related to the establishment of a new Federal Employees Retirement System (FERS), Social Security benefits for future retirees, and the aging and retirement of the baby boom generation.

[REDACTED] the EPW civil service retirement team, which previously designed the framework for the development of the new FERS, developed materials to help Members and their staff choose between FERS and the old Civil Service Retirement System. The team created a package of written guides and a computer model, and by the end of FY87 had briefed more than 70 House Members on how to consider the choices available. They also gave briefings to employees at the Library of Congress, Congressional Budget Office, and the Office of Technology Assessment, produced a video tape about the retirement choice for Library employees, and trained Library "keyworkers" in a standardized counseling procedure to enable them to help fellow employees in their retirement choice.

EPW analysts completed a study of numerous issues related to Social Security benefits and taxes for future retirees such as benefit changes proposed as budget reconciliation measures and the effects of reducing "windfall" benefits of persons with dual entitlement to Social Security and private pensions.

[REDACTED] and with participation by CBO, EPW conducted an interdisciplinary study of the economic, labor force and social implications of the aging and retirement of the baby boom generation in the next century. The findings, published as a committee print, assess the adequacy of the nation's future economic base to provide for an unprecedented number of retirees and for workers and their families. The study analyzes how retirement income claims are acquired and paid, evaluates

the extent to which the baby boom will be dependent on the smaller working-age population, and defines the role of economic growth in providing income for retirees in the future. It also assesses the ability of the nation's political system to tailor retirement policies and programs to meet the income and medical care needs of this large age cohort over the next several decades.

S. AIDS

The 100th Congress continued to consider legislation addressing the large number of social, legal and public policy issues presented by the Acquired Immune Deficiency Syndrome (AIDS) epidemic. Issues ranged from immediate strategies for containing the spread of the virus to the U.S. role in the global response to AIDS. Identifying AIDS as a grave public health threat of this century, the supplemental appropriations bill for FY87 included \$78.5 million for research and education in the area.

In response to this multifaceted issue, CRS created an "AIDS team" coordinated by SPR and consisting of analysts from eight divisions. The team produced a major Issue Brief offering an overview of AIDS issues facing the Congress; this work complemented existing briefs on AIDS in the military, AIDS in Africa, and funding issues. The team also briefed Members and committee staff at their request and conducted a Public Policy Issues Institute on the policy implications of the AIDS epidemic.

The AIDS Research and Information Act was introduced in the Senate to pave the way for a comprehensive program of AIDS information, prevention, care, treatment, and research. [REDACTED]

requested CRS assistance with the preparation of the full committee report. SPR analysts also contributed to a committee report on the AIDS epidemic for the [REDACTED].

ALD attorneys responded to difficult and unusual legal questions raised by the epidemic with a variety of comprehensive reports on issues such as the legality of nonconsensual blood testing and the application of civil rights laws to victims of AIDS disease; AIDS testing in the workplace was addressed by a report prepared by ECON analysts.

At the request of several Senators, GOV analysts met with them and prominent physicians in a series of discussions on how they might establish a National Commission on AIDS. A GOV analyst assembled an interdivisional team to consult with a Senate office on possible structure for a proposed congressional commission on AIDS. Other issues addressed by GOV analysts for hearings on pending AIDS legislation included: a nationwide survey to detect the extent of AIDS virus infection, federal funding for AIDS education programs, AIDS in prisons, and the response of state and federal correctional facilities

The LSD staff kept Congress abreast on the ever-increasing literature on AIDS through its bibliographic data base, adding a total of about 400 works that include 16 CRS reports. The CRD staff fielded an increasing number of inquiries about AIDS, such as the adequacy of the research effort, number and distribution of AIDS cases, and the effects of the disease on the workplace, children, insurance, and health care costs.

T. EDUCATION: FEDERAL CONCERNS

Major federal education concerns for the 100th Congress have centered on the reauthorization of the federal elementary and secondary education programs, the initiation of education, literacy, and training programs in conjunction with international trade and competitiveness proposals, and funding for university research facilities.

EPW analysts assisted [REDACTED]

[REDACTED] in organizing hearings, selecting witnesses, and conducting briefings and seminars for Members of the Congress on relevant issues. CRS work included an extensive background report that was published as a committee print on the legislative and funding history and the major evaluations and issues related to each of the elementary and secondary education programs being considered for reauthorization.

Other support during the reauthorization process consisted of reports and memoranda, quantitative analyses of alternative ways of distributing federal program funds, seminars and briefings on specific issues, and technical assistance at markup sessions and during the development of draft legislation.

EPW also scrutinized education provisions of various trade bills, simulated state-allotment formulas, and helped prepare a committee report. A major series of oversight hearings by the Joint Economic Committee on the role of education in trade competitiveness called upon the technical assistance of several EPW analysts.

Complaints of deteriorating university research and development facilities sparked congressional interest in considering a new federally sponsored research facilities program. [REDACTED]

[REDACTED] requested SPR to prepare a report on past and present federal facilities programs. The study assessed the current condition and level of research facilities and amount of new construction on the nation's campuses.

On other educational issues, ALD prepared a report in response to the invalidation of a state law requiring the teaching of creationism in public schools. ALD attorneys also examined the scope of legislation addressing the Supreme Court's Grove City decision relating to the applicability of civil rights laws to entities receiving government funds.

LSD responded to congressional requests for literature compilations on a range of topics such as school dropouts, illiteracy, educational assessment and testing, and desegregation in education.

U. OTHER IMPORTANT ISSUES

The 100th Congress addressed a variety of issues other than those featured in the major issue planning system in FY87 and called upon CRS to provide assistance on many of them. Other important topics in which CRS provided particularly noteworthy support are described in this section.

Confirmation Hearings

The announcement that Justice Powell was stepping down from the Supreme Court created great interest in the qualifications of several possible candidates to replace him. The nomination of sitting Federal Circuit Court Judge Robert Bork spurred a large volume of inquiries about his background, writings, legal opinions; about writings and perceptions of the legal community; and about his legal philosophy and qualifications. ALD attorneys fielded these questions and more specific inquiries about Judge Bork's previous rulings.

In keeping with past practices, ALD attorneys met with the senior staff of the Senate Judiciary Committee within hours of the President's announcement. A set of nine briefing books and a synopsis of Judge Bork's opinions were prepared for use by the Members of the Committee and the staff.

Due in part to the controversial nature of the nominations, ALD received a large number of legal questions on the nature of the confirmation process itself, its constitutional underpinnings, and the legal precedents for various aspects of the proceedings. Early in July the timeframe for the confirmation hearings of Judge Bork was vigorously debated among the Members of the Senate Judiciary Committee. A GOV analyst provided historical perspective on the

issue by preparing a report on the expedition of confirming Supreme Court nominations over the past 25 years. To assist the Committee and the Senate in general, a GOV analyst wrote a report on major nomination issues that had been debated in the press and by the Senate in the months between the nomination and the beginning of the hearings.

CRD responded to the nomination of Judge Bork with a coordinated effort to provide a variety of background and reference materials. With the announcement of the nomination, CRD created a package of biographical materials on Judge Bork and distributed it to all CRS reference centers. Later, copies of Judge Bork's cases were made available in the Senate Reference Center, and copies of briefing books, containing articles by and about the judge, were sent to all centers. CRD also created an Info Pack to satisfy the many Member and constituent requests for general information.

CRS also provided assistance to the Congress on confirmation hearings by the Senate Foreign Relations Committee. [REDACTED]

[REDACTED]

Bicentennials of the Constitution and the Congress

The Congress will celebrate its 200th anniversary in 1989. In preparation for celebrating the convening of the First Congress, Members and staff were briefed by CRS analysts about the framing of the Constitution, which celebrated its bicentennial in 1987. GOV analysts also assisted Members by documenting the historical development, legislative milestones, and evolution of legislative-executive relations in selected policy areas.

Drugs and Drug Testing in the Workplace

The Congress passed an omnibus, 15-title drug-control bill in October 1986. GOV analysts gave oral briefings and coordinated an interdivisional effort to produce a summary of the new law's highlights. One issue not addressed in the legislation--whether to establish a cabinet-level "drug czar" to oversee the agencies charged with drug law enforcement--resurfaced in the 100th Congress. GOV analysts assisted [REDACTED] on this issue and also prepared a comprehensive, analytical report that examined the history of federal drug control coordination and summarized arguments for and against the "czar" concept.

FAND analysts completed a major report and organized two workshops on international narcotics issues [REDACTED] The publication of three committee prints resulted.

The administration's executive order mandating drug testing for certain federal employees generated controversy over political and legal implications. GOV analysts responded to inquiries by preparing a packet of information, including digests of the various legislative alternatives offered in the 100th Congress. ALD attorneys fielded legal questions that arose as a result of the order and other drug testing proposals. Litigation over drug testing proliferated during the year. The House and Senate conference on the 1987 Supplemental Appropriation Act debated the provision setting limitations on the federal drug testing program, and several Members requested explanations from the GOV division.

Immigration

Public Law 99-603, the Immigration Reform and Control Act of 1986, was signed into law at the beginning of FY87. In addition to assisting the conference committee, EPW analysts prepared several documents, including

portions of a House Judiciary Committee print that explained and analyzed the new act. In general, oversight of the implementation of the act has been the principal immigration activity of the 100th Congress. EPW analysts have assisted with oversight, hearings, and legislative proposals on the regulation of legal immigration.

Transportation Safety

The safety and efficiency of the U.S. transportation system received close congressional oversight. SPR analysts contributed to congressional oversight of technological developments such as air collision avoidance systems and the modernization of the air traffic control system. Railroad and hazardous-materials transportation drew attention as a result of a series of accidents. SPR analysts provided support to Congress by helping to develop railroad safety legislation, lending assistance on numerous railroad safety hearings, and presenting testimony on possible options for improving safety in the transportation of hazardous materials. SPR analysts also prepared a report for an oversight committee on the effectiveness of passive restraints in promoting automobile safety.

Persian Gulf

This issue emerged as a major one for the 100th Congress following the U.S. decision to protect reflagged Kuwaiti tankers and the subsequent attack on a U.S. destroyer in the Gulf. FAND analysts responded to inquiries with Issue Briefs on implications of the Iran-Iraq war for U.S. policy, U.S. naval presence in the Persian Gulf, and presidential compliance with the War Powers Resolution. FAND analysts completed several broad reports and studies on the Persian Gulf oil trade and on Soviet policy toward Iran. The legal basis for reflaggings and the host of legal and constitutional questions surrounding the

War Powers Resolution were subjects of numerous ALD memoranda and consultations.

As tensions increased in the Gulf, congressional interest in possible oil supply disruption peaked. ENR analysts responded with written reports including a scenario analysis of supply disruption [REDACTED], an analysis of measures to aid the domestic oil industry, and two reports [REDACTED] on U.S. oil import dependency. CRS also assisted in other related activities such as providing supporting analysis for the energy section of the Joint Economic Committee's annual report and participating in a project with the GAO to assess U.S. near-term vulnerability to a disruption in oil supplies.

National Parks and Forestry Issues

Several major national park and forestry issues called for CRS assistance during FY87. [REDACTED] asked ENR to analyze data and management needs for the ecosystem surrounding Yellowstone National Park. ENR analysts conducted a major seminar on forest planning for a [REDACTED] ENR also assisted with hearings on timber sale policy and forest management. Later in the year CRS analysts consulted with congressional staff on urgent forest fire matters.

II. APPENDICES

A. ORGANIZATIONAL STRUCTURE

1. RESEARCH DIVISIONS

To meet the kaleidoscope of congressional demands, CRS maintains an organizational structure that encourages maximum flexibility. The Director is assisted in the management of the department by the Deputy Director, two Associate Directors and three Assistant Directors. This structure was created during the reorganization of the Director's Office in FY87 discussed earlier. Seven research and two reference divisions form the foundation of the Service.

American Law Division

The American Law Division (ALD) responds to requests for legal analysis and general assistance involving federal and state statutory and case law. Areas of responsibility include constitutional law, administrative law and procedure, criminal law, congressional and executive powers, and international law. In addition, ALD maintains the automated Digest of Public General Bills and Resolutions (known as the Bill Digest), tracks terminating programs, and prepares The Constitution of the United States of America--Analysis and Interpretation (popularly known as Constitution Annotated).

Economics Division

The Economics Division (ECON) answers requests for research, analysis and information concerning domestic and international economic issues. Subjects include 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, transportation, foreign trade, international finance, and quantitative and econometric analyses.

Education and Public Welfare Division

The Education and Public Welfare Division (EPW) emphasizes working closely with committees and advises Members and staffs on numerous social programs that include the provision and financing of health care, retirement income, means-tested welfare, social services, and education. Division analysts often use computer-based microsimulation models to assess new proposals and program modifications.

Environmental and Natural Resources Policy Division

The Environment and Natural Resources Policy Division (ENR) responds to requests for research, policy analysis, and information on issues and subjects concerning environmental policy, including air and water pollution, hazardous and solid waste 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 resources 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, including grain and other food exports, U.S. food assistance programs, utilization of prime agricultural lands, farm credit, and U.S. farm income, structure, and productivity.

Foreign Affairs and National Defense Division

The Foreign Affairs and National Defense Division (FAND) addresses queries on U.S. foreign policy, foreign assistance and trade policy; international organizations; defense policy and arms control; and military manpower, defense budget and policy management. By emphasizing the interactive nature of foreign and defense policy decision making, the division addresses the major trade-offs inherent in most policy choices.

Government Division

The Government Division (GOV) responds to congressional requests for information, research and analysis on issues and subjects concerning the Congress; the congressional budget and appropriations process; the legislative process; executive-legislative relations; the executive branch; intergovernmental relations; state and local governments; civil rights, including discrimination based on sex, race, or color, and minorities; Indian policy; elections, lobbying, political parties and electoral 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 (SPR) provides Congress with information and analyses on science and technology. The division is also concerned with the organization, management, and budgets of programs related to these issues. Major areas of specialty include advanced technology, biomedical policy, geosciences and applied technologies, and science and technology policy.

2. REFERENCE AND LIBRARY INFORMATION DIVISIONS

Library Services Division

To respond to committee and Member needs for background studies and policy analysis, CRS researchers and congressional staff must have timely and easily available sources of information. The Library Services Division (LSD) supports both these groups by acquiring a comprehensive set of CRS products and a diverse selection of other public policy literature, organizing these publications for quick retrieval by subject, alerting clients about the availability of materials pertinent to their interests, and providing copies on demand.

The division orders, processes, and routes publications to all the divisions in CRS, handling nearly 100,000 items annually. Using microcomputers, the staff maintains records of materials it acquires through purchase, gift, and selection from Library of Congress copyright deposits and surplus copies. Rush requests for CRS researchers are a frequent occurrence, and many items are purchased locally and delivered to CRS analysts directly. The division maintains small libraries in the CRS divisions.

Several hundred thousand items are filed, duplicated, and microfiched in the LSD each year. A division collection is kept of public policy articles, studies, and government documents, including CRS Reports to Congress, and the division maintains the Main Reference Files, a subject arrangement of clippings from eight major newspapers and over 1,500 other sources. Through its document delivery service, the division gives or loans copies of items to congressional requesters on demand. In FY87 staff provided 83,000 CRS products and 54,000 items from the commercial press to its congressional and CRS clients, often within hours of the request.

An on-line data base of information about CRS and other policy-related publications, accessible throughout CRS and to all congressional staff from terminals in their offices, is one of the division's major products. In FY87, LSD staff selected 17,000 items to index, abstract, and add to the CRS Bibliographic Data Base. The Data Base also serves as the foundation for other CRS products, including the Guide to CRS Products, a quarterly subject catalog of all CRS products in circulation; the Update to the Guide to CRS Products, a monthly journal describing new CRS products; and annotated reading lists of topics of current congressional concern. Also offered is the Selective Dissemination of Information Service, which allows congressional and CRS staff who submit keyword profiles of their interests to receive abstracts each week of materials most recently added to the Data Base on their research topics. In FY87, the Selective Dissemination of Information Service had 1,100 subscribers. Other division products include the Data Base's Legislative Indexing Vocabulary, now in its seventeenth edition, and the CRS Serials Directory, which facilitates resource sharing among CRS divisions and indicates permission status for reproduction of copyrighted material.

Often working under deadlines, librarians in LSD answer requests for bibliographies on particular topics. They search the CRS Bibliographic Data Base, other Library of Congress data bases, and externally produced data bases including NEXIS, MEDLINE, and the DIALOG information files.

Congressional Reference Division

If an inquiry calls for information and reference rather than analysis, it is sent to the Congressional Reference Division (CRD), which handles about two-thirds of all the requests the Service receives. The division is staffed by professional librarians and library technicians 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 the La Follette and Jefferson Congressional Reading Rooms and in Congressional Reference Centers located in the House and Senate Office buildings. In the reading rooms and reference centers the CRD makes a special effort to provide the kinds of resources that Members and congressional staff are likely to need on short notice, including reference materials and current periodicals and newspapers. 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 120 recurring topics of congressional interest. Called Info Packs, they usually contain Issue Briefs, CRS Reports to Congress, and other informative material helpful to the reader desiring background information on a specific topic. More than 1 million of the packets have been distributed since the program began in 1980. The Centers are organized so that congressional staff can quickly browse and help themselves to relevant packets.

New technologies allow the division to respond quickly and to undertake projects that would not otherwise be possible. Microcomputers are used to communicate with commercial data bases--including NEXIS/LEXIS, DIALOG, VuText, and Data Times (new this year)--and provide support with other tasks such as word processing, database manipulation, and maintenance of statistics. Several other technologies are under consideration to improve data retrieval and transmission and enhance reference service productivity.

3. OTHER OFFICES

Office of the Assistant Director for Special Programs

The Office of Special Programs, created in January 1987 when the Office of the Director was reorganized, absorbs the Office of Member and Committee Relations and the Audiovisual Services, Language Services, and Inquiries Sections.

One of the responsibilities of this office is to collaborate with analysts in the CRS research divisions in order to conduct seminars and workshops in which congressional staff informally discuss important legislative issues with CRS analysts and other nationally recognized experts. The Service sponsors two or three such events every week when the Congress is in the session. The Legislative Institute series offers information about parliamentary procedure and the legislative process and provides practical and pertinent assistance to Members in the process of guiding legislation through the Congress. The Public Policy Institute conducts seminars on significant public policy issues of interest to the Congress. In FY87 the Office of Special Programs offered a total of 115 events, including 90 seminars and workshops on public policy issues and 18 institutes on the congressional process. Some of the major issues included in these events were tax reform, education, farm problems, trade, deficit reduction, economic growth and jobs, housing alternatives, defense capability, environmental protection, and energy impacts. Seven special events for Members were offered in FY87-- a four-day seminar for new Members on economic, budgetary, defense, and human resources issues; five dinner discussions on the origins, nature, and operation of House and Senate leadership; and a breakfast meeting on merger tactics and their effects on market efficiency.

The Office of Special Programs also gave 250 briefings on CRS and the Congress to noncongressional visitors from this country and abroad, including scholars and librarians, and arranged 150 briefings for congressional staff and interns to assist them in using CRS resources effectively.

The publications distributed by this office include (1) CRS Review, a journal produced approximately ten times a year, which features analyses of the CRS major tracking issues and identifies available pertinent CRS products from the Congress; (2) Major Legislation of the Congress, published twice in 1987 with summaries of the top 100 or so legislative issues before the Congress and brief descriptions of the provisions and status of current major legislation; (3) Digest of Public General Bills and Resolutions, published annually by the Bill Digest Unit of the American Law Division, which contains summaries of every measure introduced in the Congress during the year covered and; (4) Guide to CRS Products, published quarterly, and Update, published monthly, which together cover the full range of CRS products.

In compliance with Public Law 88-246, CRS compiled the manual and the bibliography and study guide for use in high school and college debates during the 1987-88 academic year. In FY87 the high school debate manual entitled "What Changes Are Needed in United States Foreign Policy toward Latin America?" was issued as Senate Document No. 100-2. The college bibliography and study guide, "Resolved That the United States Should Reduce Significantly Its Military Commitments to NATO Member States" was published as House Document No. 100-98.

The audiovisual services staff in the Office of Special Programs works on a broad range of projects in support of other CRS divisions. Much of its work serves to supplement discussions of the CRS major issues, ten of which were

covered through Public Policy Institute presentations for airing on the congressional cable TV system. During FY87 this section produced 24 videotapes, a major slide show, 11 audio briefs, and numerous other visual products.

The Language Services Section provides translations and occasional research services to Members and committees of the Congress and assists CRS researchers in the preparation of congressional analyses. Staff members in this section work in eleven languages: Spanish, French, German, Italian, Portuguese, Latin, Romanian, Dutch, Afrikaans, 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 contain large Spanish-speaking populations. A major topic for these translations in FY87 was information on the Immigration Reform Act.

The Inquiry Section serves as the liaison office between congressional offices and the research and reference divisions of the CRS. During FY87, 15 Inquiry Recorders received and assigned 229,722 requests for information and research primarily through calls to the main CRS telephone exchange and, less often, through electronic mail, telecopiers, letters, and in-person visits. The requests vary in complexity from those concerning a single fact to others involving several months of research. Requests that are most appropriately presented to a researcher in written form are entered into the Service's computer system, the Inquiry Status and Information System (ISIS).

ISIS, developed to route and track requests received by the Inquiry Section, was expanded in FY87 in two major ways: Each division of CRS gained the ability to record on ISIS the progress on requests from introduction to completion, and the Inquiry Section benefited from a programming feature that enables monitoring of congressional requests on CRS major tracking issues.

Office of the Assistant Director for Policy

The Office of Policy, established in January 1987 as part of the reorganization of the Director's Office, coordinates matters related to internal CRS policies, communicates with congressional offices and committees on matters concerning CRS policies, and ensures that the Service complies with applicable guidelines and directives contained in the Legislative Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements.

This office is also responsible for final review and clearance of all CRS research products. To ensure quality in CRS work, every analytical written product must go through at least two levels of review. At the divisional level, a report is checked for accuracy and thoroughness of subject treatment. The Review Section of the Office of Policy, under the direction of the Coordinator of Review, then assesses the report for compliance with CRS's rigorous standards of balance and objectivity. It is the responsibility of the review staff to look at a paper for fairness, responsiveness to a request by the Congress, lack of bias, the absence of advocacy, and disciplinary blind spots; the reviewers are also expected to inquire into apparent factual or substantive oversights of a serious nature. The Coordinator of Review may arrange for any necessary interdivisional or interdisciplinary review that has not been previously undertaken.

CRS responds to the requests of the Congress for wide-ranging and technical research by occasionally drawing on external sources to respond fully to requests. Through its statutory contracting authority, administered by the External Research Section of the Policy Office, the Service has available a spectrum of resources from the private and academic research communities that could not be retained economically on a permanent basis. This ability to draw

on outside expertise for both quick response and longer term projects greatly enhances the capacity of the Service. Ninety-one contracts were signed in FY87 to assist CRS in responding to congressional needs.

As in previous years, contract efforts reflected major public policy concerns of the Congress. Assistance in FY87 was obtained to prepare studies on Department of Defense procurement practices; the biological aspects of space flight; congressional action regarding terrorism, Nicaragua, foreign aid; economic policymaking in the government; the educational attainment of the "at risk" groups of children; federal disaster laws and regulations; mapping the human genome; Medicare reimbursement policies; privatization in less-developed nations; Soviet space activities between 1981 and 1987; and the U.S.-Soviet military balance.

In accordance with the CRS agreement with the Senate Committee on Rules and Administration and its requirements, Senate committees sent to the CRS External Research Section eleven requests for certifications ensuring that contracts they wished to award 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 committees for forwarding by them, with the desired contracts, to the Senate Committee on Rules and Administration for contract approval.

Office of the Associate Director for Research Coordination

The responsibilities of the Office of Research Coordination include overseeing interdivisional research and major issues tracking, approving all major research projects, coordinating interagency cooperation, preparing the CRS Subject Directory and a legislative calendar, and administering CRS

graphics policy. Other activities of this office are directing the Issue Brief Section and the activities of the Senior Specialists.

Under its statutory charter CRS is charged with tracking legislative issues for the Congress and calling to its attention issues that might be of special interest or concern. In the beginning of FY87, CRS management initiated a new program focusing on major issues and providing more comprehensive, integrated, and interdisciplinary products to assist Congress in dealing with these issues. Products developed by interdivisional issue teams included special major issue briefs and publication of the issue-oriented CRS Review, both of which have enhanced the ability of CRS to meet the substantive needs of Congress.

Cooperative efforts between CRS and the three other congressional support agencies--the Congressional Budget Office, General Accounting Office, and Office of Technology Assessment, continue to be important in increasing staff effectiveness. Numerous meetings, seminars, and workshops bring together the staff of the four support agencies. Representatives of this interagency liaison group work to improve coordination and to review all major studies for Congress newly initiated by all four agencies in order to prevent duplication of effort. Specialist meetings bring together experts from each of the agencies on a wide range of issues.

CRS production of the Research Notification System (RNS) also helps prevent interagency duplication by providing on a confidential basis information to each agency on projects either in progress or recently completed. The Active List of CBO, CRS, GAO, and OTA Contact Persons in Specific Areas of Subject Specialization is produced by CRS on a quarterly basis to assist interagency staff in determining contacts within specific subject areas in other support agencies.

Because CRS missions extend to the varied subject areas of all committees and Members of the Congress, the continuous matching of CRS resources and congressional concerns is given high priority. Such assessment is useful in improving CRS ability to respond effectively to congressional demand, especially when it requires a CRS interdivisional team effort. This ongoing effort is carried out by the team that creates the CRS Subject Directory, a biannual listing of issues and subjects by responsible CRS divisions and analysts.

During FY87 this office developed a timely notification system of activities within the Congress to supplement the major issue system. As major issues move into a Service-wide focus, the scheduling of congressional activities, usually well known to key CRS specialists, is shared with CRS management and other contributors to CRS products. This constantly updated calendar facilitates the management of congressional demand by providing information on current and future workload. It also improves product quality and helps promote interdisciplinary perspective.

The Issue Brief Section in FY87 improved the timeliness and conciseness of Issue Briefs by taking advantage of computer technology--specifically, PC-generated laser-printed briefs and redefined formats. Computer assistance enhanced the quality, speed, and ease of updating briefs, and their usefulness to the Congress was confirmed by the increasing numbers of copies distributed. Currently about 350 active Issue Briefs are maintained (Updated) by CRS analysts and approximately 440 Issue Briefs are archived. During FY87 more than 230,000 copies of Issue Briefs were distributed. Issue Briefs are the most widely known and requested CRS product.

Other work of the Issue Brief Section during FY87 included the addition of Major Tracking Briefs to the Issue Brief system files as a method of more

usefully briefing key issues for the Congress, and the production of the CRS publication, The Major Legislation of Congress.

Senior Specialists, whose activities are coordinated by the Associate Director for Research Coordination, provide major current analyses, guide and contribute to long-term and recurring major studies; lead interdisciplinary interdivisional teams; advise and consult with Members, committees, and staff in various aspects of legislative policy process; travel with and brief fact-finding delegations to foreign countries; assist the Senate and the House in major congressional initiatives; and provide a bridge between the Congress and various academic and professional communities both at home and abroad.

Office of the Assistant Director for Operations

The Office of the Assistant Director for Operations is responsible for two offices providing automation and administrative support services. The Automation Office has functional responsibility for departmental coordination of all automation services provided to CRS by the Automated Systems Office and for other internal automation activities. The Administration Office is responsible for departmental coordination of all administrative activities and programs in support of CRS, including staffing, staff development and evaluation, management information, and procurement and administrative services.

B. CRS PRODUCTS IN FISCAL YEAR 1987:
SELECTED LISTING INDEXED BY SUBJECT

This appendix lists numbered products prepared by the CRS during fiscal year 1987. Reports to the Congress, Issue Briefs, Info Packs, and some products printed as congressional publications are included. The products are arranged by the major tracking issues. Products addressing current and superseded tracking issues are included in the first sections. The supplement cites products prepared in other subject areas and archived products concerned with major tracking issues.

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1 AIDS

- Burrelli, David F. **Acquired immune deficiency syndrome and military manpower policy: issue brief.** Regularly updated. IB87202
- Copson, Raymond W. **AIDS in Africa: background/issues for U.S. policy.** Sept. 15, 1987. 17 p. 87-768 F
- Dale, Charles, Nancy Lee Jones, and Jay R. Shampansky. **Blood testing for antibodies to the AIDS virus: the legal issues.** Aug. 25, 1987. 67 p. 87-738 A
- Johnson, Judith A. **AIDS: acquired immune deficiency syndrome; issue brief.** Regularly updated. 16 p. IB83162
- Johnson, Judith A. **Federal funding for AIDS research: issue brief.** Regularly updated. 10 p. IB87028
- Johnson, Judith A., and Irene Stith-Coleman. **Biomedical challenges: issue brief.** Regularly updated. 15 p. IB87019
- Jones, Nancy Lee. **Acquired immune deficiency syndrome (AIDS): a brief overview of the major legal issues.** Feb. 10, 1987. 42 p. 87-236 A
- Library Services Division. **AIDS: current editorials.** June 19, 1987. 36 p. 87-513 L
- Mangan, B. F. **AIDS—health care costs: bibliography-in-brief, 1985-1986.** Jan. 1987. 4 p. 87-32 L
- Mangan, B. F. **AIDS: acquired immune deficiency syndrome; selected references.** Nov. 1986. 28 p. 86-184 L
- McCallion, Gail. **AIDS in the workplace: employee vs employer interest.** June 3, 1987. 11 p. 87-510 E
- Reimer, Rita Ann. **Advertising condoms: legal and constitutional considerations.** Apr. 10, 1987. 13 p. 87-325 A
- Shaver, Sheila, and Mark Eddy. **Acquired immune deficiency syndrome: overviews; newspaper editorials and public opinion polls.** July 1987. 105 p. 87-714 L
- Smith, Pamela. **AIDS: an overview of issues: issue brief.** Regularly updated. IB87150

- Stith-Coleman, Irene. **Blood: collection, testing, and processing.** July 23, 1987. 20 p. 87-641 SPR
- Wolfe, M. Ann. **Fifty State survey of State statutes concerning venereal disease as it may relate to AIDS.** Mar. 4, 1987. 13 p. 87-240 A
- Wolfe, M. Ann. **Summary of State statutes which specifically mention acquired immune deficiency syndrome (AIDS).** Feb. 7, 1987. 16 p. 87-239 A

2 Arms Control

- Bowman, Steven R. **Chemical weapons disarmament talks; issue brief.** Regularly updated. 9 p. IB87047
- Donnelly, Warren. **Nonproliferation laws (excluding the Nuclear Non-Proliferation Act): a checklist; archived issue brief.** Sept. 11, 1987. 15 p. IB85052
- Foreign Affairs and National Defense Division. **Fundamentals of nuclear arms control.** Dec. 1986. 424 p. CP 2152
- Gellner, Charles R. **The new interpretation of the ABM Treaty--salient issues.** Feb. 10, 1987. 27 p. 87-164 S
- Goldman, Stuart. **U.S.-Soviet relations in a period of summitry: issue brief.** Regularly updated. 16 p. IB83066
- Goldman, Stuart. **Verification: Soviet compliance with arms control agreements; issue brief.** Regularly updated. 11 p. IB84131
- Gray, Robert C. **Arms control and strategic weapons in the 99th Congress.** Aug. 24, 1987. 48 p. 87-892 F
- Hildreth, Steven A. **Arms control: issues for Congress; issue brief.** Regularly updated. 15 p. IB87002
- Hildreth, Steven A. **Arms control: overview of the Geneva talks; issue brief.** Regularly updated. 11 p. IB85157
- Hildreth, Steven A. **Nuclear risk reduction centers: issue brief.** Regularly updated. 9 p. IB86142
- Hildreth, Steven A. **The Reagan Administration posture toward the ABM Treaty--possible implications.** Sept. 8, 1987. 19 p. 87-746 F
- Hildreth, Steven A., Charles Gellner, and Sherry Shapiro. **The Threshold Test Ban and Peaceful Nuclear Explosion Treaties: background information and Senate ratification issues.** Jan. 16, 1987. 15 p. 87-34 F
- Lehto, Terri. **Statements by President Reagan relating to arms control, April 1, 1986-January 31, 1987.** Feb. 13, 1987. 184 p. 87-116 S
- Lehto, Terri. **Statements of President Reagan relating to arms control, February 1, 1987-May 31, 1987.** June 1987. 47 p. 87-525 S

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- Whittaker, William G. **Labor standards: statistics concerning staffing and compliance activity by the United States Department of Labor, 1976-1987.** Aug. 19, 1987. 17 p. 87-697 E
- Whittaker, William G. **The McNamara-O'Hara Service Contract Act: origins and evolution, 1965-1987.** Mar. 4, 1987. 26 p. 87-42 E
- Whittaker, William G. **The Walsh-Healey Public Contracts Act (1936) and the Contract Work Hours and Safety Standards Act (1969): the 8-hour day in Federal contract work; archived issue brief.** Jan. 30, 1987. 11 p. IB85200
- Whittier, Charles H. **Catholic social teaching and the U.S. economy: the pastoral letter of the American Catholic bishops.** Feb. 11, 1987. 22 p. 87-104 GOV

- Whittier, Charles H. **The Holy See and recognition of Israel.** Oct. 10, 1986. 2 p. 86-833 GOV
- Whittier, Charles H. **The moral arguments in the controversy over abortion, with reference to "human life amendment" resolutions.** Oct. 9, 1986. 5 p. 86-802 GOV
- Whittier, Charles H. **Moral issues in the controversy over South African sanctions.** Oct. 21, 1986. 6 p. 86-932 GOV
- Whittier, Charles H. **The new religious right: background, current agenda, future prospects.** June 25, 1987. 35 p. 87-615 GOV
- Whittier, Charles H. **Science and religion: conflict and accommodations in the Darwinian controversy.** May 5, 1987. 13 p. 87-395 GOV
- Whittier, Charles H. **Speechwriting in perspective: a brief guide to effective and persuasive communication.** Revised Jan. 1, 1987. 31 p. 86-1034 GOV
- Williams, Jennifer D. **Issues in the 100th Congress of special interest to Hispanics: an overview of major issues identified by the Congressional Hispanic Caucus.** Sept. 11, 1987. 30 p. 87-755 GOV
- Williams, Jennifer D. **Lithuanian population by State, 1980.** Jan. 27, 1987. 3 p. 87-71 GOV
- Williams, Jennifer D. **The U.S. Hispanic population living in counties located within 100, 150, and 200 miles of the Mexican border.** Mar. 20, 1987. 19 p. 87-146 GOV
- Winch, Kevin F. **Greenmail: corporate management vs. corporate raiders vs. corporate shareholders; issue brief.** Regularly updated. 5 p. IB87064
- Winch, Kevin F. **Hostile corporate takeovers: investment adviser fees.** Mar. 13, 1987. 11 p. 87-217 E
- Winch, Kevin F. **Program trading: efficiency and volatility in the securities markets.** Mar. 5, 1987. 25 p. 87-186 E
- Winch, Kevin F. **Program trading: is computerized stock market trading a blessing or a curse? Issue brief.** Regularly updated. 4 p. IB87100
- Winch, Kevin F. **Program trading: participation in index arbitrage.** Nov. 4, 1986. 19 p. 86-178 E
- Winch, Kevin F. **Program trading: public policy aspects of index arbitrage.** June 1987. 51 p.
- Winch, Kevin F., and Sheldon J. Brown. **Foreign mergers and acquisitions: non-U.S. companies acquiring U.S. companies.** Aug. 12, 1987. 34 p. 87-711 E
- Winch, Kevin F., and Mark Jickling. **Corporate merger legislation in the 99th Congress: an overview; archived issue brief.** Dec. 5, 1986. 16 p. IB85146
- Winch, Kevin F., and Robert S. Kirk. **Pecora hearings, the Glass-Steagall Act, and the Securities and Exchange Commission: a selected bibliography.** Feb. 4, 1987. 6 p. 87-87 E
- Winch, Kevin F., and Gary W. Shorter. **Corporate mergers: a look at the record.** July 16, 1987. 61 p. 87-612 E

- Woldman, William F. **Prison conditions: the congressional response; issue brief.** Regularly updated. IB81171
11 p.
- Wolfe, M. Ann. **Survey of State statutes concerning employment discrimination of handicapped persons.** May 31, 1987. 4, 9 p. 87-561 A
- Wolfe, M. Ann. **Survey of the fifty States and the District of Columbia statutes generally concerning the quarantine and isolation of persons having a contagious or infectious disease.** Sept. 8, 1987. 6 p. 87-765 A
- Wooten, James P. **Honduras: background on proposed sale of F-5E/F aircraft.** June 3, 1987. 6 p. 87-466 F
- Wooten, James P. **Combatting international terrorism: audio brief.** Apr. 27, 1987. AB50151
- Youth, Thomas. **Amendments to the Prompt Payment Act of 1982: action in the 100th Congress.** July 2, 1987. 13 p. 87-558 GOV
- Zafren, Daniel Hill. **Seizure of foreign vessels in United States ports.** Sept. 15, 1987. 4 p. 87-760 A

C. Listing of All Supergrade Positions by Title, Grade Level and Incumbent at the Beginning and End of FY 1987

As of <u>October 1, 1986</u>			As of <u>September 30, 1987</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statu- tory Rate	Joseph E. Ross	Same	Same	Same
Deputy Director and Senior Specialist in Public Policy	GS-18	William H. Robinson	Same	Same	Same
Associate Director for Management Studies and Senior Specialist in American National Government	GS-18	Thomas W. Novotny	Same	Same	Same
Senior Specialist in American Law (Elections)	GS-17	Vacant	Senior Specialist in American Foreign Policy*	Same	Stanley J. Heginbotham**
Associate Director for Senior Specialists and Senior Specialist in Soviet Economics	GS-18	John P. Hardt	Associate Director for Research Coordination and Senior Specialist in Soviet Economics***	Same	Same

* Position converted on 1/5/87.

** Reassigned to this position on 5/11/87.

*** Title change effective 1/5/87.

As of
October 1, 1986

As of
September 30, 1987

<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	Vacant	Senior Specialist in Social and Information Sciences*	Same	Same
Assistant Director for Policy, Planning and Review and Senior Specialist in Social and Information Sciences	GS-17	Hugh L. Elsbree, Jr.	Assistant Director for Policy and Senior Specialist in Social and Information Sciences**	Same	Same
Senior Specialist in American Public Law and Chief, American Law Division	GS-17	Richard C. Ehlke	Same	Same	Same
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	Earl Canfield***	Same	Same	Same

* Position converted on 12/17/86.

** Title change effective 1/5/87.

October 1, 1986

September 30, 1987

<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	John L. Moore**
Senior Specialist in International Affairs and Chief, Foreign Affairs and National Defense Division	GS-17	Stanley J. Heginbotham***	Same	Same	Robert G. Sutter****
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	Richard E. Rowberg	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Vacant	Same	Same	Charles Doyle*****
Senior Specialist in American Public Law	GS-17	Raymond J. Celada	Same	Same	Same

* Temporarily reassigned from this position to Senior Specialist in Environmental Policy on 2/2/87.

** Temporary promotion extended on 5/11/87.

*** Reassigned from this position to Senior Specialist in American Foreign Policy on 5/11/87.

**** Temporarily promoted to this position from 5/11/87 to 8/8/87 and detailed from 8/8/87 - 9/27/87; permanent promotion effective 9/28/87.

***** Promoted to this position on 12/22/86.

As of October 1, 1986			As of September 30, 1987		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in American Public Law	GS-17	Johnny H. Killian	Same	Same	Same
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	Vacant	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	William A. Cox	Same	Same	Same
Senior Specialist in Price Economics	GS-17	Vacant	Senior Specialist in Economic Policy	Same	Donald W. Kiefer*
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	Vacant

* Promoted to this position on 3/30/87.

** Retired on 8/28/87.

October 1, 1986

September 30, 1987

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Mineral and Regulatory Economics	GS-17	Vacant	Senior Specialist in Environmental Policy	Same	David E. Gushee*
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly	Same	Same	Same
Senior Specialist in Mineral and Energy Resources Policy	GS-17	John J. Schanz, Jr.	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	William W. Ellis	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	Charles H. Levine	Same	Same	Same
Senior Specialist in International Affairs (National Defense)	GS-17	John M. Collins	Same	Same	Same
Senior Specialist in International Affairs (National Security)	GS-17	Charles R. Gellner	Same	Same	Same

* Temporarily transferred to this position on 2/2/87.

As of <u>October 1, 1986</u>			As of <u>September 30, 1987</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in International Affairs (Soviet Union)	GS-17	Vacant	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	Roger H. Davidson	Same	Same	Same
Senior Specialist in Information Policy and Technology	GS-17	Robert Lee Chartrand	Same	Same	Same
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	Specialist in Health Policy*	GS-16	Janet C. Kline**

* Position converted on 1/22/87.

** Promoted to this position on 8/3/87.

October 1, 1986

September 30, 1987

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Social and Information Sciences and Coordinator of Automated Information Services	GS-16	James R. Price*	Specialist in Social and Information Sciences and Coordinator for Technology Planning	Same	Same
Specialist in Social and Information Sciences and Coordinator of Management and Administrative Services	GS-16	Susan C. Finsen	Assistant Director for Operations and Specialist in Social and Information Sciences*	Same	Same
Specialist in Social and Information Sciences and Coordinator of Member and Committee Relations	GS-16	Nancy A. Davenport	Assistant Director for Special Programs and Specialist in Social and Information Sciences**	Same	Same
Specialist in Social and Information Sciences and Coordinator of Review	GS-16	James W. Robinson	Same	Same	Same

* Transferred from this position to the Office of the Director effective 1/5/87.

** Title change effective 1/5/87.

As of <u>October 1, 1986</u>			As of <u>September 30, 1987</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Public Policy and Coordinator of Multidisciplinary Programs	GS-16	Vacant	Same	Same	Paul S. Wallace*
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	Vacant	Same	Same	Kent M. Ronhovde**
Specialist in Economics and Assistant Chief, Economics Division	GS-16	Roger S. White	Same	Same	Same

* Promoted to this position on 2/16/87.

** Promoted to this position on 11/10/86.

October 1, 1986

September 30, 1987

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Social Legislation and Assistant Chief, Education and Public Welfare Division	GS-16	Vacant	Specialist in Social Science Methodology	Same	Same
Specialist in Environmental Policy and Assistant Chief, Environment and Natural Resources Policy Division	GS-16	John L. Moore*	Same	Same	John E. Blodgett**
Specialist in International Policy and Assistant Chief, Foreign Affairs and National Defense Division	GS-16	Robert G. Sutter***	Same	Same	Vacant
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	Jane Bortnick	Same	Same	Same

* Temporarily promoted from this position to Chief, Environment and Natural Resources Policy Division on 5/11/87.

** Alan Barry Carr was temporarily promoted to this position from 6/22/87 to 8/31/87. John E. Blodgett was temporarily promoted to this position on 9/28/87.

*** Robert G. Sutter was promoted from this position to Chief, Foreign Affairs and National Defense Division on 9/28/87.

As of October 1, 1986			As of September 30, 1987		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
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
Specialist in American Public Law	GS-16	Charles Doyle*	Same	Same	Vacant
Specialist in American Public Law	GS-16	Robert D. Poling	Same	Same	Same
Specialist in Commerce and Industry	GS-16	Carolyn Kay Brancato	Same	Same	Same
Specialist in Public Finance	GS-16	Donald W. Kiefer**	Same	Same	Vacant
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

* Detailed from this position to the position of Acting Assistant Chief, American Law Division from 7/21/86 to 11/10/86; Promoted to Senior Specialist in American Public Law on 12/22/86.

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<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
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. Violet	Same	Same	Same
Specialist in Education Finance	GS-16	Vacant	Same	Same	Wayne C. Riddle*
Specialist in Immigration Law and Policy	GS-16	Vacant	Coordinator of Division Research and Specialist	Same	Sharon L. House**
Specialist in Income Maintenance Law and Policy	GS-16	Vacant	Specialist in Social Legislation - Income Maintenance	Same	Velma W. Burke***
Specialist in Agricultural Policy	GS-16	Charles H. 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

* Promoted to this position on 12/8/86.

** Promoted to this position on 8/3/87.

*** Promoted to this position on 8/13/87.

As of October 1, 1986			As of September 30, 1987		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Environmental Policy	GS-16	Vacant	Specialist in Industry and Trade*	Same	Dick K. Nanto**
Specialist in US Alliance Relations	GS-16	Stanley R. Sloan	Same	Same	Same
Specialist in National Defense	GS-16	James P. Wooten	Same	Same	Same
Specialist in US Foreign Policy	GS-16	Ellen C. Collier	Same	Same	Same
Specialist in International Security Policy	GS-16	Vacant	Coordinator of Division Research and Specialist	Same	Leneice N. Wu***
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
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe	Same	Same	Same

* Position converted on 9/3/87.

** Promoted to this position on 9/28/87.

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September 30, 1987

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government (Urban Affairs)	GS-16	Clay H. Wellborn	Same	Same	Same
Specialist in Aerospace Policy	GS-16	Vacant	Same	Same	Same
Specialist in Earth Sciences	GS-16	Joseph P. Riva, Jr.	Same	Same	Same
Specialist in Life Sciences	GS-16	Christopher H. Dodge	Same	Same	Same
Specialist in Science and Technology	GS-16	Vacant	Specialist in International Security Affairs*	Same	Same

* Position converted on 10/14/86.

Supergrade Position Changes in FY 87

<u>As of</u> <u>October 1, 1986</u>	<u>Grade</u>	<u>As of</u> <u>September 30, 1987</u>	<u>Grade</u>
Senior Specialist in American Law (Elections)	GS-17	Senior Specialist in American Foreign Policy	Same
Assistant Director for Assignment, Reference and Special Services and Senior Specialist in Social and Information Sciences	GS-17	Senior Specialist in Social and Information Sciences	Same
Assistant Director for Policy, Planning and Review and Senior Specialist in Social and Information Sciences	GS-17	Assistant Director for Policy and Senior Specialist in Social and Information Sciences	Same
Specialist in Social and Information Sciences and Coordinator of Automated Information Services	GS-16	Specialist in Social and Information Sciences and Coordinator for Technology Planning	Same
Specialist in Social and Information Sciences and Coordinator of Management and Administrative Services	GS-16	Assistant Director for Operations and Specialist in Social and Information Sciences	Same

Coordinator of Member and Committee Relations		and Specialist in Social and Information Sciences	
Associate Director for Senior Specialists and Senior Specialist in Soviet Economics	GS-18	Associate Director for Research Coordination and Senior Specialist in Soviet Economics	Same
Senior Specialist in Price Economics	GS-17	Senior Specialist in Economic Policy	Same
Specialist in Environmental Policy	GS-16	Specialist in Industry and Trade	Same
Specialist in Social Legislation and Assistant Chief, Education and Public Welfare Division	GS-16	Specialist in Social Science Methodology	Same
Specialist in Immigration Law and Policy	GS-16	Coordinator of Division Research and Specialist	Same
Senior Specialist in Health Policy	GS-17	Specialist in Health Policy	GS-16
Specialist in Income Maintenance Law and Policy	GS-16	Specialist in Social Legislation - Income Maintenance	Same
Specialist in Science and Technology	GS-16	Specialist in International Security Affairs	Same

Specialist in
International Security
Policy

GS-16

Coordinator of
Division Research and
Specialist

Same

FY 87 Specialist and Senior Specialist Personnel Actions

John E. Blodgett was temporarily promoted to Specialist in Environmental Policy and Assistant Chief, Environment and Natural Resources Policy Division on 9/28/87.

Velma W. Burke was promoted to Specialist in Social Legislation - Income Maintenance on 8/3/87.

Alan Barry Carr was temporarily promoted to Specialist in Agricultural Policy and Assistant Chief, Environment and Natural Resources Policy Division from 6/22/87 to 8/31/87.

Nancy A. Davenport was reassigned to Assistant Director for Special Programs and Specialist in Social and Information Sciences on 1/5/87.

Charles Doyle was detailed to the position of Acting Assistant Chief, American Law Division from 7/21/86 to 11/10/86. He was transferred and promoted to Senior Specialist in American Public Law on 12/22/86.

Hugh L. Elsbree, Jr. was reassigned to Assistant Director for Policy and Senior Specialist in Social and Information Sciences on 1/5/87.

Susan C. Finsen was reassigned to Assistant Director for Operations and Specialist in Social and Information Sciences on 1/5/87.

David E. Gushee was temporarily transferred to Senior Specialist in Environmental Policy on 2/2/87.

John P. Hardt was reassigned to Associate Director for Research Coordination and Senior Specialist in Soviet Economics on 1/5/87.

Stanley J. Heginbotham was transferred and reassigned to Senior Specialist in American Foreign Policy on 5/11/87.

Sharon L. House was promoted to Coordinator of Division Research and Specialist, Education and Public Welfare Division on 8/3/87.

K. Forbis Jordan, Senior Specialist in Education retired on 8/28/87.

Donald W. Kiefer was transferred and promoted to Senior Specialist in Economic Policy on 3/30/87.

Janet C. Kline was promoted to Specialist in Health Policy on 8/3/87.

John L. Moore was temporarily promoted to Senior Specialist in Environmental Policy and Chief, Environment and Natural Resources Policy Division on 5/11/87.

Dick K. Nanto was promoted to Specialist in Industry and Trade on 9/28/87.

James R. Price was transferred and reassigned to Specialist in Social and Information Sciences and Coordinator for Technology Planning on 1/5/87.

Wayne C. Riddle was promoted to Specialist in Education Finance on 12/8/86.

Kent M. Ronhovde was promoted to Specialist in American Public Law and Assistant Chief, American Law Division on 11/10/86.

Robert G. Sutter was temporarily promoted to Senior Specialist in International Policy and Chief, Foreign Affairs and National Defense Division from 5/11/87 to 8/8/87, detailed to Acting Chief on 8/9/87, and permanently promoted to this position on 9/28/87.

Paul S. Wallace was transferred and promoted to Specialist in Public Policy Coordinator of Multidisciplinary Programs on 2/16/87.

Leneice N. Wu was promoted to Coordinator of Division Research and Specialist in Foreign Affairs and National Defense Division on 8/31/87.