

CRS Report for Congress

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1988

**to the
Joint Committee on the Library
United States Congress**

**Pursuant to
Section 321
Public Law 91-510**

Joseph E. Ross, Director

January 1989



The Government Secretariat has no objection to the
the 1978-79 estimates presented in the budgetary and
proceeding information at the request of the Government. Where
data and this office
The Secretariat is also with respect to the following without fear
can be, in the case of the following studies, reports, comments
those things, the Secretariat would be most pleased to provide
measures taken to ensure the possible effects of these proposals
and their objectives. The Secretariat would also be pleased to
submit studies on what to submit the person if possible, as well
in their respective fields of expertise.

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I. INTRODUCTION: THE CONGRESSIONAL RESEARCH SERVICE

The Congressional Research Service (CRS) of the Library of Congress is charged with meeting the research and information needs of the Congress. With a staff of 860 employees, the Service responded to 487,829 requests for information and analyses in fiscal year 1988 (FY88). The CRS products and services range from quick reference work to in-depth policy analysis projects that could engage a team of six to twelve analysts working for a year or more and may involve the development of a computer model.

The 1970 Amendments to the Legislative Reorganization Act launched a significant transformation in the work of the Service. The Congress called upon CRS to engage more specialists for policy analysis to help the legislative branch attain qualitative analytical parity with the executive branch. CRS was directed to work closely with the Congress in the legislative process, maintain "continuous liaison" with congressional committees, and provide information relevant to their legislative decisions.

The Service was thus expected to become a "research and information arm" of the Congress, knowledgeable in subject areas relevant to major issues before the Congress and able to contribute directly, as requested, at every stage of the legislative process. CRS was also encouraged to be innovative and imaginative in designing new services to assist the Congress and to develop more effective ways to provide traditional services. In response to that mandate, CRS has created new analytical techniques, has become increasingly responsive to the changing demands on Members' time, and has sought to establish new methods to disseminate information responding to the emerging needs of the Congress.

TRADITIONAL PRINCIPLES GUIDING CRS ANALYTIC RESEARCH

Over the years CRS has developed guidelines for providing services to the Congress. Principles that guide the Service in fulfillment of its charter are:

- Legislative relevance
- Nonpartisan balance
- Clarity and objectivity
- Appropriateness
- Timeliness
- Confidentiality.

Adherence to these principles is essential to attaining the goal of offering the Congress analyses of the highest quality in the forms that are the most useful and appropriate.

AFFIRMATIVE ACTION INITIATIVE

Another important dimension in assuring high-quality research is recruiting and retaining high-quality staff. CRS has a vigorous recruitment effort to fill staff vacancies, with emphasis on affirmative action to ensure a staff that is both highly competent and more representative of the society in which we live.

In a continuing effort to meet the affirmative action objectives of the Service, CRS implemented the Graduate Recruit Program and began the Law Recruit Program. Both programs are designed to recruit highly qualified applicants for CRS professional positions, with emphasis on minority applicants, and thereby to enhance the diversity of CRS's professional staff.

After intensive recruiting at graduate schools with high concentrations of minority students, CRS attracted a total of 143 applicants for Summer Associate appointments. Thirty-five were selected through either the Graduate Recruit Program or the Library's Graduate Cooperative Education Program. Of the total selected, 57 percent were women and 74 percent were from minority groups, including 2 Asians, 13 blacks, and 11 Hispanics. The Graduate Recruit Program offers participants the opportunity for subsequent consideration for noncompetitive placement in permanent positions. The Graduate Cooperative Education Program offers the possibility of a 13-month appointment following the initial temporary appointment. Permanent placements and indefinite appointments under these programs depend on the participant's success in the summer program and on the availability of funding and vacant positions in the subject areas for which the participants are qualified. Thus far, of the 32 participants who completed their initial appointment, 18 returned to graduate school, and CRS expects that a number of them will return in some capacity when they complete their education; 4 have been placed in permanent positions; 5 have been offered 13-month appointments, and 1 has been extended for an additional temporary appointment. CRS extensively evaluated the programs following completion of the summer appointments, and recruiting plans for the summer of 1989 were under way by the end of the fiscal year.

The Law Recruit Program and the cycle of law student recruiting begins in the early fall, and managers of the American Law Division began recruiting in September for appointments that will be made effective in the late spring and summer of 1989. A major factor in selection of law schools at which recruitment will occur is the potential for achieving a larger pool of qualified minority applicants.

INNOVATIVE TECHNIQUES IN FY88: LOOKING TO THE FUTURE

To enhance its responses to congressional requests, CRS has launched a number of forward-looking projects and products.

Client Needs Assessment

In FY88 CRS began to design an ongoing program to improve its ability to assess and meet the changing needs of the Congress. The objective is to gather information on how the Congress uses and evaluates CRS products and services, and on how the CRS product line might be made more effective and responsive to that assessment, consistent with the terms of its legislative mandate. The needs assessment effort will survey congressional clients, study CRS processes and statistics, consult with CRS staff, and make recommendations based on its findings. The assessment will explore congressional needs incrementally and try to gather essential information without burdening the congressional community. This work will be implemented in FY89.

Review of Products and Services

With the advent of the 100th Congress, CRS initiated a comprehensive internal review of the entire CRS product line. As a result of this two-year effort, a number of products were consolidated, made more accessible to the Congress, and made easier to read. The new look for CRS products will be virtually complete as the bicentennial 101st Congress meets in January.

Congress in the Year 2000

As CRS looks ahead to the changing needs of the Congress and develops new analytical tools and products, it has also embarked on a new project in FY88 entitled "Congress in the Year 2000." This project, now in its initial stages, will highlight challenges and opportunities for the House and Senate and for CRS in the year 2000. CRS will look at demographic, economic, and technological projections to develop a picture of the domestic and international policy environment that the Congress is likely to encounter in the year 2000. One objective of the project is to identify new issues that will emerge in the next decade, assess how the scope and definition of familiar issues will change, and illuminate the policy choices and operational challenges that these developments will pose for the Congress. This project will be part of the Library's celebration of the bicentennial of the Congress.

Optical Disk Congressional Access Project

Work has begun to replace the CRS Selective Dissemination of Information (SDI) alerting and document delivery system. A high-technology optical disk-based replacement system, now being assembled, is expected to be fully operational in FY90. When completed, it will provide a quicker, more reliable method to store, retrieve, and copy materials cited in the CRS public policy literature data base. This system has the potential to provide improved and expanded services in the future, eventually including direct congressional access to documents.

On-line Products File

Improvements are also planned in early 1989 for some of the SCORPIO data bases created by CRS. Most significantly, a CRS products file will include one-page summaries of all CRS reports and a facility that will enable Members and staff of the Congress to order CRS products on-line through the computer. These developments should provide much faster and more efficient congressional access to CRS materials.

New Media Forms

CRS also has begun to emphasize audio and visual approaches to inform the Congress. This emphasis on different ways of communicating information to the Congress is driven by several forces. The legislative environment itself depends on oral communications. Moreover, with the heavy workload that the Congress faces, the pace of the legislative day is brisk and the content often fragmented. In such an environment, there may be precious little time for reading by Members or staffs.

CRS has been responsive to these emerging needs for nonwritten formats to convey information. These formats are becoming popular and effective as some Members of Congress draw on oral communication and its advantages as a supplement to written communication. Thus, forms for communicating CRS information include in-person briefings by specialists, workshops, seminars in the Capitol at breakfast--all offering opportunities for questions, explanations, feedback--as well as audio cassettes, video cassettes, and TV programs on channel 6 of the Congressional Cable System.

Major CRS research activities might also be conveyed in multiple products in a variety of formats. A seminar, for example, might be videotaped for private viewing or shown on channel 6. The audio portion of the tape might be copied and edited to produce an audio cassette. In such ways, Members can make use of the research effort of CRS analysts presented in multiple formats and at convenient times and in preferred formats--which can multiply the benefits of the original research.

TYPES OF CRS ANALYTICAL RESEARCH

CRS analyses for the Congress generally serve one of five functions. These categories, which are not always mutually exclusive, describe the approaches CRS has developed to serve these functions.

Facilitating Legislative Action

CRS can play a significant role in facilitating congressional consideration of legislative issues and can assist in nearly all phases of policy analysis for the Congress. It can define the issue in a way that fosters understanding and can identify the basic cause of the problems under consideration in ways that highlight available policy choices. Drawing on the resources of the Library of Congress, the academic community, executive branch agencies, and other

information sources, CRS can lay out alternatives for congressional action--and trace the possible effects. Through this process, the Service attempts to draw from the best sources possible and structure analyses for effective use in the legislative process. The Service can also assist Congress in all phases of the legislative process--from helping to design hearings to assisting conference committees.

Research and Analysis on Legislative Issues

Member and committee offices request CRS studies on specific legislative issues of interest. These studies, usually negotiated directly by CRS analysts and congressional requesters, differ in complexity, depending on the breadth and timing of the issue. The hallmarks of this type of study are rigor, balance, and timeliness. CRS analysts define and explain technical terms and concepts, frame the issues in a legislatively manageable and relevant context, and provide appropriate, accurate, and conceptually valid quantitative data. Beginning in FY88 all reports now contain a one-page summary. The majority of these studies are produced as *CRS reports for Congress* and are distributed widely throughout the congressional community; some are published by committees to ensure even broader distribution. In FY88 CRS produced 1,082 reports for Congress; congressional committees published 51 studies prepared by CRS analysts.

The *issue brief*, another CRS written product format, summarizes congressional issues in relatively short (15 pages or less), 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 excellence, timeliness, balance, and conciseness. These briefs, like all CRS products, do not make legislative policy recommendations, but they may draw analytical conclusions. There were over 350 active issue briefs kept current by CRS analysts and approximately 400 archived issue briefs readily available in FY88; over 290,000 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-line on congressional computer terminals as well as in paper form.

Confidential memoranda, written for a specific office, constitute a third format for CRS legislative analysis. These tailored memoranda are solely for the use of the requesting office and are not distributed further unless permission has been given by that office. Memoranda are often used by CRS attorneys, for instance, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also create an advocacy document that incorporates the viewpoints or assumptions of the requesting office for the requester's use in his own name.

A major legislative issue area is selected and analyzed in a series of concise articles in most editions of the *CRS Review*, which is issued ten times during the year. This publication is distributed to Members, their staffs, committees, and other offices of the legislative branch and serves as a digest of selected CRS products in substantive policy areas. The January 1988 edition updated the CRS projection of major issues of the 100th Congress; the September edition examined the recent term of the Supreme Court and discussed issues to be confronted in the current term. Topics selected for the other *Review* issues were science and the budget, world oil options and alternatives, Central American peace prospects, the budget dilemma, international trade, arms control after the Moscow summit, challenges to education, and the cities.

Seminars, Background Information, and Explanation

CRS reports, memoranda, and issue briefs serve as general written sources of information and explanation on major national issues of greatest relevance and interest to the Congress. CRS also compiles packages of explanatory information, including CRS reports and issue briefs, and assembles this information into "*info packs*" that become resources for congressional staff for answering constituent requests or providing general background on issues. In January 1988 CRS sponsored its tenth annual Public Policy Issues Institute (PPI). With a corps of presenters 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 Congress. The PPI *seminars* held in January 1988 had 1,008 participants--almost double the number of attendees in FY87. The semiannual series of fifteen *briefings* by CRS attorneys on current legal issues of interest to Congress, the "Federal Law Update Series," was also presented in October 1987 and May 1988.

Throughout the year, CRS sponsors periodic seminars for Members and staff on active policy issues. These seminars feature a combination of CRS and outside experts to explore various facets of an issue. In FY88, CRS held 106 seminars and workshops on public policy issues, 13 institutes on congressional processes, and 13 events exclusively for Members of Congress. Attendance, limited to Members and congressional staff, totaled 6,835.

Legislative Summaries, Digests, and Compilations

Historically the Congress has asked CRS to maintain records of its legislative activities. CRS reports, 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. These CRS reports explain how legislative changes, some of which may be technical in nature, have addressed major national issues.

One CRS publication provides a brief account, twice a year, of the major legislation before the Congress at any one time. The most recent issue, *Major*

Legislation of the 100th Congress, describes about 250 separate pieces of legislation in the context of 125 issue areas.

In keeping with a 53-year statutory requirement, CRS also prepares an annual *Digest of Public General Bills and Resolutions*. The 2,219-page publication for the 100th Congress, first session, contains a summary of every public measure introduced in the Congress during the session. The published *Digest* is distributed to all Members of Congress and congressional committees and, through the Government Printing Office, to depository libraries and private subscribers.

CRS compiles summaries of all current public bills using its data base, which is updated daily with analytic information from CRS Bill Digesters and with information from the White House and Senate computer centers.

Institutional Memory

Many CRS analysts have sufficient experience to constitute a valuable institutional memory for the Congress on particular issues and statutes. This function is carried out in various ways--through committee consultations, telephone conversations, or personal briefings and through written reports and products. The CRS institutional memory is often 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 reauthorization questions.

THE CRS MAJOR ISSUE SYSTEM

As part of Service-wide planning efforts, CRS managers attempt to anticipate major congressional issues. Beginning in FY87, CRS initiated a formal program with goals of identifying and defining major issues, structuring them for more effective scrutiny by the Congress, and providing effective, timely, and comprehensive products and services to the Congress. The 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 virtually certain to be the subject of congressional hearings and legislative action. Issues included in this system are reviewed and amended or changed expeditiously, as appropriate. At the end of FY87, 20 major issues were identified for inclusion in the major issue planning system.

CRS responds with relevant analysis and research on all issues of congressional interest including those not in the major issues planning system. The 20 issues for FY88 were:

AIDS	Deficit Reduction
Air quality	Drug Control
Arctic resources controversy	Economic conditions
Arms control	Education: federal
Aviation safety	concerns

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Campaign financing	Farm problems
Central American peace prospects	Health care
Child day care	Persian gulf
Defense procurement investigation	SDI
Defense spending priorities	Trade
	Welfare

For each issue, an interdivisional team is established and a major issue brief prepared to serve as a vehicle for tracking legislative developments. Since the major issues were identified at the beginning of FY88, CRS managers reevaluated them and added three new issues that reflect heightened congressional interest since January: drug control, defense procurement investigation, and child care. At the same time, one of the original issues (nuclear waste disposal) was dropped from the planning system following FY88 legislation on that issue.

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 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.

AIDS

Interest in Acquired Immune Deficiency Syndrome (AIDS) was high at the beginning of the 100th Congress and continued to grow during the second session. Despite the increases in government expenditures related to the disease, a large number of public policy and legal issues remains--such as the expiration of federal grant money to pay for AZT (the only drug approved for AIDS treatment) for those lacking insurance, the pace of introductions of new AIDS treatments, the determination of the "proper" level of funding for research and treatment of this disease, the possible breakout of AIDS into the general population, and issues of confidentiality and insurability of AIDS victims. More than 100 bills addressing these and other AIDS concerns were introduced in the 100th Congress; more than two dozen hearings were held; and myriad requests for analysis and information were received and answered by CRS.

The CRS AIDS team, coordinated by SPR and consisting of members of ALD, CRD, ECON, EPW, FAND, GOV, and LSD, produced or maintained five issue briefs on AIDS, seventeen reports, an info pack, numerous memoranda; they provided briefings and other forms of assistance for committee prints, hearings records, and bill analyses, and reports.¹ ALD attorneys presented two Federal Law Update lectures on AIDS-related legal issues. CRS also conducted a well-attended breakfast seminar for Members of Congress, featuring the study prepared by the chairman of the President's Commission on AIDS and the chairman of the National Academy of Science Institute of Medicine, "Confronting AIDS: Update 1988."

¹To preserve space, the following abbreviations are used for CRS divisions:

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
LSD	Library Services Division
SPR	Science Policy Research Division

AIDS issues presented the Congress with difficult civil rights questions that arise from the urgent need to control the spread of the virus and assist those already infected. ALD prepared a report on the legal implications of the contagious disease amendment to the Civil Rights Restoration Act, and meetings were held with committee staff members from both the House and Senate. Similarly, proposed amendments to the Fair Housing Act concerning contagious diseases were the subject of ALD written analysis and consultations. ALD attorneys also assisted [REDACTED]

[REDACTED] in drafting the discrimination section of the committee print, "A Generation in Jeopardy: Children and AIDS." GOV analysts provided information to committee staff in preparation for hearings and legislation on a number of topics including the expected impact of AIDS on prison health care and the disproportionate incidence of the disease among minority populations. EPW and FAND staff prepared issue briefs on AIDS health care and on international and U.S. military aspects of the AIDS problem.

The growing literature on AIDS was recorded by LSD in the CRS Bibliographic Data Base coverage of the topic. By year end there were some 600 works cited, including 21 CRS products. The CRS report bibliography, "AIDS: Acquired Immune Deficiency Syndrome," provides selected references on the topic in such areas as research and epidemiology, children and AIDS, homosexuals, and the costs of AIDS. CRD distributed several thousand info packs on AIDS, one of the topics receiving the most requests in that division.

Air Quality

In November 1987 the Senate Environment and Public Works Committee reported amendments to the Clean Air Act. Although no amendments were passed in the first session, the Congress, in the FY88 Continuing Resolution, did extend by eight months the deadline for attaining compliance with National Ambient Air Quality Standards. As the air quality debate was taken up in the new year, 38 Senators asked ENR staff to extend earlier analysis on the costs and benefits of various titles of the proposed Clean Air Act Amendments. Working in cooperation with the Office of Technology Assessment and the Congressional Budget Office, ENR staff prepared comprehensive analyses of the issues surrounding nonattainment of statutory deadlines for ozone and carbon monoxide and analyzed cost and benefits of acid rain reduction, control of air toxics, mobile source emissions, and ambient air quality standards. As a result of this work, ENR staff presented a series of briefings to congressional staff and Members and began preparation for a major symposium and papers by national experts on the health benefits of improved air quality.

During the year ENR staff worked closely with Members in the House on a compromise package for clean air. Toward the end of the session, ENR researchers were instrumental in providing advice and timely analysis to the principal Members in both the House and Senate who were working on a final, close-of-session attempt to draft a clean air compromise. ALD attorneys also prepared a comprehensive report on court cases under the Clean Air Act

during 1980-88. Although the compromise did not succeed, the extensive work produced by CRS staff will be available as the issue is reconsidered in the 101st Congress.

ENR staff also prepared reports and analysis on indoor air pollution, including the growing concern about radon; asbestos issues, including modifications to current asbestos legislation; and municipal waste incineration issues relevant to the Clean Air Act. The key issues on which ALD attorneys contributed were acid rain, ozone and carbon monoxide nonattainment, toxic emissions, and municipal incinerator emissions.

Arctic Resources Controversy

When the Congress established wilderness lands and wildlife refuges on Alaska's North Slope in 1980, it postponed a decision on oil and gas leasing along an especially important segment of the Arctic Coast pending further study by the Department of the Interior. In early 1987 the department recommended that these lands, lying within the Arctic National Wildlife Refuge (ANWR), be opened to oil and gas exploration. Because of the ecological importance of the area and because it represents the most promising U.S. onshore oil prospect, the recommendation unleashed intense legislative activity by several committees in the House and Senate. ENR staff, along with staff from ALD, SPR, and CRS senior specialists, directly supported this legislative process through a series of timely reports and analyses, in-person briefings, and assistance on hearings for several committees. Areas of CRS inquiry included ANWR oil and gas potential, national energy supply and security concerns, the ecological setting and sensitivities, options for mitigating impacts, and legal issues surrounding federal leasing and development.

In other related work, CRS staff provided support for a series of hearings by [REDACTED]

[REDACTED] prepared detailed comparisons of alternative bills for opening ANWR reported from House and Senate Committees, and provided in-person briefings and testimony. An ALD attorney and ENR analyst visited Prudhoe and ANWR areas to meet with Native, federal, state, industry, and environmental groups; wrote reports on Alaska state laws that might affect development of ANWR; and contributed to and reviewed several interdivisional products on ANWR issues, including an analysis and comparison of the principal bills and a large report on ANWR.

Arms Control

Arms control was the focus of U.S.-Soviet negotiations, including two Reagan-Gorbachev summit meetings. Interest centered on the signing and ratification of an agreement eliminating Intermediate-Range Nuclear Missile Systems (commonly known as INF). Predictably strong congressional concern was expressed on issues raised in Senate deliberations before ratification of the treaty, and broader issues involving the treaty's implications for U.S.-

Soviet relations, a possible accord governing longer range missiles (START), the NATO-Warsaw Pact military balance in Europe, and U.S. support for allied security in Europe. FAND's response included preparation of five reports for the [REDACTED] [REDACTED] [REDACTED] [REDACTED] to support hearings on the treaty, an issue brief, and an in-depth CRS report highlighting issues associated with the treaty. FAND also completed a detailed examination of U.S.-Soviet positions on the START negotiations using the unique CRS "cost-to-attack" computer model to delineate the likely range of U.S.-Soviet measures for limiting the development of strategic arms.

Other work on arms control encompassed a range of activities. To respond to a related issue, the possibility of limiting production of nuclear weapons materials as a means of arms control, SPR prepared an issue brief and briefed several staff on this option. In cooperation with FAND and ALD, an ENR analyst prepared an issue brief on the potential environmental effects of missile destruction under the terms of the recently signed INF treaty. ALD attorneys prepared written analyses and engaged in extensive consultation on the treaty ratification process and on questions related to treaty interpretation and reservations.

LSD bibliographic efforts on arms control centered around a report on the INF treaty and related issues, with CRD support. CRD response to requests on the final negotiations and signing of the treaty included distribution of several thousand info packs.

Aviation Safety

The aviation agenda of the 100th Congress was, to a large extent, a response to the continuing effects of the airline industry's deregulation in 1978. The Federal Aviation Administration (FAA), which manages the air traffic control system and oversees airline safety and the nation's airports, has not kept pace with growth and change in the deregulated airline industry. As a result, FAA and airport resources are at times stretched to the limits of capacity, upsetting balance and threatening safety and efficiency in the air transportation system.

The 100th Congress considered a range of more than 50 legislative proposals aimed at restoring system balance and improving safety. Many of these found their way into the two major aviation enactments of the 100th Congress: an omnibus funding bill containing the FY88 FAA appropriations (P.L. 100-202); and the Airport and Airway Trust Fund reauthorization bill (P.L. 100-223). In response to mandates contained in these bills, the FAA has initiated rule-making to put into effect or broaden the use of such safety technologies as mid-air collision avoidance systems, stronger aircraft passenger seats, more effective water survival equipment, altitude-reporting (Mode C) transponders, and cockpit and flight data recorders. The bills also establish new funding levels for aviation and allow for growth in the agency work force and expanded airport and system capacity.

GOV staff responded to inquiries about the status and the effects of the Airline Passenger Protection Act of 1987 (H.R. 3051), which was reported in conference with a Senate amendment requiring controlled substance testing of FAA air traffic controllers and other specific personnel in the common carrier industry.

Besides providing direct assistance to Members and many of the committees involved in aviation oversight, SPR prepared three new issue briefs on aviation for the 100th Congress. The issue of expanded Mode C use was addressed in a CRS report that was used in responding to numerous congressional requests. SPR also worked with the Office of Technology Assessment and the President's Commission on Aviation Safety in the preparation of major aviation safety/policy studies undertaken at the behest of the Congress, in particular the House Public Works and Transportation Committee and the Senate Majority Leader.

Campaign Financing

The efforts in the 100th Congress to revise the nation's campaign finance laws were dealt a setback on February 26, after the eighth unsuccessful attempt to invoke cloture on S.2, the Boren/Byrd bill. Despite 52 co-sponsors, the bill's supporters were unable to overcome opposition to expenditure limits and public funding of elections. The Senate filibuster on S.2 generated intense work for the GOV Congress Section on unusual procedural circumstances and developments, including the issuance of arrest warrants for absent Senators. Opponents of the measure vigorously protested the Senate's ordering the Sergeant-at-Arms to arrest absent Members in order to secure a quorum at one point during the deliberations. ALD worked closely with the

██████████ during the hearings and many days of floor debates on consideration of S.2 and S.J. Res. 282 in the 100th Congress. GOV analysts provided background information and met with Senate staff on some of the decisions and problems that the Senate's Presiding Officer can face during a filibuster.

The Committee on House Administration held hearings on campaign finance reform in spring and summer of 1987. ██████████

██████████ H.R. 4952 would essentially prohibit contributions of funds to federal office candidates that were raised in state and local races, which often include federally prohibited corporate and labor union contributions. ALD also aided in the drafting and consideration of H.R. 5121; it was passed by the Subcommittee on Elections on September 14, 1988, but failed to pass the full committee on the same day.

A major report was prepared for the ██████████ by ALD staff addressing the problem of "soft money" in federal elections. ██████████

██████████ ALD prepared a legal memorandum noting and analyzing various legislative options for federal campaign finance

reform that will be the basis of campaign finance legislation to be introduced by the chairman at the beginning of the first session of the 101st Congress in January 1989. Other related ALD activities included the preparation of *House Election Law Guidebook* (H. Doc. 100-208), the *Senate Election Law Guidebook* (S. Doc. 100-25), and *Nomination and Election of the President and Vice President of the United States, 1988* (S. Doc. 100-24).

Central America Peace Prospects

Congressional interest in Central American peace remained high throughout the year: the Congress continued to debate the pros and cons of U.S. aid to the Contras, despite the agreement in spring 1988 to a ceasefire among the contending Nicaraguan parties; elections were held in El Salvador amidst a resurgence of conservative forces as President Duarte fell ill with terminal cancer; and unsuccessful efforts in Panama and by the United States to remove strongman Manuel Noriega brought about a major crisis in U.S.-Panamanian relations.

Several CRS divisions responded to congressional inquiry on Central America. ALD analysts prepared numerous summaries on legislation dealing with Nicaragua, El Salvador, the Contras, and peace in Central America. FAND staff prepared, among other presentations, several situation reports on the countries of Central America and issue briefs on the peace process and the developments in Panama. They updated existing issue briefs on problems in the region and provided numerous memoranda, sets of questions, and other close support for the many Members and staff with a strong interest in Central American developments. The CRD foreign affairs team prepared background information on the value of aid and equipment given to nations in the region, on the administration's policy in Central America since 1981, and on the Arias plan for peace.

Child Day Care

The federal government funds numerous programs that support services related to child care, but there is no coordinated federal system of child day care. In the 100th Congress more than 100 bills were introduced containing various child care provisions and more than a dozen committees and subcommittees held hearings. Congress enacted some child care provisions in the Family Support Act and in early childhood development legislation. Remaining unresolved, however, are many issues about the federal role concerning the quantity, quality, and cost of child care.

An EPW analyst coordinated CRS work on this issue, and EPW staff helped committee staffs prepare hearings; wrote background reports on existing programs, issues, and proposed legislation; prepared bill comparisons; and assisted with major bills throughout the legislative process. Staff analyzed data on day care arrangements of working mothers and gave technical assistance, including analyses of issues specific to various bills such as estimated state allotments and the size and composition of the eligible recipient population. CRS analysts also briefed Members on child care

standards, regulation of providers, and child care supply and demand; assisted with a broad range of committee documents, including background briefing papers for markups and portions of committee reports; and maintained an issue brief on child day care.

CRD prepared an info pack and responded to numerous requests for summaries of pending legislation and background information on various aspects of child care.

An ALD tax specialist analyzed the tax implications of various child care proposals. ALD attorneys also worked closely with Senate and House committees on constitutional questions raised by the bill on primary child care. Ultimately it was the legal and constitutional issues of aid to religious institutions and nondiscrimination guarantees that resulted in the failure to reach agreement on a legislative package at the end of the second session of the 100th Congress. Both questions will undoubtedly return as Congress tackles the child care issue in the next Congress.

Defense Procurement Investigation

Defense procurement, long an issue of congressional interest, became a major issue following the heightened interest in June associated with a sweeping defense procurement investigation. FAND served as coordinator for the CRS research effort, produced an overview issue brief, and completed reports giving the chronology of events and the profiles of individuals and companies associated with the investigation. Briefings, memoranda, and other close staff support were provided to various committees in the Congress interested in defense procurement reform.

ALD staff prepared reports on the provisions of law that might be relevant to the facts reported, analyzed the "revolving door" law and related conflict-of-interest laws concerning current and former Department of Defense (DOD) personnel, and briefed committee staff on various legal issues. Ethics and conflict-of-interest matters were also addressed in a congressional proposal to expand the "revolving door" to include legislative branch personnel, including Members. ALD attorneys prepared analysis and briefings for the [REDACTED] on this legislation, which has passed both houses in different forms.

A number of CRS divisions worked on related topics. Throughout the year ALD staff prepared briefings and written legal memoranda on particular ethics and conflict-of-interest concerns of Members and staff and on issues relating to oversight of the executive branch. An LSD bibliographic project since mid-1988 has been the daily compilation of magazine articles, reports, and newspaper articles on the defense procurement investigation. LSD made copies of these items available to congressional committees, the Rayburn and Senate Reference Centers, and the La Follette Congressional Reading Room. Printouts from searches in the CRS Bibliographic Data Base, NEXIS, Magazine Index, Newspaper Index, and Public Affairs Information Service Index have augmented the daily compilations. The CRD response included

such information as lists of top defense contractors and reaction to the investigation.

Defense Spending Priorities

A matter of growing concern to the Congress has been finding ways to develop U.S. military strength in a period of budgetary restraint. FAND analysts prepared three issue briefs tracking and analyzing congressional action in the budget process and answering common questions received from congressional clients on the budget process; and three separate reports to brief Members and staff on the Gramm-Rudman-Hollings requirements and intricacies of the budget process and on the budget and acquisition profiles of representative weapons systems. FAND also provided information and detailed sets of questions on the defense budget, both to the two armed services committees and to the budget and appropriations committees.

Another important aspect of the nation's defense policy is the growing reliance on advanced technology to offset numerical superiority by potential adversaries. A crucial aspect of maintaining this policy is a strong defense R&D technology program within the DOD. To assist the Congress in examining this, SPR has been working with the Office of Technology Assessment for the Senate Armed Services Committee on a major assessment of the defense technology base program. SPR analysts participated in testimony before this committee on the issue; prepared a report on the organization, operation, and effectiveness of the DOD program; and responded to congressional requests for analyses of the entire DOD R&D program calling for comparison of federal support for civilian and defense R&D.

On related issues, congressional attention was directed to the extent of U.S. allies willingness to share our common defense burden. Several FAND analysts prepared sets of questions and gave briefings to armed services and appropriations committee members. A FAND specialist in allied relations testified before a special subcommittee and prepared a detailed analytical CRS report on allied burden-sharing. Controversial measures either to spend or save money in the defense budget were treated in 10 issue briefs and reports on such topics as military base closure and the costs of different inter-continental ballistic missiles.

Deficit Reduction

Struggling to live within the limits of the Gramm-Rudman-Hollings (GRH) deficit-reduction target, the Congress had many questions about the federal budget. By year end, deficit reduction was one of the five topics on which CRS received the most inquiries. CRS ECON staff prepared numerous analytical memoranda to compare budget figures, such as presidential and initial congressional budget proposals and actual final outcomes for particular fiscal years. The FY89 federal budget was summarized in an issue brief.

The Revenue Act of 1987, enacted in December as part of the Omnibus Budget Reconciliation Act of 1987, was an effort to raise revenues to help

meet the GRH target. The technical corrections to the Tax Reform Act of 1986, considered in both sessions of the 100th Congress and the subject of many inquiries received by ALD staff, included numerous disparate tax provisions. Because of the detailed and complex nature of the individual tax provisions in these bills, the topics were examined separately. ECON analysts reported on the "uniform capitalization" requirement as it affects artists, writers, and farmers; the tax years of partnerships and corporations; and the "phantom" income of mutual funds. The many questions about the taxation of life insurance led to a CRS report explaining the concept of "inside build-up" and an issue brief on single-premium life insurance.

ECON also prepared reports on individual income taxation: individual income tax rates for 1988, tax liabilities and effective tax rates for individuals and families of different size and income, tax treatment of senior citizens, income averaging, and marriage neutrality. Responses were provided on numerous questions about particular deductions and the treatment of employee fringe benefits. A CRS report and issue brief were prepared on the recent debate over lowering the rate of tax on capital gains. Other ECON reports examined the income taxation of specific industries, taxes in the international arena, energy taxation, value-added tax, federal credit activities, and federal influence on state and local finances.

Still other requests were answered by the GOV staff concerning the timing and status of appropriations bills, budget resolution, possible sequestration, and reconciliation. Assistance was provided by budget process and congressional organization specialists on the GOV staff through briefings, meetings with committee staff, and analysis. Among other activities, GOV analysts prepared an issue brief on the status of sequestration; material was provided to Members seeking information on the Impoundment Control Act of 1974 and the Gramm-Rudman-Hollings amendments; a CRS report was written on budget reform; and background and historical materials were gathered in response to requests for analysis of various budget issues of concern to the Congress.

The ALD staff responded to another area of legislative concern, the unrelated business income tax. The ALD tax group [REDACTED], which held hearings and considered alternative proposals for modifying the present law. The group also responded to numerous inquiries from individual offices on the present law and various proposals that were under consideration. A major study of intergovernmental tax immunity was also completed during the year, and ALD tax attorneys conducted a series of seminars focusing on recent developments in topics such as the gift tax, estate tax, and generation-skipping.

Deficit reduction ranked second in requests received by CRD on major issues. The division responded to a huge volume of requests on this topic and distributed thousands of info packs.

Drug Control

Legislative proposals to stem the tide of drug use in the nation, especially the Omnibus Anti-Drug Abuse Act of 1988, created a broad range of requests by the Congress for information. GOV analysts addressed, among other Member concerns, links between drugs and crime, youth gangs and drug trafficking, the federal drug control budget and manpower, the administration's new "zero tolerance" program, implementation of the Anti-Drug Abuse Act of 1986, and the drug "czar." SPR fielded requests for information on testing, efficacy, and addictive and other health effects.

A number of research projects were initiated by Members concerned about border management and reorganization, with much of the focus on drug trafficking. In one project, at the request of a Senate committee, several GOV specialists, ALD attorneys, and a LSD bibliographer prepared a draft committee print on border management and reorganization. Five briefings and discussions were held with a House subcommittee looking at recent legislation to merge several federal agencies into a new Treasury Department Office of Enforcement and Border Affairs.

Some of the legal issues pertaining to drug control that were examined by ALD attorneys were the use of the military to aid in the interdiction of drug traffic, capital punishment for drug-related murders, youth offenders, search and seizure regulation, the constitutionality of drug testing, the legitimacy of constructing a civil penalty adjudicatory structure for drug offenses, and proposals to create drug-free workplaces. ALD staff also summarized a large number of measures pertaining to drug abuse and trafficking. In one project, at the request of a Senate committee, several GOV specialists, ALD attorneys, and a LSD bibliographer prepared a draft committee print on border management and reorganization. Five briefings and discussions were held with a House subcommittee looking at recent legislation to merge several federal agencies into a new Treasury Department Office of Enforcement and Border Affairs.

The international aspects and role of the military in the drug problem in the United States were the focus of a number of activities by FAND: an issue brief on international narcotics control, a workshop on the role of the military in control of illegal narcotics coming into the United States, and a report providing legislative analysis of provisions in the defense authorization bill on the U.S. military's role in drug interdiction. FAND staff also prepared a "policy alert" report and a detailed study examining President Reagan's certification that certain countries suspected of harboring illegal drug-related business were eligible for U.S. foreign aid.

LSD and CRD gave bibliographic and reference support on the drug control issue. The LSD staff maintained literature sources for use by the Congress in CRS report bibliographies on such topics as drug testing, drug legalization, narcotics interdiction and the use of the military, and prevention and treatment of drug and alcohol abuse. A microthesaurus was created on crime and criminal justice to aid readers in tracking punishment issues. CRD

major topics included military intervention, countries importing and producing drugs, treatment and education programs, and seizure of disposal of property and equipment of drug dealers.

Economic Conditions

Congressional interest and activity in a broad range of domestic and international economic problems remained intense during FY88. Members and committees devoted significant time and attention to such pervasive economic issues as trade relations and policy, international debt, financial institution solvency and restructuring, national and international competitiveness, domestic and international changes in corporate ownership, housing affordability, and changes in U.S. income distribution. Also receiving congressional attention were minimum wages, plant closings, and bilateral trade.

Domestic and international macroeconomic policy issues were continuing concerns in the Congress. Issue briefs, CRS reports, and memoranda were prepared by ECON staff on issues such as the expanding economic activity and employment. To review macroeconomic developments and assess prospects for the future, ECON analysts held quarterly CRS Economic Briefings on the state of the economy for Members and staff. Legislative support in this area was provided to eight House and Senate committees.

A major focus of macroeconomic policy continued to be the large federal budget deficit. With the continuation of the record-breaking economic expansion, however, and relatively low rates of unemployment, some believe the risk of accelerating inflation is also a growing concern. Related to these issues, ECON provided reports and issue briefs on monetary policy, the current status of the economy, the prospects for an economic downturn, the financing of the budget deficit by issuing indexed bonds, the potential economic effects of deficit reduction, and the U.S. saving rate.

The Competitive Equality Banking Act of 1987, the first major piece of banking legislation in four years, continued to have a major influence on ECON work. The law provided for recapitalizing the financially strapped Federal Savings and Loan Insurance Corporation (FSLIC), regulating nonbank banks, establishing emergency interstate bank acquisitions, streamlining credit union operations, and regulating consumer check holds. It also imposed a moratorium on expanded powers for depository institutions. Many of these provisions have been the subject of additional new and follow-up legislation. To support congressional efforts in these areas, ECON prepared issue briefs and reports and conducted numerous congressional briefings on the deposit insurance system, the separation of banking and commerce, and interstate banking and financial "restructuring." More than a dozen of the most important and timely reports and issue briefs were made available to the Congress in a CRS compilation on financial markets, the second of such efforts in recent years. A series of briefings was conducted on the state of and development in U.S. monetary policy.

The stock market "crash" of 1987 and its aftermath sparked widespread concern in the Congress regarding legislative remedies that might protect the integrity of financial markets. ECON assisted with hearings, including extensive examination of market practices and policy options. CRS reports, issue briefs, info packs, and seminars were prepared on the stock market fall, program trading, margin use in securities and futures markets, patterns in the financing of U.S. industry, and the implications for public policy of growing globalization of stock markets.

The contribution of technology development to economic growth was clearly recognized by the Congress in several major legislative actions during the past year. The SPR staff assisted several committees and Members in these efforts, including a committee print on commercialization of federally funded R&D, a report on small business and automation, and extensive analyses and briefings on technology provisions of the Omnibus Trade Bill.

Education: Federal Concerns

Throughout the year, during which the Congress revised many education programs, education received the third largest number of inquiries at CRS. The info pack on education issues ranked fourth in CRD's distribution.

The Congress amended and reauthorized major education programs in passing the August F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments (P.L. 100-297). This law revised the multi-billion dollar program of compensatory education for disadvantaged students and established new programs that seek to reduce the high school dropout rate. During consideration of this measure, EPW staff assisted the Congress with background reports on existing programs and issues, analyses of legislative alternatives and of proposed grant allocation formulas, seminars, and other consultations.

The Congress also amended the Higher Education Act (P.L. 100-50), which reemphasized the federal commitment to provide financial access for needy students. Further, it considered measures to reduce rates of student loan defaults. EPW analysts provided technical assistance on these bills and prepared reports on many topics, such as defaults, tax-related issues, alternative college savings plans, and costs of college (the last published as a committee print). EPW analysts also began major research on the structure, financing, and impact of proprietary schools offering postsecondary education.

Other work on education issues included EPW studies, consultation, and field visits in anticipation of work by the 101st Congress to reauthorize vocational education programs. EPW and ALD staff briefed Members and staff during the development and enactment of the Civil Rights Restoration Act (P.L. 100-259), which addressed civil rights law pertaining to entities receiving government funds. Throughout the year EPW staff maintained nine issue briefs on education concerns of Members.

The Congress also looked at the adequacy of mathematics and science education and the technical literacy of the general population. SPR analysts prepared an issue brief on science, engineering, and mathematics in precollege education, which has received wide distribution, and conducted analyses on the role of the DOD in improving science and engineering fields. In technical education matters, SPR staff also assisted five different committees. CRD staff provided support on issues including student loan defaults and illiteracy.

Farm Problems

Although economic conditions in the agriculture sector had improved by late 1987, the Congress was still struggling with problems of farm credit, exports, budget impacts, and income price support. Besides these traditional concerns, unexpected events during the year added dramatically to the work flow for ENR staff. The severe drought of the summer of 1988 called forth a wide range of support activities as Congress grappled with the crisis. More than 70 measures were introduced in the Congress relating to the drought, and more than 900 measures pertained to agricultural and rural affairs.

The initial concerns about the drought focused on its extent and likely duration but shifted quickly to the effects on crop and livestock prices, supplies, producers' financial situations, and exports. ENR analysts supported [REDACTED] with a series of timely reports and memoranda on the implications of the drought for farm programs; assisted staffers in preparation of the drought assistance bill, which passed in August; and prepared reports for the House Hunger Committee and the [REDACTED] on the drought's effect on food prices and on overseas and domestic farm products.

On other agricultural issues, late in the first session the Congress passed a major revision to the Farm Credit System, the source of one-third of all farm credit. ENR analysts provided close support [REDACTED] as they prepared for conference on the credit legislation and helped congressional staff deal with the new legislation. Activities included assistance to the [REDACTED] impacts of the new law and a major report on farm bankruptcies.

ENR analysts also were active throughout the year on various crop and commodity programs. They provided the House Wheat and Feed Grains Subcommittee with a series of reports on loan rates and on inspection and classification programs, prepared a report on decoupling of farm subsidies from farm programs, wrote a series of reports on income and price support programs, and provided a variety of analyses and briefings on the perennial issues surrounding federal sugar and tobacco policy and programs.

Other work related to farm problems included GOV assistance with a House Small Business Committee print on rural development insurance fund loans and a symposium on enhancing income and employment opportunities for rural development in the 1990s.

LSD staff gathered information on the drought from news sources and distributed it to the CRS analyst staff daily and prepared a report bibliography on the drought. Other LSD work focused on agricultural pollution, rural community development, and farm income and debt. CRD prepared info packs on drought relief and the financial situation of farms.

Health Care

More inquiries on health matters were received and completed by CRS during the year than on any other major tracking issue in FY88. ALD compiled a large volume of digests on health and medical care, personnel, and facilities.

The debate over health care issues in the 100th Congress culminated with passage of the most significant amendment to the Medicare program since it was enacted in 1965. Congress passed the Medicare Catastrophic Coverage Act (P.L. 100-360), which places a limit on a beneficiary's liability to pay for covered Medicare services, provides outpatient prescription drugs (subject to some cost-sharing), and expands home health and hospice services. The new program is financed by higher premiums for persons enrolled in Medicare Part B (supplementary medical insurance) and a surtax on the federal tax liability of persons entitled to Medicare Part A (hospital insurance).

EPW staff worked with the three House and Senate committees that have jurisdiction over Medicare, as well as with others, by assisting committee staff and Members in almost every step of the legislative process. EPW analysts helped to plan hearings, wrote background studies and memoranda, provided technical assistance at markup sessions, presented numerous briefings, and drafted portions of the legislative reports and the conference agenda and report.

Among other contributions to health issues, EPW staff produced two reports on health insurance and the uninsured and a comprehensive study on Medicaid to assist the [REDACTED] maintained 12 issue briefs on topics that include health benefits for retirees, long-term care, and health care of the uninsured. SPR staff addressed, through briefings and analysis, topics such as detection and treatment of certain illnesses through the use of fetal tissue; comparison of funding levels for diseases such as cancer, AIDS, and Alzheimer's; cost of pharmaceutical drugs; and environmental and occupational threats to health. LSD staff responded with bibliographic support for many of these topics; and CRD reported a record number of requests for copies of the CRS info packs on catastrophic health insurance.

Persian Gulf

The Persian Gulf was a focal point of congressional concern during the year, especially when U.S. Naval forces in the Gulf were attacked or struck back in self-defense. Many Members of Congress were concerned about the

implications of the U.S. presence for peace in the region and for congressional prerogatives under the 1973 War Powers resolution. In particular, prominent congressional leaders called for a reexamination of the War Powers Act in view of the administration's possible disregard for its provisions while introducing U.S. forces into situations of potential danger. ALD staff responded by analyzing legislative proposals to strengthen the Act.

FAND analysts coordinated the CRS major issues team on the Persian Gulf issue, produced an overview issue brief, conducted a workshop, and completed issue briefs and reports on the U.S. military presence in the Gulf, the Iran-Iraq War, and the role of the UN in seeking a peaceful settlement of the conflict in the Gulf. The Iran airbus tragedy, in which a U.S. warship accidentally shot down an Iranian civilian airliner, was analyzed in an issue brief coordinated by FAND specialists, and legal issues were addressed by ALD attorneys.

In other related work on the Persian Gulf, the Iran-Contra congressional investigation led to an issue brief by FAND staff on the investigating committee's recommendation and a report on the history of recent congressional involvement. Concern among Members about the stability of oil imports from the Persian Gulf prompted SPR analysts to prepare analyses of domestic and world oil and natural gas production, including work with FAND on broader strategic issues.

Strategic Defense Initiative

The Strategic Defense Initiative (SDI) remained one of the most controversial programs of the U.S. defense effort. It was perceived to have an important impact on U.S. arms control and strategic weapons development.

FAND analysts had the lead in tracking this major issue for the Congress and worked closely with staff in SPR and other parts of CRS to produce an array of issue briefs and reports that treated the most prominent issues for the Congress. FAND analysts coordinated the production of the overview issue brief, analyzed the implications of the administration's decision to proceed with the first phase of SDI development, examined the alternative program for missile defense known as the Accidental Launch Protection System, and analyzed both SDI and strategic weapons development using FAND's "cost-to-attack" computer model of likely future U.S. and Soviet strategic nuclear weapons options. SPR contributed briefings on SDI organization and component projects to congressional offices, responded to requests for R&D cost and SDI technology, and began a detailed study of past and present antiballistic R&D activities for the [REDACTED]

Trade

Trade received the second largest number of inquiries at CRS in FY88; the requests covered a broad range of trade issues.

Debate leading to passage of the Omnibus Trade and Competitiveness Act of 1988 (P.L. 100-418) continued through much of the second session of the 100th Congress. The President vetoed the original bill, but signed a second one that dropped a required 60-day notification before closing certain plants and placed limits on exports of petroleum produced in Alaska. At the core of the Act are revisions of U.S. trade remedy laws, including those addressing foreign unfair trade practices and countervailing duties and antidumping cases. The Act also contains provisions pertaining to U.S. export control laws, foreign investments in the United States, protection of intellectual property rights, Presidential negotiating authority, debt relief for developing nations, and measures for enhancing competitiveness of U.S. industries in world markets.

ECON analysts supported the debate over the trade bill at several levels. They assisted legislative committees with ideas and in-depth analyses of specific provisions and provided a wider congressional audience with summaries and analyses of the bills, side-by-side comparisons, and analyses of the likely effects of specific provisions on particular sectors of the U.S. economy. More generally, through seminars, special lectures, videotaped presentations, CRS reports, and issue briefs, analysts helped to foster discussion and enrich the dialogue on the trade bill and U.S. trade policy. ALD contributed legal analysis on problems associated with controversial provisions of the Act and compiled multiple 100-page summaries of measures under consideration.

ENR analysts provided several timely products and direct assistance on the Omnibus Trade Bill. These activities included consultation with the

They also provided briefings and analysis on specific trade problems such as fruit and vegetable trade, the dispute over Japan's beef import quotas and barriers to citrus imports, and the Caribbean Basin initiative on ethanol exports. After passage of the Omnibus Trade Bill, ENR staff responded to numerous requests on specific aspects of the legislation.

As trade policy in the United States has become increasingly linked with foreign and strategic policy, ECON prepared studies on trade sanctions and other actions, particularly against South Africa and Panama, and controls on exports of U.S. products and technology to communist countries, especially the Soviet Union and China. Several studies also addressed the "competitiveness" issue and examined some of the micro- and macroeconomic foundations of industrial competitiveness.

Bilateral economic relations with leading trading partners remain a major concern to Congress. In response, ECON staff addressed topics such as Japan-U.S. trade relations, economic conditions in Europe and Japan, and trade barriers abroad.

The Canada-U.S. Free-Trade Agreement (P.L. 100-449) required timely analyses of a complex and detailed document. Seventeen CRS analysts from throughout CRS prepared a report analyzing the probable impact of the agreement on U.S. industries. Over 100 congressional staff attended a one-day CRS seminar on the effects of the agreement on the U.S. economy. ALD attorneys examined legal concerns such as the constitutionality of the dispute settlement provisions; and FAND addressed foreign policy issues. For a [REDACTED] ENR analyzed the effect of potential Canadian electricity imports on the U.S. coal industry. ENR staff also assessed the implications of the trade agreement for U.S. and Canadian mineral industry subsidies.

International financial issues included not only the United States status as the world's largest debtor nation but a large trade deficit amounting to \$150 billion in 1987 and sizable bank loans to developing nations, whose repayment is becoming increasingly problematic. Several ECON reports examined aspects of the international debt problem. One of the most significant studies was an analysis of a proposal to provide debt relief by establishing an international debt management authority, as outlined in the Omnibus Trade Bill. Among other CRS studies were reports on the Mexican debt swap, Argentine debt rescheduling, U.S. trade relations with major debtor nations, and the loan exposure of commercial banks in the United States and worldwide. Additional international financial issues were examined in a congressional seminar on the dollar and the trade deficit, a report on foreign ownership of U.S. assets, and data analyses of capital flows into the United States.

Among other CRS contributions to trade issues were close support from ENR on GATT agricultural trade, briefings on farm policy deliberations and the role of decoupling income support from production decisions, and a major CRS-Resources for the Future seminar on decoupling as an element of national and international policy. FAND conducted a workshop focusing on U.S. economic and security issues in East Asia sponsored by the House Ways and Means Committee and prepared two reports--one on world arms trade, which was widely cited in press reports, and one delineating foreign policy issues raised by the European Economic Community's decision to foster greater economic development by 1992. LSD staff added 700 articles and monographs to the CRS Bibliographic Data Base and prepared annotated reading lists in response to most frequently repeated requests on trade issues. CRD prepared an info pack the U.S.-Canada Free Trade Agreement, which ranked third on the list of major issues for which info packs were distributed.

Welfare

Passage of the Family Support Act (P.L. 100-485) culminated more than two years of work by the Congress to improve or replace the program of Aid to Families with Dependent Children (AFDC). The new law seeks to enforce the duty of mothers and fathers to support their children by requiring that states tighten child support laws and establish education, work, and training programs for AFDC parents, including those previously exempt because of the

presence of preschoolers. Further, the law requires states to aid needy children of unemployed parents and, for the first time, give transitional child care benefits to families whose earnings remove them from AFDC. Three House committees and one Senate committee worked on the measure, and EPW analysts assisted Members and committee staff in numerous ways, by making detailed comparisons of proposals and current law and submitting reports on state experience with current law. The analysts also prepared briefings, analyzed amendments and programs to reduce school dropouts, and assisted with preparation of the conference markup document and report. EPW staff also helped develop a "report card" by which to evaluate state child-support enforcement programs and established new issue briefs on related topics of growing concern to the Congress: family planning, job training, and homelessness.

EPW analysts responded to other requests from [REDACTED] during development, committee markup, and floor consideration of the Hunger Prevention Act (P.L. 100-435), which increases food stamp benefits, continues the Temporary Emergency Food Assistance Programs (TEFAP) by authorizing purchase of commodities for the program, and expands child nutrition programs.

OTHER IMPORTANT ISSUES

The 100th Congress addressed a variety of issues besides those featured in the major issue planning system in FY88 and called upon CRS to provide assistance on many of them. Some of the topics on which CRS provided particularly noteworthy support are described in this section.

Ethics/Independent Counsel

The independent counsel (special prosecutor) provisions of the Ethics in Government Act were reauthorized and amended in December 1988. ALD attorneys provided several committees with legal analysis, memoranda, and briefings on various provisions of the law and the status and possible repercussions of the court challenges to it. ALD attorneys also assisted the Congress on the independent counsel case, Morrison v. Olson, and provided summaries, analysis, and seminars for Members and staff on the case once it was decided.

Foreign Aid

The carefully scrutinized U.S. program of foreign aid involved close congressional review by the two appropriations committees' foreign operations subcommittees, and by the two foreign policy committees. FAND analysts contributed testimony before the House foreign operations subcommittee and four reports at the request of that committee, detailed sets of questions for the House subcommittee's 15 hearings on foreign aid, [REDACTED] to access the multifaceted U.S. foreign assistance efforts that are not included in the foreign aid budget, and assistance with the preparation of a Senate subcommittee report on the FY88 foreign

assistance bill. Support for the House committee's foreign aid task force included weekly consultations, production (and publication by the committee) of several major studies on U.S. foreign affairs legislation, and assistance with major perspectives described in 30 studies addressing reform of U.S. foreign aid efforts. FAND analysts also prepared a study to examine past practices in U.S. aid so that the Congress could explore their potential use in providing support for the Philippines.

Global Climate Change

The extreme heat and drought this summer focused Congress' attention as never before on the possibility that combustion byproducts, industrial emissions, and other human activity may rapidly alter the earth's climate. Although uncertainties remain, there is growing scientific evidence to support this contention. Several committees and Members moved rapidly to the hearing and legislative stage on this and the related issue of stratospheric ozone depletion. Working with the SPR division and senior specialists, ENR staff have begun responding to a variety of requests and issues including directions for further research, alternatives for fuel substitution, improved coal conversion technology, energy conservation, the problems and potentials for international forestry management and reforestation, the potentials for revitalizing nuclear power, the implications for agriculture and alternative fuels, and the impacts on natural resources such as coastal and wetland habitats. A highlight of the year was a series of Member breakfasts dealing with energy, the environment, and global climate change.

SPR staff briefed the Congress on the atmospheric and terrestrial effects of ozone depletion and possible climate warming; the possible relationship between the buildup of atmospheric gases and the drought of 1988; the status of international protocol negotiations to regulate chlorofluorocarbons and other ozone-modifying substances; the measurement and modeling of atmospheric changes; and the policy issues concerning potential health, economic and environmental effects, and continued assessment of global change processes. SPR also helped with hearings on ozone depletion and climate change, analyzed possible technologies to reduce emissions of "greenhouse effect" gases and ozone-depleting chemical compounds including costs and feasibility, and assessed alternative global and domestic control strategies for atmospheric perturbants projected to result from climate and biosphere changes. In response to a congressional request, SPR reviewed the federal program in research and assessment of trace-gas effects as well as the activities of federal agencies and U.S. national and international scientific organizations working to set up a program to study geosphere-biosphere changes in the total earth system. Many of these issues, particularly global warming, could soon become major issues.

Judicial Nominations

A continuing subject of interest to congressional offices during the second session of the 100th Congress was President Reagan's nominations to the federal judiciary. Inquiries received by CRS from Senate and House staff

frequently focused on the number of judicial nominations Mr. Reagan submitted during his Presidency and the number confirmed by the Senate. On other occasions requests for information concerned the status of particular judicial nominations submitted.

To have such information readily available, GOV prepared a CRS report for Congress providing both a statistical overview of President Reagan's judicial nominations and a list of nominations confirmed or pending during the 100th Congress. Separate sections in the report are devoted to each of the nine different categories of federal courts to which the President nominates judges. The report is to be updated periodically to keep current with new Presidential nominations and the most recent Senate confirmations.

During the Senate's consideration of the Bork nomination, GOV responded to a broad range of rush inquiries on previous appointments to the Supreme Court. These included questions on the number of votes taken on all Reagan judicial nominees, the number of nominees rejected by the Senate Judicial Committee, and the circumstances surrounding the rejection of specific nominees since 1789. Other questions focused on the intent of the Framers of the Constitution regarding the Senate's role in assessing Supreme Court nominees and on earlier confirmation struggles comparable to Mr. Bork's.

Ocean and Medical Wastes Dumping

Closure of several East Coast beaches during the summer of 1988 because of the presence of medical waste heightened national attention and congressional concern leading to legislation on dumping practices and medical waste disposal. During the year ENR analysts prepared a series of reports on ocean disposal issues; among them, oil pollution liability and compensation, medical wastes, ocean disposal of sewage sludge, and marine plastics legislation.

Post-Employment Lobbying

After adopting significant amendments, the Senate passed the proposed Integrity in Post Employment Act in April. The measure, which would restrict so-called "revolving door" activities, was then sent to the House, where it was further amended. The Senate concurred but the President ultimately vetoed the bill. These activities, also called "post-employment lobbying," involve former senior executive and legislative branch employees lobbying their former offices within one year after leaving government service. GOV analysts assisted a Senate committee in identifying the senior employees in the executive and legislative branches who would be covered by the Act.

GOV also briefed a House Member's office on the history of current post-employment lobbying provisions of the Ethics in Government Act and provided consultation on the Member's bill on the subject.

American Law Division attorneys provided constitutional and legal analysis to both House and Senate committees considering the legislation, continuing the close support that the division provided the committees in the years before passage of the legislation. A summary and analysis of the bill as passed was also provided to [REDACTED] [REDACTED] [REDACTED] for distribution by the committee to Members and staff and in preparation for reintroduction of the legislation in the 101st Congress.

Problems in Unemployment Compensation

A team of EPW analysts undertook and completed a major study of unemployment compensation issues, as requested by a House Ways and Means subcommittee. The study analyzed the financial condition of the system and its ability to withstand an economic downturn in the near future. It reviewed federal and state measures taken to cope with the system's funding constraints and explained their consequences for the availability and level of benefits. It also examined the system's role as an automatic stabilizer of the U.S. economy. The report was issued as a committee print, and the team leader presented findings at a subcommittee hearing.

Solid and Hazardous Waste Disposal

Oversight and legislative activity on the Resource Conservation and Recovery Act (RCRA), the Toxic Substances Control Act, and Superfund generated numerous requests for information during the year. ENR analysts provided support to Senate and House committees and individual Members including preparation of a number of major reports, briefings, and analytical memoranda; assistance with hearings; and a presentation of major seminars. ENR staff also continued work on legislative histories of RCRA, the Superfund Amendments, and the Reauthorization Act.

On a related topic, the FY88 reconciliation bill established a congressional commission to select a site for monitored retrievable storage of nuclear waste. GOV and ALD staff prepared information on precedents for such a commission.

III. APPENDIXES

A. ORGANIZATIONAL STRUCTURE

RESEARCH DIVISIONS

CRS maintains an organizational structure that enables great flexibility. The Director is assisted in the management of the department by the Deputy Director, two Associate Directors, and three Assistant Directors. 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. The division also 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), which is responsible for most social program research, works closely with committees and Members in the development and execution of their legislative agendas. Much of this research group's work is focused on health care access and financing, welfare, retirement income, education, veterans, immigration, and special programs for the handicapped, the aged, and for children and youth. Division analysts depend upon large data bases such as the Survey of Income and Program Participation and the current population survey, and often use computer-based simulation models and statistical analysis to assess new proposals and program modifications.

Environment 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 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 economics, 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, trade policy, and international drug control; international organizations; defense policy and arms control; and weapon systems, military manpower, defense budget and policy management. By emphasizing the interactive nature of foreign and defense policy decisionmaking, 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; 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, assessment, and policy analyses on science and technology issues. The division is also concerned with the organization, management, and budgets of programs related to these issues. Major areas of emphasis include information and telecommunications technology, biomedical policy, space, transportation, earth sciences, civilian and defense research and development, energy conservation, technology development and transfer, and science policy.

REFERENCE AND LIBRARY INFORMATION DIVISIONS

Congressional Reference Division

The Congressional Reference Division (CRD) responds to requests from the Congress that call for information and reference rather than analysis. The division is staffed by professional librarians and library technicians trained to use the most appropriate search techniques in all subject areas.

Because of time constraints and the large volume of requests, CRD staff must use both standard reference works and sophisticated computerized bibliographic and research tools to locate in-depth background information as well as government documents, laws, and congressional publications. The division provides quick reference service and acts as a liaison between congressional offices and CRS in the La Follette and Jefferson Congressional Reading Rooms, the Congressional Reference Centers located in the House and Senate office buildings, and the CRS Information Distribution Centers. In FY88, CRD answered more than 320,000 requests.

Library Services Division

The Library Services Division (LSD) serves as an information support arm of the CRS, with responsibilities for acquisition of materials and bibliographic services for all of CRS and reference services for analysts in the research divisions. The division creates several of the bibliographic products that are frequently used throughout the Service and directly by the Congress: the Bibliographic Data Base, annotated reading lists, the *Guide to CRS Products* and its monthly *Update* CRS Main Reference Files, and the Research Notification System for CRS and other congressional support agencies. More than 115,000 additions were made to the Main Reference Files in FY88. In addition, the division provides specialized services directly to the Congress through, among other products, on-demand bibliographies and Selective Dissemination of Information (SDI) service, and distributes requested articles, monographs, and CRS reports.

OTHER OFFICES AND ACTIVITIES

Office of the Assistant Director for Special Programs

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 presents two or three such events every week when the Congress is in session. In FY88 the Office of Special Programs offered a total of 135 events, including 109 seminars and workshops on public policy issues and 13 institutes on the congressional process. Member and staff attendance totaled 6,835. Some of the major issues included in these events were education, drugs, farm problems, trade, deficit reduction, economic conditions, AIDS, arms control, and health care. Thirteen special events for Members were offered in FY88, including a dinner discussion on congressional leadership and breakfast meetings on the INF Treaty, economic policymaking, and the greenhouse effect. The Public Policy Issues Institute conducts seminars on significant issues of interest to the Congress. The Legislative Institute series offers information about legislative procedures and trains staff to provide more practical and pertinent assistance to Members in the process of guiding legislation through the Congress.

The Office of Special Programs also gave 277 briefings on CRS and the Congress to noncongressional visitors from this country and abroad, including scholars and librarians, and arranged 170 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 1988 with summaries of the top 100 or so legislative issues before the Congress and brief descriptions of action, provisions, and status of current 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, bibliographies, and study guides for use in high school and college debates during the 1988-89 academic year. In FY88 the high school debate manual entitled "What Should the Federal Government Do To Enhance the Quality of Life for United States Citizens over Age 65?" was issued as Senate Document No. 100-26. The college bibliography and study guide, "Resolved: That United States Foreign Policy toward One or More African Nations Should Be Significantly Changed" was published as House Document No. 100-218.

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 broaden congressional access to CRS programs on major issues, 12 of which were covered through Public Policy Institute presentations for airing on the congressional cable TV system. During FY88 this section produced 23 videotapes and 14 new audio briefs, which are available to congressional offices on request.

The Language Services Section provides translation 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.

The Inquiry Section serves as the main liaison office between congressional offices and the research and reference divisions of the CRS. During FY89, 14 inquiry recorders received and assigned 241,586 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).

Office of the Assistant Director for Policy

The Office of Policy coordinates matters related to internal CRS policies and communicates with congressional offices and committees on matters concerning CRS policies. This office also 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.

The Office of Policy is responsible for final review and clearance of all CRS research products. To ensure quality in CRS work, every original analytical 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 occasionally responds to the requests of the Congress involving specialized expertise and technical research by drawing on external sources. 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. One hundred thirty-nine contracts were signed in FY88 to assist CRS in responding to congressional needs.

As in previous years, contract efforts reflected major public policy concerns of the Congress. Assistance in FY88 was obtained in preparation of such policy-related issues as: the deregulation of electric utilities; the INF Treaty; weapons as "bargaining chips" in arm control negotiations; proposals for expanded health insurance coverage; the Canada-U.S. Free Trade Agreement; Medicare and rural health; the use of the military in narcotics interdiction; U.S.-Philippines relations in the next administration; health benefits of controlling air pollution; regional conflicts; and defense spending.

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 two 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 Office of the Associate Director for Research Coordination is made up of the Senior Specialist Section, the Issue Brief Section, and research coordination staff. This office also oversees interagency cooperation.

A unique strength of the CRS is its group of senior specialists, the Service's most senior analysts in a number of important areas of public policy. These positions, established under the Legislative Reorganization Act of 1946, are filled by nationally recognized experts who are selected after nationwide competitions. Many senior specialists have had extensive careers outside the CRS--in government, academia, industry, or a combination thereof.

Senior specialists work closely with the leadership of committees in both parties and with other senior Members of Congress in developing major legislative initiatives, and they take responsibility for original analytic studies and reports on public policy issues of the highest significance. In addition, senior specialists assist the Congress by serving as a bridge to the various academic, professional, and analytical communities in their fields of expertise--both in the United States and abroad.

Senior specialists completed major studies in FY88 on numerous issues including access to health insurance, Soviet relations, the federal civil service, biotechnology, information policy and technology, the U.S.-Soviet military balance, budget and trade deficits, monetary policy, arms control, economic changes in the Asian Pacific Rim, U.S.-Poland relations, tax reform effects, nuclear cooperation, foreign assistance, Nuclear Non-proliferation Act of 1978, clean air standards attainment, global climate change, Japanese science and technology, industrial technology development, Arctic National Wildlife Refuge, housing, and compensatory education.

Senior specialists coordinated major forums in the CRS *Review* on "Science and the Budget" and "The Budget Dilemma." Articles by senior specialists on the environment, world oil options, health insurance, retirement income, and arms control were also featured in the *Review*.

Senior specialist lawyers advised Members, committees, and staff--often on a confidential basis--on a wide range of constitutional and legislative issues, including tax policy and reform, budget questions, election laws, foreign tax and commercial laws, foreign claims, housing, insurance issues, and treaties. Many Members and committees were assisted in their meetings

with foreign leaders and specialists from abroad through briefings, background papers, and other types of assistance provided by the senior specialists. Periodic and regular meetings and joint research efforts were arranged with industry and academic specialists and executive agencies on government finance and taxation, international economic issues, foreign policy issues, science policy, energy, and materials. Meetings and workshops were also held to discuss pending legislation or policy issues, in such areas as global climate change, oil in the Arctic National Wildlife Refuge, reform in communist systems, administrative oversight, and housing issues. Senior specialists also regularly participate in seminars for new Members of Congress, the annual Public Policy Institute (PPI), and other institutes for the Congress.

Issue briefs, coordinated by the Issue Brief Section of this Office, are a central element in the CRS research product line. The number of issue briefs distributed increased by 28 percent in FY88. During the year 350 active issue briefs were kept current. The refinement of the major issues tracking system enhanced coverage of topics considered to be of most interest to the Congress. Full implementation of a personal computer-based production system allowed issue briefs to be updated, produced, and distributed in record time. A notable improvement in FY88 was the full-text status of the issue brief file (ISSU) in SCORPIO, the Library of Congress' on-line data base, which enables issue briefs to be kept current and available to a degree not possible before.

The research coordination work of this office includes overseeing interdivisional research and major issues tracking, approving all major research projects, issuing the CRS Subject Directory, preparing and issuing a legislative calendar, administering CRS graphics policy, and coordinating interagency cooperation.

Each week when the Congress is in session this Office prepares a legislative calendar including planned committee meetings, hearings, floor action, and the legislative status of major issues. Copies of this calendar are distributed to senior CRS staff.

The Office also monitors the extent to which CRS has the capacity to assist committees and Members of Congress and prepares an internal Subject Directory, indicating the names of analysts assigned to cover relevant legislative issues and subject areas covered.

The Office, moreover, coordinates the preparation of statutorially mandated "subject and policy area lists" for all congressional committees. These lists, specified in the Legislative Reorganization Act of 1970, are required at the beginning of each Congress and cover the issues that the committees are likely to be concerned about during the two-year period of the Congress.

The Office is responsible for CRS cooperation with the other congressional support agencies--the Congressional Budget Office, the General Accounting Office, and the Office of Technology Assessment. Numerous conference calls, meetings, seminars, and workshops covering a wide range of

subject areas brought together the staff of the CRS and these three support agencies.

The agency heads met in April 1988 to discuss overall interagency coordination. Representatives of the interagency liaison group met approximately every six weeks throughout the year to discuss ways of improving coordination and to review major studies newly initiated by all four agencies. In other meetings, analysts from each of the agencies discussed work on such major issues as AIDs, Arctic National Wildlife Refuge, SDI, tax policy, and highway/rail safety issues. These meetings help increase interdisciplinary knowledge and assist in the preparation of more integrated and focused products for the Congress from all its support agencies.

The Research Notification System (RNS) helps to avoid duplication of studies and to facilitate coordination by providing information on all major projects of the four congressional agencies. An updated list of CBO, CRS, GAO, and OTA contact persons in specific areas of subject specialization is produced semiannually by CRS. This report identifies analysts working on specific subject areas in the four congressional support agencies.

Office of the Assistant Director for Operations

The Office of the Assistant Director for Operations consists of 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. It also provides training and hotline support for congressional users of the Library's SCORPIO system. 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. The office also maintains and automated applicant job interest file, called ALERT, which notifies job seekers of vacancies in their field of interest; an employment seminar is held biweekly to provide information about CRS jobs and the application process.

Labor-Management Relations

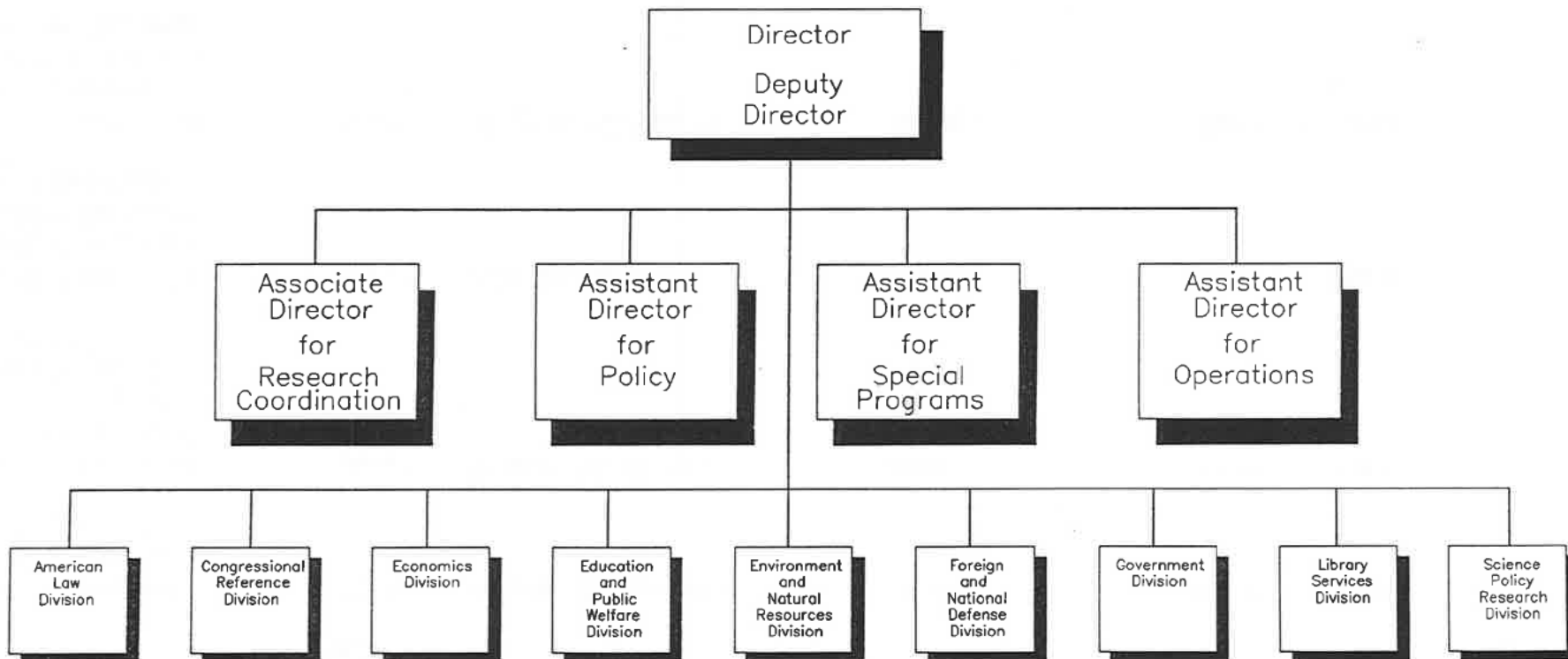
In November, management and the Congressional Research Employees Association (CREA) executed a new collective-bargaining agreement covering all unit employees within CRS. On the same day that the agreement was executed, a separate agreement on a CRS Graduate Recruit Program was signed. The primary purpose of the latter agreement is to promote CRS affirmative action goals. Both agreements are in effect for two years.

During May management and CREA reached an agreement on a new CRS Law Recruit Program, the primary purpose of which is to offer "third-year law students [including Library employees who are third-year law students or law school graduates but not in attorney positions] the opportunity to compete for employment in the CRS American Law Division

before they have completed their law degrees." This four-year pilot project program is also intended to further the minority recruitment goals of CRS.

Also during the year the CRS Director instituted a series of monthly meetings with division and other staff to enhance the opportunity for increased and better communications between the Director and the staff.

B. CRS ORGANIZATIONAL CHART



**C. LISTING OF ALL SUPERGRADE POSITIONS BY TITLE, GRADE LEVEL AND INCUMBENT
AT THE BEGINNING AND END OF FY 1988**

<u>As of October 1, 1987</u>			<u>As of September 30, 1988</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	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
Associate Director for Research Coordination and Senior Specialist in Soviet Economics	GS-18	John P. Hardt	Same	Same	Same
Assistant Director for Policy and Senior Specialist in Social and Information Sciences	GS-17	Hugh L. Elsbree, Jr.	Same	Same	Same
Senior Specialist in American Public Law and Chief, American Law Division	GS-17	Richard C. Ehlke	Same	Same	Same
Senior Specialist in Transportation and Chief, Economics Division	GS-17	Leon M. Cole	Same	Same	Same

**As of
October 1, 1987**

**As of
September 30, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Social Welfare and Chief, Education and Public Welfare Division	GS-17	Earl Canfield	Same	Same	Same
Senior Specialist in Environmental Policy and Chief, Environment and Natural Resources Policy Division	GS-17	John L. Moore ¹	Same	Same	Same
Senior Specialist in International Affairs and Chief, Foreign Affairs and National Defense Division	GS-17	Robert G. Sutter	Same	Same	Same
Senior Specialist in American National Government and Chief, Government Division	GS-17	Frederick H. Pauls	Same	Same	Same
Senior Specialist in Science and Technology and Chief, Science Policy Research Division	GS-17	Richard E. Rowberg	Same	Same	Same
Senior Specialist in Taxation and Fiscal Policy	GS-17	Harry G. Gourevitch	Same	Same	Same

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¹Temporary promotion made permanent on 6/20/88.

<u>As of October 1, 1987</u>			<u>As of September 30, 1988</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in International Economics	GS-17	Vacant	Senior Specialist in Economic Policy	Same	Jane G. Gravelle ¹
Senior Specialist in American National Government and Public Administration	GS-17	Roger H. Davidson ²	Same	Same	Vacant
Senior Specialist in International Affairs (Soviet Union)	GS-17	Vacant	Same	Same	Same
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly	Same	Same	Same
Senior Specialist in Social and Information Sciences	GS-17	Vacant	Same	Same	Same
Senior Specialist in Housing	GS-17	Morton J. Schussheim	Same	Same	Same
Senior Specialist in American Foreign Policy	GS-17	Stanley J. Heginbotham ³	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	Donald W. Kiefer	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	William A. Cox	Same	Same	Same

¹Promoted to this position on 7/4/88.

²Resigned on 2/24/88.

³Resigned on 12/31/87.

**As of
October 1, 1987**

**As of
September 30, 1988**

<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	Charles Doyle	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Raymond J. Celada	Same	Same	Same
Senior Specialist in Social Legislation	GS-17	Philip Royal Shipp, Jr	Same	Same	Same
Senior Specialist in Environmental Policy	GS-17	David E. Gushee ¹	Same	Same	Same
Senior Specialist in Education	GS-17	Vacant	Specialist in Educational Finance ³	GS-16	Angela Maria G. Evans ²
Senior Specialist in American National Government and Public Administration	GS-17	Charles H. Levine ⁴	Same	Same	Vacant
Senior Specialist in American National Government and Public Administration	GS-17	William W. Ellis	Same	Same	Same

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¹Temporary transfer made permanent on 2/2/88.

²Promoted to this position on 7/21/88.

³Position converted on 10/7/87.

⁴Resigned on 1/19/88.

**As of
October 1, 1987**

**As of
September 30, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in International Affairs (National Security)	GS-17	Charles R. Gellner ¹	Same	Same	Vacant
Senior Specialist in International Affairs (National Defense)	GS-17	John M. Collins	Same	Same	Same
Senior Specialist in Mineral and Energy Resources Policy	GS-17	John J. Schanz, Jr. ²	Senior Specialist in Agricultural Policy	Same	Charles E. Hanrahan, Jr. ³
Senior Specialist in American Public Law	GS-17	Johnny H. Killian	Same	Same	Same
Senior Specialist in Information Policy and Technology	GS-17	Robert Lee Chartrand ⁴	Same	Same	Vacant
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

¹Retired on 11/30/87.

²Retired on 1/31/88.

³Promoted to this position on 8/29/88.

⁴Retired on 6/30/88.

**As of
October 1, 1987**

**As of
September 30, 1988**

<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 for Technology Planning	GS-16	James R. Price	Same	Same	Same
Assistant Director for Operations and Specialist in Social and Information Sciences	GS-16	Susan C. Finsen	Same	Same	Same
Assistant Director for Special Programs and Specialist in Social and Information Sciences	GS-16	Nancy A. Davenport	Same	Same	Same
Specialist in Social and Information Sciences and Coordinator of Review	GS-16	James W. Robinson	Same	Same	Same
Specialist in Public Policy and Coordinator of Multidisciplinary Programs ¹	GS-16	Paul S. Wallace	Same	Same	Same
Specialist in Social and Information Sciences and Chief, Congressional Reference Division	GS-16	Catherine Ann Jones	Same	Same	Same

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¹Position transferred to the Office of the Associate Director for Research Coordination on 12/21/87.

**As of
October 1, 1987**

**As of
September 30, 1988**

<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 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	Kent M. Ronhovde	Same	Same	Same
Specialist in Economics and Assistant Chief, Economics Division	GS-16	Roger S. White	Same	Same	Same
Specialist in Environmental Policy and Assistant Chief, Environment and Natural Resources Policy Division	GS-16	John E. Blodgett ¹	Same	Same	Vacant
Specialist in International Policy and Assistant Chief, Foreign Affairs and National Defense Division	GS-16	Vacant	Same	Same	Charlotte P. Preece ²
Specialist in American National Government and Assistant Chief, Government Division	GS-16	Daniel P. Mulhollan	Same	Same	Same

¹Temporarily promoted to this position until 9/3/88.

²Promoted to this position on 8/15/88.

**As of
October 1, 1987**

**As of
September 30, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Science and Technology and Assistant Chief, Science Policy Research Division	GS-16	Jane Bortnick	Same	Same	Same
Specialist in American Public Law (Energy Law)	GS-16	Vacant	Same	Same	Same
Specialist in American Public Law	GS-16	Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	GS-16	Daniel H. Zafren	Same	Same	Same
Specialist in American Public Law	GS-16	Vacant	Same	Same	Same
Specialist in American Public Law	GS-16	Robert D. Poling	Same	Same	Same
Specialist in Business and Labor	GS-16	Charles V. Ciccone	Same	Same	Same
Specialist in Public Finance	GS-16	Vacant	Specialist in Environmental Policy ¹	Same	Same
Specialist in Commerce and Industry	GS-16	Carolyn Kay Brancato ²	Specialist in Economic Policy	Same	F. Jean Wells ³

¹Position converted and transferred to the Environment and Natural Resources Policy Division on 10/27/87.

²Resigned on 10/30/87.

³Promoted to this position on 5/23/88.

**As of
October 1, 1987**

**As of
September 30, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Economic Policy	GS-16	Gail E. Makinen	Same	Same	Same
Specialist in Industry Analysis and Finance	GS-16	Jane G. Gravelle ¹	Same	Same	Vacant
Specialist in Industry and Trade	GS-16	Dick K. Nanto	Same	Same	Same
Specialist in Social Science Methodology	GS-16	Vacant	Specialist in Social Legislation	Same	Kenneth R. Cahill ²
Coordinator of Division Research and Specialist	GS-16	Sharon L. House	Same	Same	Same
Specialist in Health Policy	GS-16	Janet C. Kline	Same	Same	Same
Specialist in Immigration Policy	GS-16	Joyce C. Violet	Same	Same	Same
Specialist in Education Finance	GS-16	Wayne C. Riddle	Same	Same	Same
Specialist in Social Legislation	GS-16	David S. Koitz	Same	Same	Same
Specialist in Social Legislation - Income Maintenance	GS-16	Velma W. Burke	Same	Same	Same

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¹Promoted to Senior Specialist in Economic Policy on 7/4/88.

²Promoted to this position on 1/4/88.

<u>As of October 1, 1987</u>			<u>As of September 30, 1988</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Natural Resources Management	GS-16	Vacant	Same	Same	Same
Specialist in Agricultural Policy	GS-16	Charles H. Hanrahan ¹	Same	Same	Vacant
Specialist in Environmental Policy	GS-16	James E. McCarthy	Same	Same	Same
Specialist in US Foreign Policy	GS-16	Ellen C. Collier	Same	Same	Same
Specialist in US Alliance Relations	GS-16	Stanley R. Sloan	Same	Same	Same
Specialist in International Security Affairs	GS-16	Vacant	Specialist in Foreign Affairs and National Defense	Same	Richard P. Cronin ²
Specialist in National Defense	GS-16	James P. Wooten	Same	Same	Same
Coordinator of Division Research and Specialist	GS-16	Leneice N. Wu	Same	Same	Same
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe	Same	Same	Same
Specialist in American National Government	GS-16	Walter J. Oleszek	Same	Same	Same

¹Promoted to Senior Specialist in Agricultural Policy on 8/29/88.

²Promoted to this position on 4/11/88.

**As of
October 1, 1987**

**As of
September 30, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government	GS-16	Louis Fisher	Same	Same	Same
Specialist in American National Government (Legislative Process)	GS-16	Vacant	Same	Same	Same
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 Life Sciences	GS-16	Christopher H. Dodge	Same	Same	Same
Specialist in Earth Sciences	GS-16	Joseph P. Riva, Jr.	Same	Same	Same

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FY 88 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 from 9/28/87 to 10/3/88.

Carolyn Kay Brancato, Specialist in Commerce and Industry, resigned on 10/30/87.

Kenneth R. Cahill was promoted to Specialist in Social Legislation on 1/4/88.

Robert Lee Chartrand, Senior Specialist in Information Policy and Technology, retired on 6/30/88.

Richard P. Cronin was promoted to Specialist in Foreign Affairs and National Defense on 4/11/88.

Roger H. Davidson, Senior Specialist in American National Government and Public Administration, resigned on 2/24/88.

Angela Maria G. Evans was promoted to Specialist in Educational Finance on 7/21/88.

Charles R. Gellner, Senior Specialist in International Affairs (National Security), retired on 11/30/87.

Jane G. Gravelle was transferred and promoted to Senior Specialist in Economic Policy on 7/4/88.

David E. Gushee's temporary transfer and promotion to Senior Specialist in Environmental Policy was made permanent on 2/2/88.

Charles E. Hanrahan, Jr. was transferred and promoted to Senior Specialist in Agricultural Policy on 8/29/88.

Stanley J. Heginbotham, Senior Specialist in American Foreign Policy, resigned on 12/31/87.

Charles H. Levine, Senior Specialist in American National Government and Public Administration, resigned on 1/19/88.

John L. Moore's temporary promotion to Senior Specialist in Environmental Policy and Chief, Environment and Natural Resources Policy Division, was made permanent on 6/20/88.

Charlotte P. Preece was promoted to Specialist in International Policy and Assistant Chief, Foreign Affairs and National Defense Division, on 8/15/88.

John J. Schanz, Jr., Senior Specialist in Mineral and Energy Resources Policy, retired on 1/31/88.

Paul S. Wallace, Specialist in Public Policy and Coordinator of Multidisciplinary Programs, was transferred from the Office of the Assistant Director for Policy to the Office of the Associate Director for Research Coordination on 12/21/87.

F. Jean Wells was promoted to Specialist in Economic Policy on 5/23/88.

SUPERGRADE POSITION CHANGES IN FY 1988

<u>As of</u> <u>September 30, 1988</u>	<u>Grade</u>	<u>As of</u> <u>October 1, 1987</u>	<u>Grade</u>
Senior Specialist in International Economics	GS-17	Senior Specialist in Economic Policy	Same
Senior Specialist in Education	GS-17	Specialist in Educational Finance	GS-16
Senior Specialist in Mineral and Energy Resources Policy	GS-17	Senior Specialist in Agricultural Policy	Same
Specialist in Public Finance	GS-16	Specialist in Environmental Policy	Same
Specialist in Commerce and Industry	GS-16	Specialist in Economic Policy	Same
Specialist in Social Science Methodology	GS-16	Specialist in Social Legislation	Same
Specialist in International Security Affairs	GS-16	Specialist in Foreign Affairs and National Defense	Same