

CRS Report for Congress

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1989

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I. INTRODUCTION

Completing its 75th year of service to the Congress in FY89, CRS has grown from a small staff to an organization of 864 people responsible for responding to more than half a million (501,546) congressional requests annually. The development of CRS is directly attributable to the expanded information and research requirements of the Congress that have arisen over the years.

This report on FY89 CRS activity begins with a brief statement of the principles guiding CRS analytic research and the mission statement that encompasses these principles, followed by a discussion of the Strategic Management Review process for better targeting CRS efforts on highest priority needs during a period of expected budgetary constraints. Important management initiatives are then described, including CRS participation in Library transition to new managerial and operational concepts. Developments in affirmative action and new technology for improved information delivery are discussed. Highlights of FY89 research and analysis are then set forth in the context of issues faced by the Congress.

Because this year is noteworthy as a time of anniversary celebrations, this report also reviews FY89 bicentennial and anniversary activities of CRS. The year began with CRS sponsorship (with the American Enterprise Institute and Brookings) of a seminar for New Members of the Bicentennial Congress at Colonial Williamsburg. Shortly after Congress officially convened, CRS embarked on a series of activities commemorating the Bicentenary of the Congress, and later took note of the Service's own 75th anniversary.

The report concludes with appendixes providing background information on types of CRS analytical research and products, CRS organizational structure, and staff and budget data for the year.

II. PRINCIPLES GUIDING CRS ANALYTIC RESEARCH

Over the many years of its development, CRS has evolved guidelines for providing effective services to the Congress. Principles that guide the Service in fulfillment of its charter are:

- o Commitment to a well-informed legislature through independent analysis and information
- o Legislative relevance
- o Nonpartisan balance
- o Timeliness and utility
- o Confidentiality
- o Clarity and objectivity.

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.

These principles are encompassed in the mission statement of CRS, recently adopted as part of the Service's Strategic Management Review:

The Congressional Research Service works exclusively and directly for all Members and Committees of Congress in support of their legislative, oversight, and representational functions. This Department of the Library of Congress provides high-quality research, analysis, and information services that are timely, objective, nonpartisan, and confidential. The Service's knowledgeable staff both responds to and anticipates congressional needs, and addresses policy issues in an interdisciplinary, integrative manner. The Service maintains close ties with the Congress and, consistent with its broad congressional mandate, provides a wide variety of services with the goal of contributing to an informed national legislature.

III. EFFORTS TO INCREASE EFFICIENCY AND PERFORMANCE

A. STRATEGIC MANAGEMENT REVIEW

The first stages of a comprehensive Strategic Management Review were completed during 1989. In conducting this review, to be completed by summer 1990, a CRS staff team is examining CRS strategies, procedures, and products for supporting the work of the Congress.

CRS embarked on this Review in response to two principal concerns: The Service's top managers believe that:

- o The Congress as an institution has changed substantially over the past 15 years. While CRS also has made significant incremental changes in its operations during this time, there is a need for a more comprehensive and systematic assessment of congressional needs for and uses of research, analysis, and general information, and of the CRS role in providing those services.
- o Assuming future difficulties in reducing the federal budget, it is prudent for CRS to plan for the possibility that the CRS budget could remain approximately constant (in real terms) over the next several years while demands for research, analysis, and general information will increase. In these circumstances, CRS must be rigorous in setting and enforcing priorities and, with help from our oversight committees, in taking action to limit and target services.

The Strategic Management Review will lead to an agency that is even more responsive to changes in the Congress and the legislative process. More resources will be directed to meet increased congressional demands for in-depth policy analysis and more timely and comprehensive coverage of the broad range of issues facing the Congress.

B. LIBRARY TRANSITION

CRS staff actively participated in the Library-wide process of transition to new managerial and operational concepts. A principal accomplishment was the development of a Congressional Services Transition Plan, designed to enhance the scope, quality, and effectiveness of all services provided to the Congress throughout the Library. The plan includes initiatives in a number of areas, including research, information services, documentation and status of legislation, and special programs for Members:

- o Greater utilization and coordination of available expertise and resources throughout the Library.

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- o Strategic planning to anticipate and meet the needs of the Congress through the next decade.
- o Increased reliance on interdisciplinary teams, cutting across organizational lines, to address complex public policy issues.
- o Careful evaluation and selective use of new technologies, particularly in the area of providing easier congressional access and rapid transmission of materials from Library collections, data bases, and products.
- o Development of imaginative and informative programs that will make the Library's collections and expertise more accessible to Members of Congress.
- o Elimination of duplicative or inefficient activities.

By the end of FY89, a number of these efforts were already being implemented and many others were under active study.

C. AFFIRMATIVE ACTION INITIATIVE

An 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 skilled applicants for CRS professional positions, with emphasis on minority applicants, and thereby to enhance the diversity of the CRS professional staff.

The results of the programs are gratifying. Seventeen participants have been appointed to permanent positions on the CRS staff, with fourteen filled by minority students.

D. NEW TECHNOLOGY FOR CONGRESS

1. Optical Disk Congressional Access Project

As a long-term cost-effective means of information delivery, a high-technology optical disk-based system is being developed for retrieval of items cited in the CRS Selective Dissemination of Information (SDI) service and the CRS public policy literature file. It replaces an obsolete microfiche system and enables both viewing documents at test sites and on-demand printing for congressional requesters. Since spring it has provided well over half of the paper copies requested by congressional SDI subscribers, and by the end of calendar year 1989 more than 80 percent of the copies were being provided

through the optical disk system. This accomplishment was made possible by the development of a printing capacity that can accommodate the printing volume and quality needed for Congress. This new capability allows items to be printed within minutes of a command from a terminal. There are no microfiche to search manually, and the optical disk print quality exceeds that of copies made from fiche. Plans for the future call for completing this print system and providing work stations and printers in congressional office buildings, as well as within the Service--with the ability to call up the full text of several years of public policy literature. Long-range plans are being developed to explore ways to extend the use of this high technology to individual congressional offices.

2. On-line Products File

Interdepartmental efforts in FY89 have resulted in creation of the new on-line (SCORPIO) CRS products file. This new file features current and cumulated lists of CRS products with improved access, one-page summaries of CRS reports, and a facility that enables Members and staff of the Congress to order CRS products on-line through the computer. These developments provide much faster and more efficient congressional access to CRS materials.

IV. CRS ASSISTANCE ON SELECTED ISSUES

Beginning in FY87 CRS initiated a Major Issues Planning program to identify and define major congressional issues, structure them for more effective scrutiny by CRS and the Congress, and provide effective, timely, and comprehensive products and services to the Congress on those issues. While designed to provide more effective service to the Congress, this planning activity has also helped to focus resources in a period of tight resource constraints. The system concentrates 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 legislative action. Issues included in this system are reviewed and amended or changed expeditiously, as appropriate.

A. MAJOR ISSUES

CRS responds with relevant analysis and research on *all* issues of congressional interest whether or not they were forecast in the major issues planning system. Congressional consideration of many late-breaking issues, such as the Alaskan oil spill and the Tienanmen Square incident, received considerable CRS support, although space does not allow a discussion of all of them. The 24 issues flagged by CRS as part of its major issues planning system for FY89 were:

AIDS	Employment in changing economies
Air quality	Foreign aid: budget, policy, and reform
Arms control	Global climate change
Banks and thrifts: restructuring and solvency	Health care
Campaign financing	Housing and community development
Central American peace prospects	Productivity and U.S. living standards
Child day care	Strategic defense initiative
Defense procurement reform	Trade
Defense spending priorities	U.S.-Japan relations
Deficit reduction: spending and revenue options	U.S.-Soviet relations
Drug Control	Waste management
Education: federal concerns	
Energy security	

For each issue a major issue brief is prepared to serve as a vehicle for tracking legislative developments. The work of CRS is illustrated partly by noting the ways in which analysts, largely working as part of an interdivisional team, assisted as Congress considered the above-mentioned major issues. The following account does not contain all activities of CRS,

nor does it include all issues before Congress. Nonetheless, it does illustrate the range of issues considered and the multidisciplinary team approach used by CRS in responding to many of them.

The first three issues discussed are those that drew the greatest number of requests and hours of service. Other major issues then follow in alphabetical order.

Trade

International trade was a priority topic of concern in FY89, offering both opportunities and dilemmas for the United States and the Congress. CRS has directed an increasing share of research and information resources to address this topic. To this end, a team was established to coordinate work in international economics, trade, and security issues across several CRS divisions and offices. This CRS Trade Team, formed in FY89, focuses on complex, interconnected U.S. trade and international security concerns and works to provide a range of practical and timely products on these issues.

The team has responded to numerous congressional inquiries and briefed both Members and staff on trade-related matters. The first two reports in the series of CRS Trade Team products are "Pacific Rim Initiatives" and "EC92 and the United States." Other studies in progress look at agricultural trade, U.S.-Soviet commercial relations, employment and changing foreign economies, global debt, and technology and competitiveness.

Besides this Trade Team effort, analysts in almost all CRS divisions responded to individual inquiries from Members and committees.* ECON assistance focused on trade policy questions emanating from implementation of the Omnibus Trade and Competitiveness Act (P.L. 100-418). ECON, ALD, SPR, FAND, and ENR research focused on the U.S.-Canada free trade agreement, and several of these divisions also contributed to issues stemming from GATT negotiations. The European Community in 1992 received the attention of analysts in ECON, SPR, FAND, and ENR, as did U.S. economic relations with several East Asian countries.

* To 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
GOV	Government Division
LSD	Library Services Division
SPR	Science Policy Research Division

Still other inquiries from the Congress ran the gamut from bilateral trade issues, the effects of the debt of least developed countries (LDCs) on trade, forest products and fishery trade, and U.S.-Japan production of the FSX fighter aircraft to macroeconomic conditions related to the trade deficit and industry analyses. Some of this work included research on the competitive stature of U.S. industries, free-trade zones, the prospects for high-technology industries such as semiconductors, and the economic effects of global climate change on fuel and alternative energy sources. LSD and CRD staff supported many of these efforts; the former also focused on Pacific Rim policy and the latter on a range of topics, such as foreign investment in the United States.

Deficit Reduction: Spending and Revenue Options

Throughout FY89 deficit reduction received the second largest number of inquiries at CRS. Activity on this issue focused on the President's budget proposals, the bipartisan budget agreement between the Administration and Congress for FY90, the budget resolution, appropriations bills, the reconciliation bill, the operations of the Gramm-Rudman-Hollings Act, reprogramming, and rescissions. Analyses of relevant issues and legislation were provided in numerous CRS written products and briefings. Changes in leadership, membership, and staff of the budget and appropriations committees in both chambers generated increased requests for briefings and consultations on budget and funding topics by GOV staff. ECON staff contributed to macroeconomic policy analysis on deficit reduction and economic growth, current economic conditions, the budget deficit as it affects private investment, and comparisons of U.S. savings and growth rates with those of other nations. The ECON analysts also conducted a Public Policy Issues Institute on the deficit and looked at the deficit with respect to efforts to cope with or alter the Tax Reform Act of 1986 and related legislation (the Technical and Miscellaneous Revenue Act of 1988, P.L. 100-647).

Among other activities pertaining to the budget, GOV prepared reports to track developments under the Gramm-Rudman-Hollings Act for FY89 and FY90 and presented two seminars on the FY90 federal budget process. Other GOV reports included a manual on budget scorekeeping for the Congressional Budget Office, work on reconciliation procedures, and a document offering data on rescissions requested and enacted since the Impoundment Control Act (part of the 1974 Congressional Budget Act) and analysis of current legislative proposals for enhanced rescission authority.

It was anticipated until fairly late in the first session that legislation would be offered in the Senate exempting Social Security from the Gramm-Rudman-Hollings (GRH) deficit calculations and revising the GRH deficit targets, as an amendment to legislation increasing the debt limit. GOV staff prepared memoranda for congressional committees analyzing the budget process implications of such a provision and the relation of congressional action on the budget resolution to Social Security and Medicare.

Other CRS research support on topics related to this issue ranged from ECON studies--specific revenue options (such as gasoline taxes and a value-added tax), tax options for financing proposed new programs for long-term care for the elderly, and the government's use of "earmarking" revenue (or even loan proceeds) for specific purposes such as the "war on drugs." Among the Member requests for bibliographic information were questions related to sources of revenue, particularly oil import fees, a gasoline tax, and a capital gains tax.

Health Care

Health care, which ranked third among the CRS major issues topics most requested by the Congress, remained at the center of congressional debate in FY89. A number of concerns were addressed.

Amidst much controversy over financing the catastrophic health care program for Medicare, a majority of the Congress favored cutting most of the newly enacted benefit -- the principal exceptions being benefits for Medicare beneficiaries who are also aided by the Medicaid program. EPW analysts worked closely with the staff of the House and Senate committees as the legislation was restructured and provided technical analysis on proposed solutions and draft amendments. CRD staff reported more requests for the catastrophic health care info pack than any other in FY89.

Congress continued to examine various ways to improve access to health care services for those without health insurance. EPW analysts produced a major study and provided testimony on extending health insurance to the uninsured at the request of the House and Senate committees concerned with the problem.

Other CRS division work on health policy topics in FY89 spanned a wide range of congressional concerns. EPW provided one of the most thorough nationwide analyses of growth components in Medicare physicians' spending and assessments of several prospective budgeting strategies designed to help control costs. EPW analysts also coordinated a congressional committee study session off Capitol Hill on federal health policy, as well as seminars on access to health care and children's health care. SPR work addressed a broad spectrum of topics relating to science and technology aspects of health care, including adequacy and equity of federal funding for diseases such as cancer and Alzheimer's disease, generic safety and fair pricing of pharmaceuticals, the role of government in reducing environmental and occupational threats to health, the necessity and ethicality of using animals and human fetal tissue in biomedical research, and labeling of foods for better nutrition. CRD and LSD staff fielded a flood of requests for related information.

AIDS

National and congressional interest in the problems raised by the AIDS epidemic continued at a high level during FY89. The beginning of the 101st Congress saw the introduction of the Americans with Disabilities Act (S. 933),

a major civil rights initiative that prohibits discrimination against persons with disabilities (including those infected with HIV) in the private sector. There was quick response in the Senate, with several days of hearings. Intense negotiations produced a compromise bill that was reported out of committee and passed by the Senate, with additional amendments. In the House joint referrals slowed action, and while several hearings had been held by October, the predicted passage of the bill has not yet occurred.

A CRS AIDS team, coordinated by SPR and consisting of members of ALD, CRD, ECON, EPW, FAND, GOV, and LSD, produced or maintained eight issue briefs on AIDS, including three new ones on pediatric AIDS, AIDS discrimination, and drug approval issues. The team also produced several new reports, numerous memoranda, and a two-part Public Policy Issues Institute course; it provided many congressional briefings and other forms of assistance for committee prints, hearings records, and bill analyses and reports. In other efforts to better inform the Congress, two team members (from SPR and ALD) attended the Fifth International Conference on AIDS in Montreal, Canada, and FAND helped the [REDACTED] prepare for hearings on AIDS in Africa.

Air Quality

ENR staff continued its broad-based work with committees and Member coalitions on this long-standing and complicated legislative issue that ranked among the top ten issues on which CRS received requests. Continuing work from earlier support to Congress, ENR staff prepared several major reports, organized a national colloquium, and provided legislative support throughout the year on topics including acid rain, urban air quality standards, and air toxics.

Some highlights of the year on this issue included a colloquium on air quality in November 1988 as part of the response to a request from 38 Senators. ENR staff, with assistance from SPR, conducted this meeting at which national experts on medical, legal, regulatory, and evaluation issues presented papers on the health benefits of air pollution control. In July 1989 President Bush proposed amendments to the 1970 Clean Air Act. ENR staff took the lead in coordinating with the Office of Technology Assessment, the Congressional Budget Office, and the Environmental Protection Agency the analysis necessary to inform the growing legislative debate on the alternative programs in the Administration proposal as well as other bills. Additional work included a report on using incentives in environmental protection and assistance to the Congress on related air quality issues such as indoor air pollution, including radon and asbestos.

Arms Control

After a slow start on the many arms control issues left by the Reagan Administration, President Bush enunciated the Western response to Soviet President Gorbachev's December 1988 United Nations pledge to make substantial unilateral conventional forces reductions. At the May NATO

Summit, Bush called for completing a conventional arms reduction accord in six months to a year that would establish equal NATO and Warsaw Pact levels of tanks, artillery, armored vehicles, and combat aircraft from the Atlantic to the Urals.

Many in the Congress have expressed an interest in further efforts to resolve outstanding differences blocking U.S.-Soviet agreement on strategic forces, an international convention to ban chemical weapons, and ratification of the Threshold Test Ban Treaty and the related Peaceful Nuclear Explosions Treaty.

FAND and other CRS analysts provided a full range of support to Congress on arms control issues, from basic briefings to in-depth studies that helped shape the congressional debate. The breadth and depth of FAND coverage was illustrated by several notable projects including a CRS report on strategic policy choices facing the United States and numerous other CRS reports and seminars on conventional arms control, ballistic missile and chemical weapons proliferation, naval arms control, and short-range nuclear forces. Also completed was an authoritative and comprehensive unclassified study on the effects of alternative test ban treaties on U.S. and Soviet nuclear forces, which was printed by a House committee.

Banks and Thrifts: Restructuring and Solvency

FY89 witnessed a record number of failures in the savings and loan and banking industries, as well as considerable activity by the depository institution supervisory agencies in arranging mergers, acquisitions, and purchases of institution assets. Congressional concern was expressed over the cost of the arrangements made by the supervisors, the extent of fraud and abuse in the industry, and the safety of depositors' funds insured by the federal government.

Legislative focus on the operation and regulation of depository institutions culminated in the Financial Institutions Reform, Recovery, and Enforcement Act of 1989 (P.L. 101-73), which became law August 9, 1989. CRS analyses of the act's provisions and their implications were presented in numerous ECON reports and briefings on such topics as the deposit insurance system, consumer banking, and separation of banking and commerce. Several of these issues were summarized in a CRS *Review*, and a Public Policy Issues Institute was held on deposit insurance and bank regulation. Legislative support was provided to numerous committees, Member organizations, other congressional support agencies, and Member's offices. ALD attorneys aided the House and Senate banking committees and individual Members throughout the progress of this legislation and responded to related congressional concerns such as money laundering and electronic transfers. A GOV specialist worked with the Congressional Budget Office and House committee staff on organizational implications of P.L. 101-73. CRD and LSD provided information and bibliographic support on regulatory reform, depositors' claims, and other banking issues.

Campaign Financing

Campaign finance proved an issue of major importance in the first session of the 101st Congress, as more sectors of Congress became involved in the search for a consensus reform package.

Constitutional and legal research and analysis was provided by ALD and policy analysis by GOV to House and Senate committees regarding legislation on such issues as reform of political action committees (PACs), public financing of congressional elections, expenditure limitations, the use of "soft money" in federal elections, tax credits for political contributions, and regulation of negative political advertising. One ALD attorney offered legal assistance throughout the year to a House committee concerned with drafting legislative proposals on bundling of campaign contributions (H.R. 12 and H.R. 2698), independent expenditures (H.R. 2161), uniform poll closing legislation (H.R. 18) and the national voter registration legislation (H.R. 15).

A Senate committee held hearings in the spring and was assisted by GOV. A GOV report on Senate campaign receipts and expenditures was updated to incorporate 1988 data and was released to the committee for these hearings. A report on House campaign expenditures was updated to include 1988 and inflation-controlled data for use by a House task force. GOV provided assistance to many Members serving on the task force, for instance, in a widely circulated memorandum on recent campaign finance statistics. A major effort of GOV during 1989 was a survey of 1988 House and Senate candidates in competitive elections, prepared to derive comprehensive data on expenditure patterns for selected campaign services. The survey was requested by the House and Senate committees, and preliminary data have been provided to the House staff for use in the work of the task force. The survey will be reported in full before the end of 1989 and is expected to constitute a significant breakthrough in an area for which little data previously existed.

LSD staff prepared three related bibliographies, "Campaign Finance," "Interest Groups and Lobbying," and "Political Action Committees," surveying the issues of campaign reform, techniques of financing, and ethics. "Political Campaigns and Elections: An Alphabetical Microthesaurus" was issued to aid Members with online searches.

Central American Peace Prospects

Congress continued its active interest in the implementation of the August 1987 Central American peace agreement. Encouraged by two follow-up accords signed in February and August 1989, which called for Central American officials to develop plans to repatriate or relocate the contras under a liberalized political system in Nicaragua, Congress and the President debated the appropriate U.S. response to the peace process and to the countries in the region--notably Nicaragua and El Salvador. The accords fostered a bipartisan agreement between Congress and the Administration to continue only nonlethal "humanitarian" assistance to the contras.

Nonetheless, tensions persisted between the two branches of U.S. government and among the Central American states over the pace of demobilization of the contras, the state of political reform, and the continuing Salvadoran civil conflict.

Given the strong congressional interest in Central America, FAND analysts engaged in a number of activities to reach a broad congressional audience. Information gathered from trips to the region was used to conduct four seminars, each of which was attended by more than 50 staff and was timed to occur around critical congressional hearings on Central American developments. Additional work included written support for several House and Senate hearings; a briefing book on U.S. policy toward El Salvador that was used widely on the Hill; a *CRS Review* edition on Central American policy dilemmas; CRS briefings and testimony on Members' Central American migration concerns; and CRS products on other related topics.

Child Day Care

The Congress considered more than 100 legislative proposals to expand the federal role in child day care during the first session of the 101st Congress. Major legislation was passed by both the Senate and House after much debate--the Act for Better Child Care Services (S. 5) and provisions of Omnibus Budget Reconciliation Act (H.R. 3299). Both bills would authorize funding to states for services and activities to improve the availability and quality of child care, as well as amendments to the Internal Revenue Code to assist parents in obtaining child care.

Although preliminary work on conference issues has begun, it is still uncertain how child care bills will be handled.

A CRS team of three EPW analysts and two ALD attorneys provided daily assistance to the four authorizing committees and their subcommittees during consideration of proposed child care legislation. Much of the congressional concern has focused on the program structures to fund child care under alternative proposals and on operational differences between programs. The team addressed many of these concerns; among other activities, it helped organize hearings, prepared background materials for use during markup, assisted in drafting committee reports and a conference document, prepared numerous complex bill comparisons, and analyzed the implications of legislative alternatives and proposed grant allocation formulas for various recipients.

Elsewhere in CRS, in response to numerous questions on existing law and programs, ALD attorneys looked at issues from both the church-state and tax perspectives and offered assistance with the constitutional standards governing church participation in publicly funded social welfare programs, the legal implications of particular programs, and the feasibility of possible compromises. CRD provided extensive support on the issues before the Congress, largely pertaining to the proposed Act for Better Child Care Services.

Defense Procurement Reform

The June 1988 announcement of a major probe of certain Department of Defense officials, consultants, and industry executives provided new impetus to Congress's campaign to reform the defense acquisition process. Details brought out in the indictments revealed three areas of illegal activity--bribery, conflict of interest, and unauthorized dissemination of proprietary data. Some Members proposed legislation designed to prevent further abuses of specific aspects of the acquisition process; others faulted a "piecemeal" approach to reform and called for sweeping, broad-based change.

During FY89 FAND analysts and CRD staff built on a collection of existing work to meet widespread congressional demand on these and other defense acquisition issues. Written assistance from FAND ranged from a 1,000-page analysis and compilation of U.S. commission reports on defense acquisition during 1949-88 in support of hearings, to a lengthy memorandum examining the extent of the U.S. defense industry's reliance on foreign products. LSD provided daily clippings of media coverage and bibliographic support in several CRS reports.

Defense Spending Priorities

The FY90 defense budget debate vividly reflected the ongoing conflict in Congress between the Administration supporters and opponents over future defense spending priorities. The FAND team on this issue prepared seven reports, four new issue briefs, countless memoranda, numerous briefings, consultations and seminars, and scores of questions for hearings. These efforts ranged, for example, from a ground-breaking analysis of Navy carrier aircraft issues in the 1990s to direct support to both House and Senate armed services committees' consideration of new reserve officer personnel legislation, to a general staff seminar on the implications of the Bush amendments to the FY90 defense budget.

The primary focus of the SPR contribution on this issue was analysis of the rapid expansion of the Defense Department's research, development, test, and evaluation programs during the 1980s, a period of decreased funding (in constant dollars) for the agency's technology base programs (basic and applied research). These trends have raised concern regarding the overall strength of the defense industrial base. SPR followed up this effort with a seminar for congressional staff on the health of DOD technology base programs and a report on planning, managing, and funding these programs.

Other work on defense spending priorities at CRS included information support by CRD on the closing of military bases and on proposals for a national service plan, the Tower nomination and defeat, the FSX issue, and development of the Stealth bomber and other weapons systems. GOV staff analyzed the content of amendments to the FY88 and FY89 defense authorization bills for a House committee. LSD staff prepared bibliographies surveying the literature on strengths and weaknesses of U.S. defense

technology and on U.S. contributions to the financial burdens of Western allied defense.

Drug Control

Prevention and control of drug abuse remains a top-priority public policy issue in the United States. Both in responding to executive branch initiatives and in developing its own proposals, the Congress has sought a variety of solutions to this continuing problem--through treatment, education, primary prevention, research, international accords, and overseas eradication and control efforts, as well as supply interdiction and all other aspects of law enforcement that fall within the federal purview.

In the final moments of the 100th Congress the Anti-Drug Abuse Act of 1988 (H.R. 5210) was passed--a broad-scope measure containing ten titles and relating to virtually every aspect of the federal effort to curb the abuse of narcotics and other dangerous drugs.

To assist Congress in its drug control efforts in FY89, staff from several CRS divisions launched research efforts. SPR addressed the medical effects of illicit drugs, the effectiveness of drug testing and treatment, and safety issues in the workplace. ECON analysts completed a report and prepared a seminar on drug testing in the transportation industry. ALD, active in drug control studies both before and after announcement of the President's initiatives and the appointment of a drug czar, looked at legal issues such as funding for the national drug control strategy, drug interdiction, border management, and deportation of drug offenders.

FAND analysts played the leading role examining the international and military aspects of U.S. drug policy and contributed to two major reports. Among other activities, FAND maintained an issue brief on international narcotics issues and conducted a staff seminar on economic and political impacts of drug trafficking in Latin America and U.S. policy options.

GOV analysts fielded a large number of requests on, for example, relationships between drugs and crime, the national drug control strategy (with ALD, EPW, and FAND), and federal assistance to state and local law enforcement agencies.

Efforts to disseminate requested reference information on the drug crisis included the full-time work of two CRD staff members, who focused on drug control, the legalization issue, testing, and descriptions of different varieties of drugs. LSD contributed a new, more detailed organization of materials in the CRS main reference files and provided clippings directly to CRD reference librarians for faster service. Over 350 new articles and reports were cited for the database, including several in-depth newspaper series. New bibliographies were prepared and distributed on drug abuse, narcotics interdiction, and the use of the military in stemming the tide of drugs.

Education: Federal Concerns

Interest in education was high during FY89 as Members focused on the reauthorization of the Carl D. Perkins Vocational Education Act (P.L. 98-524). EPW provided extensive assistance to House and Senate committees working on the reauthorization by identifying policy issues and legislative alternatives at hearings, preparing background reports on the basic state grant formula and performance standards, and analyzing proposed grant allotment formulas for distributing funds among and within states.

Other growing education concerns for the Congress that generated requests for EPW support were post-secondary education in proprietary schools (for-profit schools offering vocational and technical assistance) and FY90 appropriations in the congressional budget for the Department of Education. EPW staff worked closely with House and Senate committees on these and other topics, providing numerous written products, consultation, and technical assistance. Requests were received for help with proposed legislation to change the need analysis system for federal student financial aid, provide federal assistance for pre-kindergarten education programs, and initiate education reform for teacher certification, to name a few.

Elsewhere in CRS, analysts in SPR responded to inquiries from several Senators on science and engineering education topics. With regard to a committee's scheduled hearing on increased funding for certain higher education programs and possible budgetary obstacles to such increases, GOV staff met with committee staff to discuss possible ways of dealing with such obstacles. GOV worked closely with a House subcommittee to develop a survey questionnaire to be sent to state and local education policymakers and administrators concerning federal support for research and development in education. LSD prepared bibliographies on federal education policies and programs and on vocational education; LSD staff also improved the CRS online search capability by adding migrant education and proprietary schools as search terms.

Employment in Changing Economies

Changing economic policies and relationships between and among industrialized and developing countries will have substantial impact on employment patterns in the United States. New trends in economic policymaking in Europe and in Asia, including the U.S.S.R., could alter existing trade patterns and American capital investment flows. These changes could affect the operating patterns and investment plans of U.S. employers and, in turn, large segments of the American work force. Whether employment opportunities in the United States will improve or worsen as a result of these new economic developments depends on the final responses made by American businessmen. A CRS interdivisional team was formed to address this major issue and has generated a number of products to respond to congressional interest.

Energy Security

As the United States becomes increasingly dependent on imported oil, a number of observers are calling for greater effort to diversify U.S. energy sources. Many of the nation's environmental problems are inextricably linked to the levels and types of fuel we use. Efforts to gain greater access to Arctic and offshore oil resources, improve energy efficiency, and expand cleaner fuels were at the center of FY89 congressional debate on U.S. energy security.

For a Member's office ENR staff coordinated with SPR and ECON on initiatives to promote the production and consumption of alcohol fuels. ENR staff and senior specialists responded to a House committee request for analysis of the potential for methanol in the context of the clean air debate.

Expected legislation on developing Arctic oil was stymied by the Alaskan oil spill, which led to a redirection of concerns: ENR analysts prepared a report on the effects of the oil spill on domestic oil prices and assisted with a hearing on how the oil spill affected U.S. energy security.

Among other energy security-related topics ENR staff, with ALD, SPR, and ECON, neared completion of a two-year study of electric utility industry deregulation and prepared several analyses and reports on the nuclear power industry and environmental problems at defense facilities. SPR staff maintained two issue briefs on domestic oil and natural gas prospects and responded to a number of requests for specific oil and gas information. They also prepared reports on Latin American oil prospects and on the potential for reducing CO₂ emissions through improved energy efficiency. A briefing, including written support, was prepared in response to a House request for research on the potential for reducing oil use through improved automobile fuel economy.

Foreign Aid: Budget, Policy, and Reform

Rapidly changing world events, declining foreign aid budgets, general dissatisfaction with foreign aid objectives and achievements, and the election of a new President prompted several congressional efforts in FY89, including a major House initiative to reexamine the structure and purpose of U.S. foreign assistance. Various congressional proposals were made that would put in place some significant foreign aid reform, the first since the early 1970s.

FAND analysts contributed directly throughout the year to various congressional deliberations on foreign assistance reform legislation, and more recently as the Congress focused on alternative aid packages for Poland and Hungary. FAND and GOV prepared a series of briefings for new staff of [REDACTED] concerning foreign assistance programs, foreign policy legislation, and budget and procedural issues. Among other activities, FAND prepared a handbook on

foreign aid that assessed more than 300 foreign assistance reporting requirements to help the House foreign aid task force.

FAND staff completed seven new CRS reports on foreign aid-related issues, including studies on the food situation in Angola, the donor response to African debt, U.S. economic and military assistance to Central America, U.S. assistance programs that provide training and equipment to foreign police, trends in conventional arms transfers to the Third World, current issues between the United States and "base rights" countries, and a study on the United Nations and Congress. FAND also prepared over 25 sets of questions for hearings and conducted a seminar in the CRS Public Policy Issues Institute on foreign aid reform for new congressional staff.

Global Climate Change

Policymakers, scientists, and the American public have become increasingly aware of the effects of global climate conditions that could diminish habitability and the quality of life in this country and worldwide. Changes of concern include depletion of stratospheric ozone and possible alteration of climate, both from man's influence on the atmosphere resulting in increases in trace gases. The emission of carbon dioxide and gases from burning fossil fuels and from other activities and their buildup in the atmosphere could enhance the "greenhouse effect," the process by which the atmosphere traps infrared radiation from the Earth and warms the Earth's surface, making it habitable. Alteration of climate could affect agriculture and natural resources and could lead to rising sea levels. Emissions of man-made chlorofluorocarbons have been responsible for chemical interactions in the upper atmosphere that deplete the Earth's ozone shield, with potential dangers to human health and the Earth's biosphere.

During FY89 SPR contributed to various projects on global climate change, including two Public Policy Issues seminars, written CRS products and committee assistance. ENR staff focused on policy options for mitigation of and adaptation to climate change. Other work included analysis of CO₂ plant intake; carbon dioxide removal technology; climate change implications for populations, agriculture, and forestry; and ozone depletion. CRD searched newspapers online for information pertaining to these issues, and LSD provided bibliographic material and conducted searches in technology-related databases.

Housing and Community Development

Comprehensive housing legislation continued to receive congressional attention in FY89, and housing ranked fifth among major issues receiving the most requests at CRS. Members of the ECON team provided support with hearings on the proposed National Affordable Housing Act (S. 565) and the proposed Housing and Community Development Act of 1989 (H.R. 1180). Charges of favoritism and mismanagement in programs of the Department of Housing and Urban Development also were the subject of hearings by congressional committees and testimony and reports by members of this team.

CRD and LSD also responded to numerous Member requests for information on reported HUD scandals.

Housing affordability issues, including high rents relative to renter income, basic housing shelter for the indigent homeless, and barriers to homeownership for first-time buyers were also major concerns in Congress examined by ECON analysts. Multifaceted support was provided to the "affordable housing" initiative, including critical summaries and reviews of academic papers prepared as a part of the initiative. The ECON division, together with the CRS senior specialist on housing and other CRS divisions, produced detailed comparisons of alternative housing legislative proposals. Reports prepared during the year addressed the number of households in HUD-assisted housing, home-buyer assistance, housing price increases, and FHA-insured mortgages. ECON contributions were made to CRS reports on the homeless and the eviction from public housing of families involved in illegal drug trafficking.

Productivity and U.S. Living Standards

This major issue ranked fourth in terms of requests received by CRS. CRS analysts contributed on several fronts. They included ECON research on easing antitrust barriers to joint manufacturing operations, authorizing an expanded role for the Commerce Department in developing and commercializing technology, extending the R&D tax credit, and increasing national saving by reducing the federal budget deficit and cutting taxes on capital gains. Analyses of these proposals and their roles in boosting future productivity and living standards were presented in numerous written CRS products and addressed in memoranda and seminars. Legislative support was provided on these proposals to both House and Senate committees.

Congressional interest also focused on how technology contributes to economic activity. To help address this question SPR analysts prepared a report on U.S. industrial competitiveness that was used to brief a number of committees. Other SPR staff looked at federal technology transfers, high-definition television, high-performance computing and the establishment of a national research and education network, and computer "viruses." This CRS research was conveyed to the Congress in several formats--seminars, written products, testimony, and Member consultation.

Strategic Defense Initiative

The strategic defense initiative (SDI) remained a fiercely controversial U.S. defense program during FY89. It continued to challenge long-standing assumptions about national security, strategic policy, arms control, and the U.S. relationship with its allies and the Soviet Union.

CRS support to Congress on SDI issues evolved throughout the fiscal year from treating SDI as a fairly discrete issue to covering it as a part of larger concerns over strategic forces policy and the linkage between arms control and force modernization. Reflecting early congressional concerns,

FAND analysts responded with material on the reinterpretation of the Anti Ballistic Missile Treaty for a House committee print on Congress and foreign policy. In addition, numerous staff briefings, outside agency consultations, and hearings support focused largely on Phase 1 strategic defense system costs and feasibility of deployment. As the year progressed, the team provided Congress with a framework to examine strategic interrelationships by suggesting groupings of consistent choices with respect to strategic arms reductions encompassed in START talks, mobile ICBMs, and ballistic missile defenses. The thinking behind this report led to an audio brief, seminars, and the creation of an informal roundtable in which CRS and congressional staff meet regularly to share information on SDI and strategic force issues.

Among other contributions to this major issue, including maintenance of an issue brief on SDI, SPR analysts looked at the Administration's approach to developing an initial SDI system using small, low-cost, space-based interceptors. They also responded to individual questions throughout the year on SDI, primarily related to funding issues or technical questions, including the potential for technological spin-offs from SDI and the development of critical materials within SDI.

U.S.-Japan Relations

As long-standing allies and increasingly interdependent economic partners, Japan and the United States have worked closely together to build a strong, multifaceted relationship based on democratic values and interests in world stability and development. But strains have grown markedly in recent years as Japan's economic and technological power has developed strongly relative to that of the United States.

Analysis and reports by ECON staff addressed the continuing large bilateral trade deficits with Japan, Japan's response to the Omnibus Trade Act, and the effects on the United States of financial liberalization in Japan, among other issues.

Congressional debate on the FSX and other questions spurred increasing analytical activity, which culminated in elevating U.S.-Japan relations to major issue status for CRS in August 1989. FAND efforts included three new issue briefs on Japan (two on the FSX); seven new reports on various aspects of trade, market protection, defense, and technology; a *CRS Review* edition focused on U.S.-Japan relations; and assistance to several committees. SPR research was presented in a CRS report on FSX technology and its relative utility to U.S. and Japanese aerospace industries.

The Conference Report on Legislative Branch Appropriations for FY90 directed CRS to report back to the conference committee on the feasibility of creating a special Japan task force, led by CRS and encompassing resources throughout the Library, to help meet the information and analytical needs of Congress regarding Japan.

U.S.-Soviet Relations

Major changes in Soviet foreign and domestic policy--including withdrawal from Afghanistan and political restructuring in the direction of market economies and democratization--have brought significant improvement in U.S.-Soviet and East-West relations. This has led to expanded cooperation in "traditional" areas of U.S.-Soviet concerns such as arms control and human rights, and also in regional conflicts, trade, cultural, scientific and technical exchanges.

The Congress exhibited considerable interest in internal developments in the Soviet Union, disturbances in the Baltic and Asian republics, the new Soviet legislature, changes in Soviet military posture, and the political and economic upheaval in Eastern Europe. After the Solidarity success in Poland, Congress began to challenge the Administration's policies, specifically pressing for increased aid.

Several CRS divisions marshalled staff to produce an effective response to heavy congressional demand. Numerous FAND written products and several seminars and briefings centered on such topics as U.S.-Soviet relations, East European reform and U.S. policy responses, perestroika, and other changes in the Soviet Union. ECON responded to requests for information and analysis about economic reforms in the Soviet Union and Eastern Europe. CRS also provided numerous updates to the U.S.-Soviet briefing books, and FAND and SPR co-authored a detailed study of U.S. and Soviet space programs.

Toward the end of FY89 FAND, GOV, and senior specialists began working with the House and Senate leadership to establish a coordinated program for visiting Soviet and East European legislators. There is growing Soviet interest in creating an independent and effective legislature, as well as providing a CRS-like research and analysis capacity for the Supreme Soviet. A high level of briefings and technical assistance is anticipated for this new development in the U.S.S.R. Legislation was considered to provide a "Gift of Democracy" to Poland, and was passed later in the year. Representatives of the Senate, House of Representatives, and CRS have been authorized to travel to Poland and provide technical assistance in Poland's development of democracy and a more market-based economy.

Waste Management

The Congress also began preparing for reauthorization and amendment of the Resource Conservation and Recovery Act (RCRA, P.L. 94-580) governing the federal role in solid and hazardous waste management. With growing concerns about community capacity to handle solid waste, recycling, and disposal of hazardous substances, ENR staff members were involved in a range of support activities for Congress on this legislation and on related waste issues, particularly oversight of the Superfund. LSD supported this effort with bibliographies and database enhancement on nuclear waste

management, waste in the marine environment, and solid waste management.

B. OTHER IMPORTANT ISSUES

The 101st Congress addressed a variety of issues besides those featured in the major issue planning system in FY89 and called upon CRS to provide assistance on many of them. Some selected topics on which CRS offered particularly noteworthy support are described in this section.

Alaskan Oil Spill

Following the *Exxon Valdez* oil spill on March 24, 1989, CRS received a large number of congressional inquiries on the spill, compensation legislation, and other related topics. This issue is one of many examples of the CRS capability to respond rapidly with expertise when crises on fast-breaking issues require immediate analysis. In response to these requests from Congress, ENR delivered timely reports on oil pollution, the legislative history of the Trans-Alaska Pipeline Authorization Act (with ALD), the effects of the spill on the marine environment, spill containment and cleanup technology (with SPR), and international oil pollution agreements. ALD contributed legal expertise pertaining to inquiries about how the current federal and state spill control and liability laws might apply to this incident and spills elsewhere. Other activities included CRS coordination of meetings with the Office of Technology Assessment and the General Accounting Office on various facets of the congressional response to the spill.

Civil Rights

Developments on both the legislative and judicial fronts during FY89 promised to reshape federal civil rights law for years to come. The Fair Housing Amendments Act, the first major revision to the landmark 1968 Civil Rights Act, not only expanded the law's protection to include handicap and parental status discrimination but also provided enforcement by administrative law judges and a strengthened system of civil penalties in fair housing cases. ALD attorneys assisted with legal and constitutional questions during consideration of this complex legislation, especially the imposition of civil penalties and the right to a jury trial in fair housing cases.

Additional requests for analysis and briefings focused on, among other issues, governmental drug-testing of federal employees, abortion, affirmative action and minority business set-asides, and the scope and application of Reconstruction-era civil rights statutes that could dramatically alter the course of future civil rights enforcement. ALD and GOV staff responded to these requests with numerous analytical reports and several meetings with Member and committee staff.

Congressional Ethics and Pay

Issues of congressional honoraria and ethics reform were of concern to the press, Members, and staff. Among the congressional requests for information received by GOV analysts were questions regarding ethics legislation; acceptance of gifts, reimbursements, and honoraria; controversies involving congressional leaders; and past disciplinary actions. Legal advice and assistance were provided by ALD attorneys on many of these issues.

Congressional pay was the subject of numerous inquiries; GOV staff responded on topics including methods to adjust executive, legislative and judicial salaries and modify current pay procedures, comparisons of pay increases over time with inflation and private sector pay, and costs of congressional operations and appropriations. A team of GOV and ECON staff prepared material showing what Member pay would be in 1989 based on various economic indicators such as the GNP price deflator, median family income, average earnings, military pay, pensions and Social Security, and the like.

Constitutional Law

As in the past, constitutional issues continued to pervade the work and activities of the Congress in FY89. The Supreme Court decision on flag burning was particularly noteworthy. Calls in the Congress for constitutional amendments and statutory fixes immediately followed the decision, and bills were advanced in both houses by the end of the fiscal year. ALD prepared reports on the decision and on the constitutionality of a statutory response to the decision as well as numerous memoranda on proposed statutes and constitutional amendments. ALD attorneys consulted with Members and their staff as the legislation proceeded.

The Court's recent body of separation-of-powers jurisprudence generated requests from Congress for ALD to analyze proposals designed to insulate government entities or officials from presidential control. Memoranda and consultations focused on congressional efforts to impose greater reporting requirements on officials, restrict executive removal of officers, specify appointment criteria, and attack other strictures on executive control over officials and programs.

Emergency Preparedness Disaster Relief

In anticipation of oversight hearings on the Federal Emergency Management Agency, GOV analysts briefed the staff of a Senate committee on the agency's programs and activities. The discussion covered assignment of federal emergency preparedness functions, federal assistance during national disasters, continuity of government during a national crises, and assistance for the Congress and the Supreme Court during a national security emergency. At the request of committee staff an interdivisional team was

formed to address these topics, with analysts from GOV, EPW, FAND, SPR, and ECON participating.

Federal Employees Health Benefits Program

During FY89 an interdivisional CRS team (staff from EPW and ECON as well as the Congressional Budget Office and the General Accounting Office) completed a comprehensive study of the Federal Employees Health Benefits Program (FEHBP) in response to a House committee request. The study was released in May as a committee print (No. 101-5) at a committee hearing, with testimony given by some team members. As requested, the study provides in-depth, systematic analysis of FEHBP and a framework for use in analyzing proposed changes.

In summer 1989 the FEHBP team began work on the legislative phase of FEHBP reform. The team helped develop a proposal, which was enacted into law, to revise the method of calculating the government's share of FEHBP premiums because of the announced intention of the Aetna Insurance Company to withdraw from the program. The team also assisted with a proposal to make flexible benefit plans (including a health benefits component) available to federal employees.

Gun Control

During congressional consideration of gun control legislation, GOV staff assisted with bill comparisons of measures to restrict imports of military-style semiautomatic rifles and background information and selection of witnesses to testify on the importation of so-called assault firearms.

Intelligence Oversight

A CRS team of analysts from GOV and FAND responded to queries on several intelligence topics likely to be considered in the 101st Congress, including the increase of classified information in the intelligence committee and the establishment of a statutory Office of Inspector General for the Central Intelligence Agency. The team also organized a seminar on congressional oversight of intelligence, featuring presentations by intelligence agency officials and academicians. Several CRS reports were prepared on related topics, such as the use of classified information by Members of Congress and proposals for the development of the Office of Inspector General at the CIA.

Leveraged Buyouts

The pace and magnitude of leveraged buyouts continued to cause concern in the Congress. The possibility of slowing down the action by limiting tax deductions for the interest paid on debt has been under discussion. ECON analysts assisted with the issue by preparing a comprehensive issue brief on leveraged buyouts and a study of the globalization of securities markets.

Minimum Wage

ECON analysts contributed substantially in response to inquiries during the FY89 congressional debate on a proposed increase in the minimum wage. Minimum wage legislation was passed in the first session of the 101st Congress, but was vetoed by the President. Reconsideration of the legislation continued during the fiscal year and was enacted in November 1989. The first level of increase (from the current \$3.35 an hour to \$3.80 an hour) is scheduled to begin April 1, 1990; the second level (to \$4.25) will begin April 1, 1991. ECON analysts prepared issue briefs and reports on the federal minimum wage and labor standards and on reform or updating of the Fair Labor Standards Act that includes legislation on the minimum wage.

Soundness of U.S. Financial Systems

Congressional inquiries about the soundness of U.S. financial systems and foreign ownership of U.S. financial assets prompted ECON analysts to conduct a number of analyses that were entered in the CRS products system as issue briefs and reports. These documents addressed such topics as foreign banks in the United States, banking in Europe in 1992, foreign ownership of U.S. assets, and foreign investments in U.S. banking.

U.S. Power in a Changing World

A two-day seminar devoted to this topic, including a breakfast attended by 17 Members, was a pathbreaking CRS effort to involve staff and Members in a discussion on integrating economic, technological, military, and political dimensions of U.S. power in light of changing world conditions. The multidisciplinary approach that included coordination of FAND, EPW, ECON, and ENR divisions was beneficial to CRS analysts as well as the Congress; it allowed specialists to see linkages among their fields of expertise and how their participation fit into the broad spectrum of issues of importance to the Congress.

V. CRS AND THE BICENTENNIAL OF CONGRESS

In the first year of the two-year celebration of the congressional bicentennial, CRS joined with the House and Senate and other offices of the Library to plan and participate in a number of activities that commemorated the historic events of 1789. These activities included a seminar at Colonial Williamsburg welcoming and orienting the new Members of the Bicentennial Congress; "Understanding Congress: A Bicentennial Research Conference," a two-day CRS seminar sponsored jointly with the House and Senate; "Knowledge, Power and the Congress," a Library of Congress Council of Scholars symposium; the issuance of a number of committee histories; and "Congress in the Year 2000," a two-year project of conferences and publications designed to focus attention on the policy and institutional issues Congress will confront as it enters the next century. CRS also provided assistance for the exhibit "To Make All Laws: The Congress of the United States, 1789-1989," a major Library presentation depicting Congress's growth and development; and "Congress on Stamps," a joint exhibit of the House Commission on the Bicentenary and the Capitol Hill Philatelic Society.

A popular contribution to the celebration of the bicentennial was made by the Congressional Reference Division through the publication of *Respectfully Quoted: A Dictionary of Quotations Requested from the Congressional Research Service*. Edited by Suzy Platt, the book was the product of many hands who collected, researched, and reverified the quotations. The Library Services Division prepared a reading list, *Bicentennial of the Congress*, citing recent histories of Congress, accounts of the First Congress and the elections that created it, and activities and writings commemorating the event.

A. SEMINAR FOR NEW MEMBERS

Jointly sponsored with the American Enterprise Institute and the Brookings Institution, this seminar program is designed to engage new Members in discussions with substantive experts on issues they will confront in the Congress. In three days the program covers the budget and the economy, foreign affairs and national defense, and domestic issues, with about a day devoted to each.

This program, presented at the beginning of each new Congress, is organized according to several fundamental principles. Foremost is the usefulness of the format to the Members; discussion focuses on actual issues they will face, with emphasis on the integration of policy, politics, and process. Second, in keeping with the central discipline of CRS service to the Congress, the presentation is balanced, objective, and nonpartisan. Members obtain information in a realistic context in which there are competing ideas with different value premises and analytical processes for deciding authoritativeness. The atmosphere is intellectually stimulating and provocative, with carefully selected speakers who are knowledgeable and able to engage participants in wide-ranging discussions of policy alternatives.

Third, in recognition of the unique needs of the Members and their families in Washington, a session is included specifically for families and their spouses, in which new Members can learn about the kinds of adjustments and tensions that arise from election to service in the U.S. Congress.

Evaluations of the seminar program by Members who have attended similar CRS programs offered in the past reflect high approval ratings for this approach. They appreciate the mix of plenary sessions and small group discussions, with sufficient time to engage the speakers and pursue a line of reasoning; they comment favorably on the intellectual framework that offers opportunities to develop analytic approaches from which they can draw in the future.

B. UNDERSTANDING CONGRESS: A BICENTENNIAL RESEARCH CONFERENCE, FEBRUARY 9-10, 1989

This conference, sponsored jointly by CRS and the House and Senate bicentennial offices, attracted over 400 scholars and analysts of Congress from across the nation to Capitol Hill for two days in February. The keynote address was delivered by David McCullough, historian and biographer, and was titled "Time and History on the Hill." McCullough also addressed the joint session of Congress commemorating the opening of the First Congress. The conference held its panels in the House and Senate Caucus Rooms. A reception for all conference participants was held the evening of the first day in the Great Hall of the Library. The conference was televised for later broadcast by C-SPAN and also video- and audio-taped by CRS. Edited versions of the panels were later broadcast over the Capitol Hill cable network to congressional offices. Transcripts of the conference are now being edited for publication.

Funding for the conference was provided by CRS, the House and Senate, and by several private sources, including the Carl Albert Center, The Everett McKinley Dirksen Congressional Center, The Ford Foundation, The Gerald R. Ford Foundation, and the Lyndon Baines Johnson Presidential Library.

C. KNOWLEDGE, POWER, AND THE CONGRESS, MARCH 8-9, 1989

CRS provided advice and support to this conference sponsored by the Library's Council of Scholars. The theme of the conference was the "exploration of how knowledge has influenced and should influence practical affairs--particularly in our democracy." Among the presenters and commentators were Members of Congress and experts in economics, social policy, and legislative history.

D. CONGRESS IN THE YEAR 2000

"Congress in the Year 2000" is a two-year multidisciplinary project that is studying the policy challenges and institutional changes that Congress is likely to address in the first years of the new century. In FY89 the project was launched by commissioning several studies by outside experts. Other

conferences were planned for October 1989 and summer of 1990. The papers from the October conference will also be excerpted for inclusion in the January-February 1990 issue and subsequent issues of the *CRS Review*.

E. OTHER ACTIVITIES

CRS provided assistance to the Library's Exhibits Office in mounting a major exhibition entitled "To Make All Laws: The Congress of the United States, 1789-1989" marking the 200th anniversary of Congress, and to James H. Hutson in support of the accompanying catalogue. This commemorative exhibit opened in the James Madison Memorial Building of the Library of Congress on September 27, 1989 and continues through February 18, 1990.

Staff from the CRS Government Division and from the Library's Exhibits Office also assisted the Commission on the Bicentenary of the House and the Capitol Hill Philatelic Society in mounting an exhibit of congressionally related commemorative stamps in the Cannon Building rotunda. The exhibit was displayed to coincide with the issuance of House and Senate bicentenary commemorative stamps.

Last fall, to mark the bicentennial of the American Bill of Rights and the French Declaration of the Rights of Man in 1789, the 100th Congress approved a joint resolution that in part authorized the printing of a Senate publication containing copies of the two documents, together with appropriate historical notes. The resolution also called for the preparation of bound copies of the documents that would be "suitable for presentation to the President of the French Republic, the President of the Senate of France, and the President of the National Assembly of France." (Public Law 100-482). A Government Division specialist prepared an introduction and appropriate historical notes for this publication.

The Government Division, at times with other CRS divisions, assisted a number of congressional committees in drafting their histories in celebration of the bicentennial.

VI. SERVICE TO THE CONGRESS: CRS AT 75

As the oldest congressional support agency, CRS in FY89 took special note of its 75 years of service to Congress and of the Bicentenary of the Congress by convening a conference, July 12 and 13, 1989, celebrating and exploring the role of the legislature in a democracy. Following upon the theme set forth by the keynote address of Anthony King of the University of Essex, "Legislatures: Their Critical Role in Democracy," a panel looked into the ideas of 1914 that prompted development of the notion of "scientific lawmaking." Professor Michael McGeer, University of Indiana, presented a paper on the "Impact of the Progressive Movement on Legislatures." The discussant was former Wisconsin Senator William Proxmire. "The Growth of Reference Services and Special Librarianship and its Consequences for Legislatures," was presented by Dr. Samuel Rothstein of the University of British Columbia and was discussed by Gary Strong, the California State Librarian, and Robert Wedgeworth, Dean of the School of Library Services, Columbia University.

In an investigation of the ways in which the legislature as a democratic institution adapted to the demands of the mid-twentieth century, Professor Alonzo Hamby of Ohio University set out the historical context of the post-World War II Congress, while Professor Roger Davidson of the University of Maryland analyzed the politics and organization of that Congress with a focus given to the Legislative Reorganization Act of 1946. The discussants for this panel were the Honorable Richard Bolling, former Representative from Missouri, and the Honorable Charles W. Whalen, Jr., former Representative from Ohio.

A review of Congress 1970 to 1989 included a study of the executive versus the legislative branch in the 1970s by Louis Fisher of CRS with commentary by the Honorable Abner Mikva, U.S. Judge for the D.C. Circuit and former Representative from Illinois. The Legislative Reorganization Act of 1970 was the subject of analysis by Walter Kravitz, former CRS senior specialist, with commentary by the Honorable Ken Hechler, currently Secretary of State and formerly Representative for the State of West Virginia. Walter Oleszek of CRS concluded the panel with a discussion of "How Congress Works in 1989: Does Anything Need to be Changed?"

A comparative perspective on legislative policymaking was provided by three papers. The first, by Alan Rosenthal of Rutgers University, "The Growth of Legislative Power in the 1970s: The Resurgence of State Legislatures and Their Impact on Policymaking," was discussed by Representative Benjamin Cardin of Maryland and Representative Jack Buechner of Missouri. The second was an inquiry into the role of legislative libraries among the parliaments of the British Commonwealth by Dermot Englefield, Deputy Librarian of the House of Commons Library. Commentary was provided by Erik J. Spicer, Parliamentary Librarian, Library of Parliament, Canada, and Donna Scheeder of CRS. The third paper was presented by Dean Gerhard Loewenberg of the University of Iowa, "The

Functioning of Congress: What Can Other Democracies Learn?" Representative James Oberstar of Minnesota and Stanley Bach of CRS served as discussants. The conference was made possible through the support provided by The Ford Foundation.

VII. APPENDIXES

A. TYPES OF CRS ANALYTICAL RESEARCH AND PRODUCTS

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 present alternatives for congressional action--and trace the possible effects of action. Through this process, the Service attempts to draw from the best sources possible and 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 length and 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 legislatively manageable and relevant context, and provide appropriate, accurate, and conceptually valid quantitative data. A one-page summary is also included. While some work of this nature is done on a confidential basis, the majority of completed studies are produced as CRS Reports for Congress and are distributed widely throughout the congressional community; some are published by committees to ensure broader distribution. In FY89 CRS produced 709 Reports for Congress; congressional committees published 20 studies prepared by CRS analysts.

Issue Briefs, another CRS written product, are short concise briefing papers (about 15 pages) on issues considered to be of major importance to the Congress. They are available both in printed form and in the Library of Congress SCORPIO database in the ISSU (issue brief) file. Issue briefs are constantly updated; the date on each brief is the CRS confirmation that the information contained it is current as of that date. Each brief defines an issue, provides background information, and analyzes options and approaches for resolving the issue. Three concluding sections provide, respectively, a brief account and status of legislation on the issue introduced in the current Congress, a chronology of key events, and selected further

references. A one-page "executive summary" is also provided. Goals for this product emphasize excellence, timeliness, balance, and conciseness. These briefs, like all CRS products, do not make legislative policy recommendations but 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 FY89; over 320,000 copies of issue briefs were distributed during the fiscal year--an increase of 9 percent over the previous year.

Confidential Memoranda, prepared for a specific office, constitute another format for CRS written communication. 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. Such directed writing may not be cited as CRS analysis.

Major issues of concern to the Congress are selected and analyzed in the CRS Review. This publication, issued approximately ten times each year, provides a forum for selected and edited articles by CRS research staff and a compilation of selected CRS products in substantive policy areas. It is distributed to Members, their staffs, committees, and other offices of the legislative branch. The January 1989 edition updated the CRS projection of major issues of the 101st Congress; the September edition examined the recent term of the Supreme Court and discussed issues to be confronted in the current term. Other topics selected for Review issues were Central American peace prospects, public health, productivity and U.S. living standards, U.S.-Japan relations, NATO and international security policy, global environmental concerns, banks and thrift institutions, and drug control.

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 interest to Congress. CRS also compiles packages of explanatory information, including CRS reports and issue briefs, and assembles this information into "Info Packs" (IPs) that become resources for congressional staff for answering constituent requests or providing general background on an issue. More than 180,000 IPs were distributed during the year, an increase of 13 percent over FY88.

In January 1989 CRS sponsored its eleventh 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 790 participants. The semiannual series of 12 briefings by CRS attorneys on current legal issues

of interest to Congress, the "Federal Law Update Series," was also presented in September-October 1988 and May 1989.

Throughout the year, CRS sponsors 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 FY89, CRS held 91 seminars and workshops on public policy issues, 14 institutes on congressional processes, and 12 events exclusively for Members of Congress. Member and staff attendance at these events totaled 6,745.

Besides written products, seminars and briefings, a very important method of CRS information exchange with the Congress is the largely unmeasured category of direct telephone response. By design, CRS specialists and analysts are directly accessible by phone; in a given day an analyst may take from 1 to 25 calls and provide information that may range from a statistic or a name to a condensed situation briefing or an interactive discussion of alternative event analyses. CRS goals in this facet of its operation are constant availability of expertise, ease of access, and personalized, immediate response.

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 national issues.

One CRS publication provides a brief account twice during each session of the major legislation before the Congress. The most recent issue of Major Legislation of the 101st Congress describes the content and action on about 250 separate pieces of legislation in the context of 123 issue areas.

In keeping with a 54-year statutory requirement, CRS also publishes an annual Digest of Public General Bills and Resolutions. The 2,398 page publication for the 100th Congress, second 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 buyers.

Two on-line, regularly updated, databases are also maintained by the Service to summarize all current public bills and laws and track expiring legislation.

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 institutional memory of CRS 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.

B. CRS 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, an Associate Director, and three Assistant Directors. Seven research and two reference divisions form the foundation of the Service.

American Law Division

The American Law Division deals with special expertise in such fields as constitutional law, election law, international law, tax law, congressional ethics, civil rights, environmental law, antitrust, criminal law, parliamentary law, administrative law, and the rights, privileges, and immunities of Members and committees of Congress.

Economics Division

The Economics Division responds to economics-related inquiries and issues pertaining to business and industry, energy and utilities, government finance, housing, foreign trade and international financing, labor relations, money and banking, macroeconomics and quantitative analysis, taxation, and transportation.

Education and Public Welfare Division

The Education and Public Welfare Division, 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 often depend upon large data bases such as the Survey of Income and Program Participation and the current population survey, and use computer-based simulation models and statistical analysis to access new proposals and program modifications.

Environment and Natural Resources Policy Division

The Environment and Natural Resources Policy Division is responsible for legislative policy analysis and support in four interrelated areas--environmental protection, natural resources management, agricultural policy, and energy policy. The division deals with a variety of domestic and international policy issues surrounding commodity supply and regulation, stewardship of renewable resources, and migration of environmental pollution.

Foreign Affairs and National Defense Division

The Foreign Affairs and National Defense Division provides products and services that cover the broad range of U.S. foreign and defense policy concerns and their interrelationships. Specific subjects, such as weapons systems, defense spending, and U.S.-foreign country political, economic, and security relations fall within its purview, as well as cross-cutting functional issues such as arms control, arms sales, and foreign economic and military assistance. The foreign and defense policy aspects of drug control, the environmental, nuclear and conventional weapons proliferation, trade, and other global policy issues are also the division's responsibilities.

Government Division

The Government Division provides Congress with information and analysis on issues and subjects relating to the legislative and budgetary process; congressional organization and operations; executive branch organization; government operations; civil rights, minorities, and equal opportunity; political parties and processes; public opinion; U.S. history; demographic and federal statistical policy; U.S. territories; community and rural development; intergovernmental relations; and public safety.

Science Policy Research Division

The Science Policy Research Division assists the Congress with research, analysis, and information services in a wide variety of policy issue areas in science and technology. These include biomedical and health science, civilian and defense technologies, research and development, space and aeronautics, energy, transportation, environmental science and global change, technology and economic productivity, information and telecommunications, science and mathematics education, science policy, and international science and technology.

REFERENCE AND LIBRARY INFORMATION DIVISIONS

Congressional Reference Division

The Congressional Reference Division responds to requests from the Congress that call for information and reference rather than analysis. Because of time constraints and the large volume of requests, staff must use standard reference works, sophisticated computerized bibliographic and research tools, and the wide variety of collections both in the Library and elsewhere to locate in-depth background information as well as government documents, laws, and congressional publications. The staff provides quick reference service and acts as a liaison between congressional offices and CRS in the La Follette and Jefferson Congressional Reading Rooms, the CRS Reference Centers located in the House and Senate office buildings, and the CRS Information Distribution Centers.

Library Services Division

The Library Services Division serves as an information support arm of 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 routinely 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, and the CRS Main Reference Files. The division also 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 Associate Director for Research Coordination

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

The research coordination work of this office includes overseeing interdivisional research and major issue 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.

The office also coordinates the preparation of statutorily mandated "subject and policy area lists" for all congressional committees at the commencement of each new Congress.

The office is responsible for CRS cooperation with the other three congressional support agencies, namely the Congressional Budget Office, the General Accounting Office, and the Office of Technology Assessment. Staff of the four support agencies meet periodically to coordinate research efforts. In addition, the Research Notification System (RNS) is prepared with LSD to provide information to all major projects of the four congressional support agencies that are in progress or recently completed.

Senior Specialists Section. Senior specialist positions were established under the Legislative Reorganization Act of 1946 and are filled by nationally recognized experts in a number of important areas of public policy. Senior specialists work closely with the leadership of committees in both parties, and with other Members of Congress, in conducting original analytic studies and reports on public policy issues and in developing major legislative initiatives.

Issue Brief Section. Issue briefs, a central element in the CRS research product line, are coordinated and edited by the Issue Brief Section of this

office. Issue briefs are unique in their format, brevity, and their continued updating as events demand. Moreover, the complete text of active briefs is available through the Library of Congress on-line database, SCORPIO, ready to be retrieved or viewed in congressional offices as needed.

Office of the Assistant Director for Special Programs

The Office of Special Programs plans and coordinates numerous events and oversees other supportive services for the Congress.

Seminars and Briefings Section. One of the primary functions of this office is to plan and manage seminars and workshops in which congressional staff informally discuss important legislative issues with CRS analysts and nationally recognized experts. Two or three such events are presented on average each week that the Congress is in session. Among the most successful and larger events that highlighted the year were the eleventh annual Public Policy Issues Institute (PPI), which was attended by 790 Members and staff; the CRS conference that marked the first major celebration of the bicentennial of the Congress by the Library of Congress; two committee retreats to gather information on deficit reduction and federal health policy issues; and the CRS 75th anniversary.

Throughout FY89 a total of 140 events were offered, including 91 seminars and workshops on public policy issues, 14 institutes on congressional processes, 12 events exclusively for Members of Congress, and the semiannual Federal Law Update series of briefings by CRS attorneys. Congressional staff and Member attendance at these events totaled 6,745.

The office also gave 249 briefings on CRS and the Congress to noncongressional visitors from this country and abroad, including scholars and librarians, and arranged 153 briefings for congressional staff and interns to assist them in using CRS resources effectively.

Inquiry Section. The Inquiry Section serves as the main liaison between congressional offices and the research and reference divisions of CRS. During FY89, 14 inquiry recorders received and assigned more than a quarter million (251,179) requests for information and research.

Audiovisual Services. The Audiovisual Services staff work on a broad range of projects in support of other CRS divisions. During FY89 this section produced 35 videotapes and 21 new audio briefs. The staff received numerous inquiries from congressional offices for VHS copies of CRS programs; 1,770 cassette copies of audio briefs were prepared and sent in response to requests from Members of Congress.

Language Services Section. The Language Services staff provides additional support to the Congress through translations of technical documents, newsletters, speeches, and other materials to or from eleven languages: Spanish, French, German, Italian, Portuguese, Latin, Romanian, Dutch, Afrikaans, Arabic, and Lithuanian.

Other Assistance. The CRS products distributed by the Office of Special Programs include CRS Review, Major Legislation of the Congress, Digest of Public General Bills and Resolutions, Guide to CRS Products, and Update. In compliance with P.L. 88-246, this office also coordinates the manual, bibliographies, and study guides for use in high school and college debates during the academic year.

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.

Review Section. 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 is checked for accuracy and thoroughness at the division level. The Review Section then assesses the product for compliance with the Service's rigorous standards of balance and objectivity.

Contracts. 119 contracts were let in FY89 to assist CRS in carrying out projects in response to congressional needs.

As in previous years, contract efforts reflected major public policy concerns of the Congress, such as the Moscow summit and epilogue; the redesign of the Federal Employees Health Benefits Program; the Reserve Officers Personnel Management Act; prospective budgeting for physician reimbursement; the FHA's motor carrier safety program; Congress and the Vietnam war; verification functions of the International Atomic Energy Association; user fees as a means of raising revenue; and changes in the farm sector, 1982-87.

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 an 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

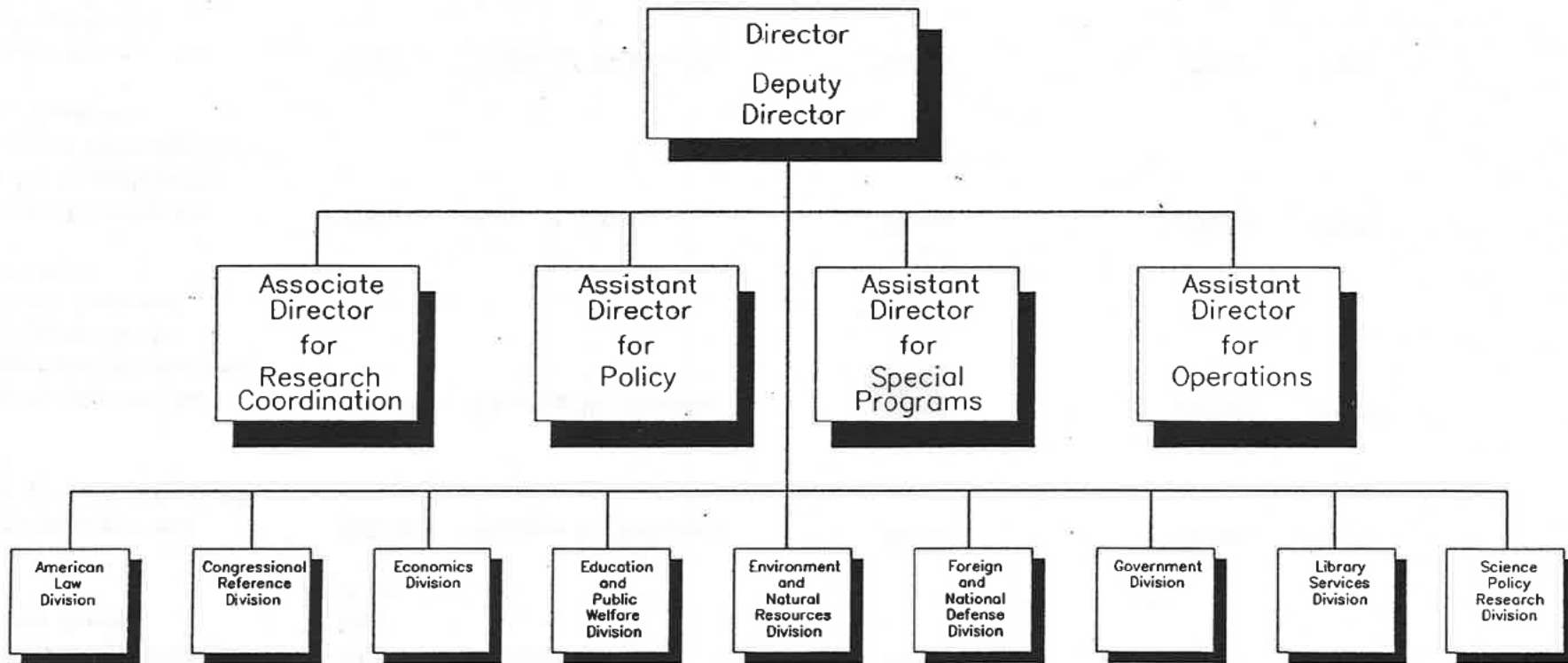
In July 1989 management and the Congressional Research Employees Association (CREA) executed an agreement establishing a CRS Affirmative Action Plan. As part of the plan, CRS agreed to post a number of professional positions under the Target Series Development Program, with competition limited to Library employees, for the purpose of reducing "identified underrepresentation." The plan will remain in effect until a new Library-wide multiyear affirmative action agreement is reached, or the end of FY91, whichever comes first.

Management and CREA signed a memorandum of understanding in September establishing a Pilot CRS Dispute Resolution Team. The team consists of three management and three CREA representatives. Its purpose is to provide an alternative mechanism to formal dispute resolution channels such as grievances, equal employment opportunity complaints, and unfair labor practice charges, so that staff members can seek resolution of concerns of all kinds before an informal, unbiased panel. The pilot team will operate for a six-month period.

As a result of training provided in August and September by the U.S. Department of Labor and the Federal Mediation and Conciliation Service, the Library and all unions representing its employees agreed generally to adopt the "organizational change process" of Partners in Change (PIC) and specifically to establish a Library-wide Labor-Management Committee to facilitate the implementation of a consultative management program.

Also in the fall of 1989 CREA notified management of its decision to reopen the master collective bargaining agreement as well as the CRS Graduate Recruit Program. Preparation for those negotiations began and bargaining teams were named.

C. CRS ORGANIZATIONAL CHART



**D. LISTING OF ALL SUPERGRADE POSITIONS BY TITLE, GRADE LEVEL AND INCUMBENT
AT THE BEGINNING AND END OF FY 89**

<u>As of October 1, 1988</u>			<u>As of September 30, 1989</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 ¹	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

¹ Detailed to Library Management Services, Financial Services Directorate on 6/5/89 nte 10/2/89.

**As of
October 1, 1988**

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in American Public Law and Chief, American Law Division	GS-17	Richard C. Ehlke	Same	Same	Same
Senior Specialist in Transportation and Chief, Economics Division	GS-17	Leon M. Cole	Same	Same	Same
Senior Specialist in Social Welfare and Chief, Education and Public Welfare Division	GS-17	Earl Canfield	Same	Same	Same
Senior Specialist in Environmental Policy and Chief, Environment and Natural Resources Policy Division	GS-17	John L. Moore	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

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**As of
October 1, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Science and Technology and Chief, Science Policy Research Division	GS-17	Richard E. Rowberg
Senior Specialist in Taxation and Fiscal Policy	GS-17	Harry G. Gourevitch
Senior Specialist in Economic Policy	GS-17	Jane G. Gravelle
Senior Specialist in American National Government and Public Administration	GS-17	Vacant
Senior Specialist in International Affairs (Soviet Union)	GS-17	Vacant
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly
Senior Specialist in Social and Information Sciences	GS-17	Vacant

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Same	Same	Same
Same	Same	Same
Same	Same	Same
Same	Same	Stanley Ira Bach ¹
Senior Specialist in International Security Policy	Same	Stanley R. Sloan ²
Same	Same	Same
Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	Same	Philip Royal Shipp, Jr. ³

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¹ Promoted to this position on 11/21/88.

² Promoted to this position on 1/30/89.

³ Reassigned to this position on 12/5/88.

**As of
October 1, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Housing	GS-17	Morton J. Schussheim
Senior Specialist in American Foreign Policy	GS-17	Vacant
Senior Specialist in Economic Policy	GS-17	Donald W. Kiefer
Senior Specialist in Economic Policy	GS-17	William A. Cox
Senior Specialist in American Public Law	GS-17	Charles Doyle ²
Senior Specialist in American Public Law	GS-17	Raymond J. Celada
Senior Specialist in Social Legislation	GS-17	Philip Royal Shipp, Jr ³

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Same	Same	Same
Senior Specialist in American National Government and Public Administration	Same	Louis Fisher ¹
Same	Same	Same
Same	Same	Same
Same	Same	Same
Same	Same	Same
Assistant Director for Resource Development and Senior Specialist in Arts and Humanities ⁴	Same	Vacant

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¹ Promoted to this position on 11/21/88.

² Detailed to the Office of the Law Librarian on 4/3/89 nte 11/28/89.

³ Reassigned to Associate Deputy Director for Research Coordination on 12/5/88.

⁴ Position converted on 9/15/89.

**As of
October 1, 1988**

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Environmental Policy	GS-17	David E. Gushee	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	Vacant	Same	Same	Walter J. Olsezek ¹
Senior Specialist in American National Government and Public Administration	GS-17	William W. Ellis	Same	Same	Same
Senior Specialist in International Affairs (National Security)	GS-17	Vacant	Same	Same	Same
Senior Specialist in International Affairs (National Defense)	GS-17	John M. Collins	Same	Same	Same
Senior Specialist in Agricultural Policy	GS-17	Charles E. Hanrahan, Jr	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Johnny H. Killian	Same	Same	Same
Senior Specialist in Information Policy and Technology	GS-17	Vacant	Same	Same	Same

¹ Promoted to this position on 11/21/88.

**As of
October 1, 1988**

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Science and Technology (Life Sciences)	GS-17	Vacant	Same	Same	Same
Senior Specialist in Science and Technology Policy	GS-17	Christopher T. Hill	Same	Same	Same
Specialist in Social and Information Sciences and Coordinator for Technology Planning	GS-16	James R. Price ¹	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	GS-16	Paul S. Wallace	Same	Same	Same

¹ Detailed to Science and Technology Division from 6/6/88 to 1/31/89.

**As of
October 1, 1988**

**As of
September 30, 1989**

<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, Congressional Reference Division	GS-16	Catherine Ann Jones	Same	Same	Same
Specialist in Social and Information Sciences and Chief, Library Services Division	GS-16	Jack McDonald, Jr.	Same	Same	Same
Specialist in American Public Law and Assistant Chief, American Law Division	GS-16	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	Same
Specialist in International Policy and Assistant Chief, Foreign Affairs and National Defense Division	GS-16	Charlotte P. Preece	Same	Same	Same

¹ Temporary promotion made permanent on 1/16/89.

**As of
October 1, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government and Assistant Chief, Government Division	GS-16	Daniel P. Mulhollan
Specialist in Science and Technology and Assistant Chief, Science Policy Research Division	GS-16	Jane Bortnick
Specialist in American Public Law (Energy Law)	GS-16	Vacant
Specialist in American Public Law	GS-16	Morton Rosenberg
Specialist in American Public Law	GS-16	Daniel H. Zafren
Specialist in American Public Law	GS-16	Vacant
Specialist in American Public Law	GS-16	Robert D. Poling
Specialist in Business and Labor	GS-16	Charles V. Ciccone
Specialist in Economic Policy	GS-16	F. Jean Wells

**As of
September 30, 1989**

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

As of
October 1, 1988

As of
September 30, 1989

<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	Vacant	Same	Same	Same
Specialist in Industry and Trade	GS-16	Dick K. Nanto	Same	Same	Same
Specialist in Social Legislation	GS-16	Kenneth R. Cahill	Same	Same	Same
Coordinator of Division Research and Specialist in Social Legislation	GS-16	Sharon L. House	Same	Same	Same
Specialist in Health Policy	GS-16	Janet C. Kline	Same	Same	Same
Specialist in Educational Finance	GS-16	Angela Maria G. Evans	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 Environmental Policy	GS-16	Vacant	Same	Same	Same

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**As of
October 1, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Social Legislation - Income Maintenance	GS-16	Velma W. Burke
Specialist in Natural Resources Management	GS-16	Vacant
Specialist in Agricultural Policy	GS-16	Vacant
Specialist in Environmental Policy	GS-16	James E. McCarthy
Specialist in US Foreign Policy	GS-16	Ellen C. Collier
Specialist in US Alliance Relations	GS-16	Stanley R. Sloan ¹
Specialist in Foreign Affairs and National Defense	GS-16	Richard P. Cronin
Specialist in National Defense	GS-16	James P. Wooten
Coordinator of Division Research and Specialist in National Security	GS-16	Leneice N. Wu

**As of
September 30, 1989**

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

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

**As of
October 1, 1988**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe
Specialist in American National Government	GS-16	Walter J. Oleszek
Specialist in American National Government	GS-16	Louis Fisher ¹
Specialist in American National Government (Legislative Process)	GS-16	Vacant
Specialist in American National Government (Urban Affairs)	GS-16	Clay H. Wellborn
Specialist in Aerospace Policy	GS-16	Vacant
Specialist in Life Sciences	GS-16	Christopher H. Dodge
Specialist in Earth Sciences	GS-16	Joseph P. Riva, Jr.

**As of
September 30, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Same	Same	Same
Same	Same	Same
Same	Same	Vacant
Same	Same	Same
Coordinator of Division Research and Specialist in American National Government ²	Same	Same
Same	Same	Same
Same	Same	Same
Same	Same	Same

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¹ Promoted to Senior Specialist in American National Government and Public Administration on 11/21/88.

² Reassigned to this position on 12/5/88.

**E. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST
PERSONNEL ACTIONS IN FY 89**

Stanley Ira Bach was promoted to Senior Specialist in American National Government and Public Administration on 11/21/88.

John E. Blodgett's temporary promotion to Specialist in Environmental Policy and Assistant Chief, Environment and Natural Resources Policy Division was made permanent on 1/16/89.

Charles Doyle was detailed to the Office of the Law Librarian on 4/3/89 nte 11/28/89.

Louis Fisher was promoted to Senior Specialist in American National Government and Public Administration on 11/21/88.

Thomas W. Novotny was detailed to Library Management Services, Financial Services Directorate on 6/5/89 to nte 10/2/89.

Walter J. Oleszek was promoted to Senior Specialist in American National Government and Public Administration on 11/21/88.

James R. Price, Specialist in Social and Information Sciences and Coordinator for Technology Planning, was detailed to the Science and Technology Division from 6/6/88 to 1/31/89.

Philip Royal Shipp, Jr., was reassigned to Associate Deputy Director for Research Coordination and Senior Specialist in Social Legislation on 12/5/88.

Stanley R. Sloan was promoted to Senior Specialist in International Affairs (Soviet Union) on 1/30/89.

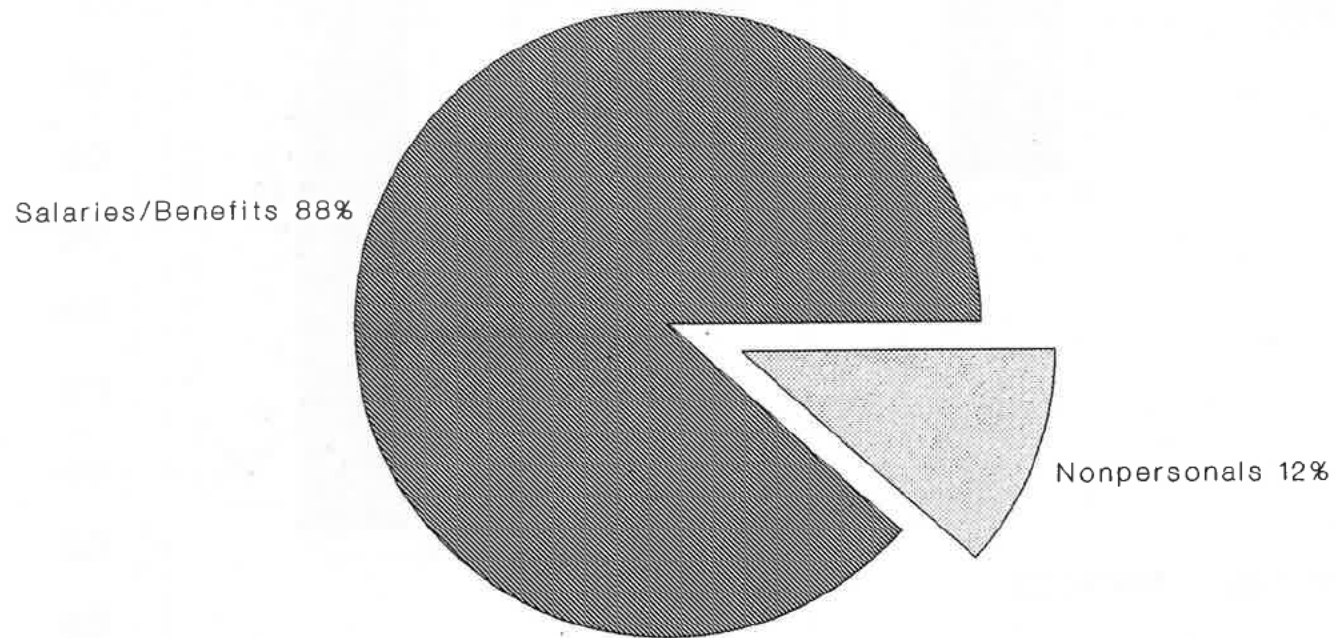
Clay H. Wellborn was reassigned to Coordinator of Division Research and Specialist in American National Government on 12/5/88.

F. LISTING OF ALL SUPERGRADE POSITION CHANGES IN FY 89

<u>As of</u> <u>October 1, 1988</u>	<u>Grade</u>	<u>As of</u> <u>September 30, 1989</u>	<u>Grade</u>
Senior Specialist in International Affairs (Soviet Union)	GS-17	Senior Specialist in International Security Policy	Same
Senior Specialist in Social and Information Sciences	GS-17	Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	Same
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

G. STAFF AND BUDGET DATA

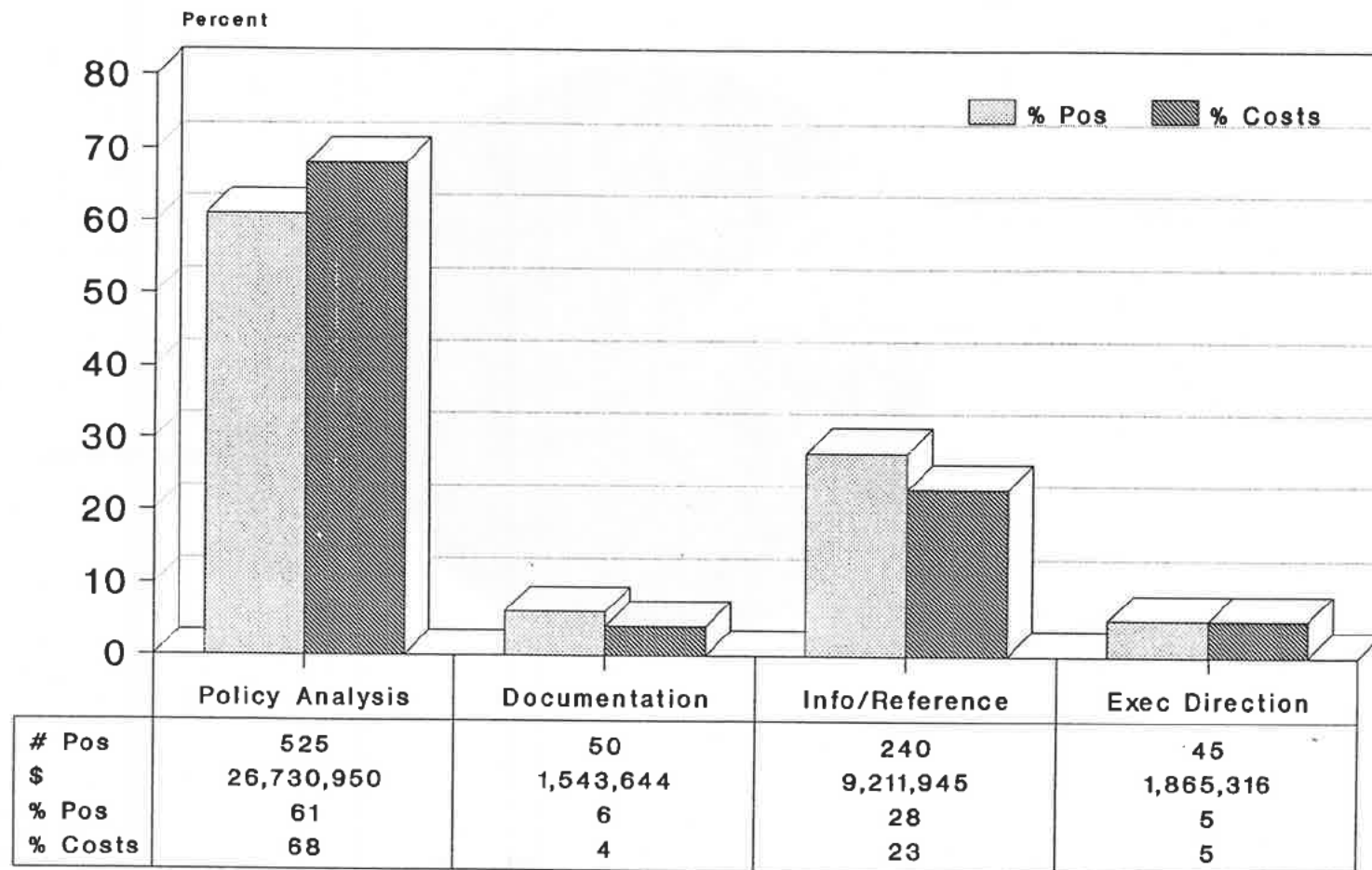
**Distribution of Fiscal 1989 CRS Budget
Salaries/Benefits and Nonpersonals**



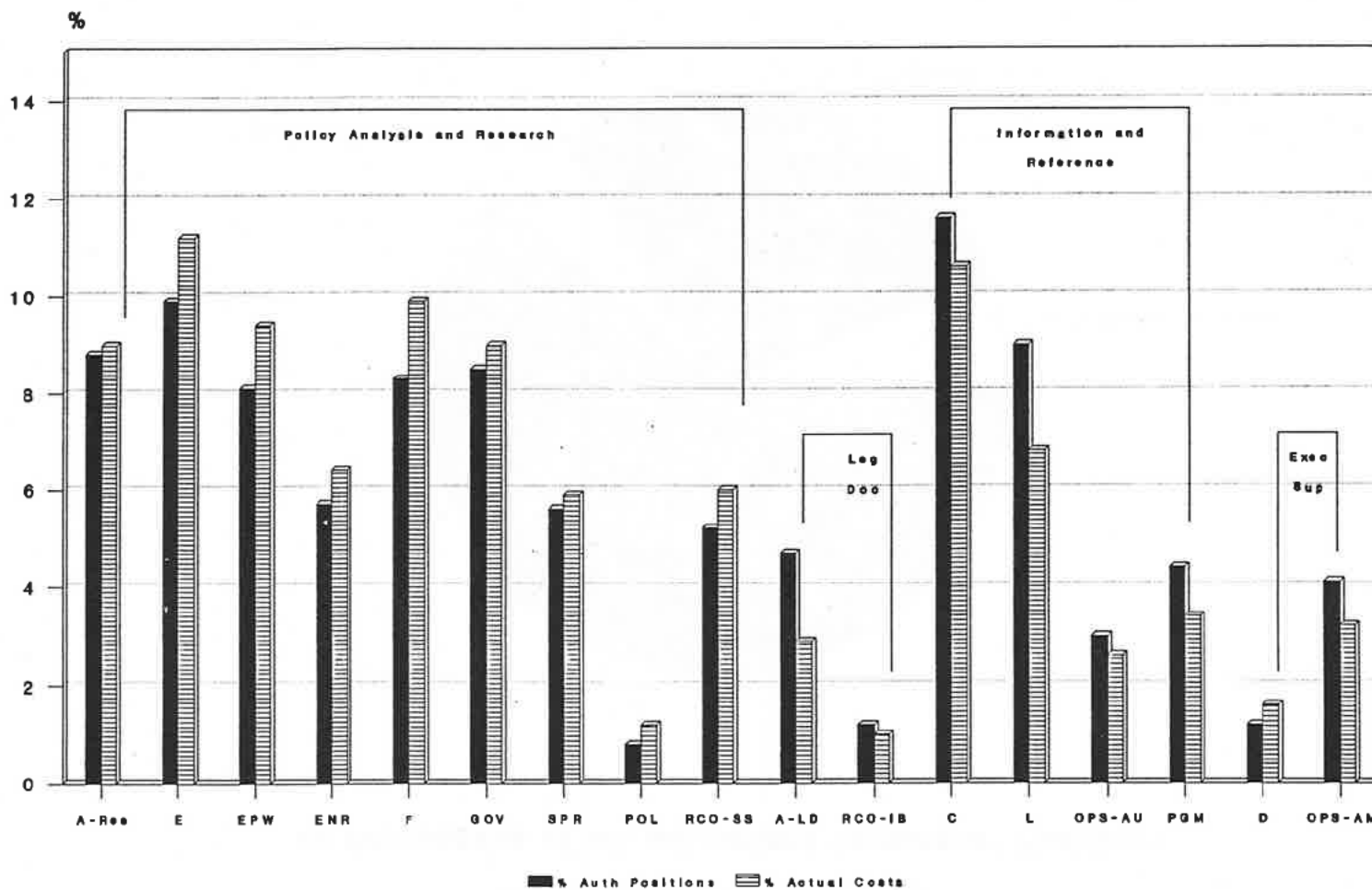
CRS-55

Estimated 9/30 allotments as of 8/31

Authorized Positions/Actual Staff Costs Distribution by CRS Program Activity Fiscal 1989



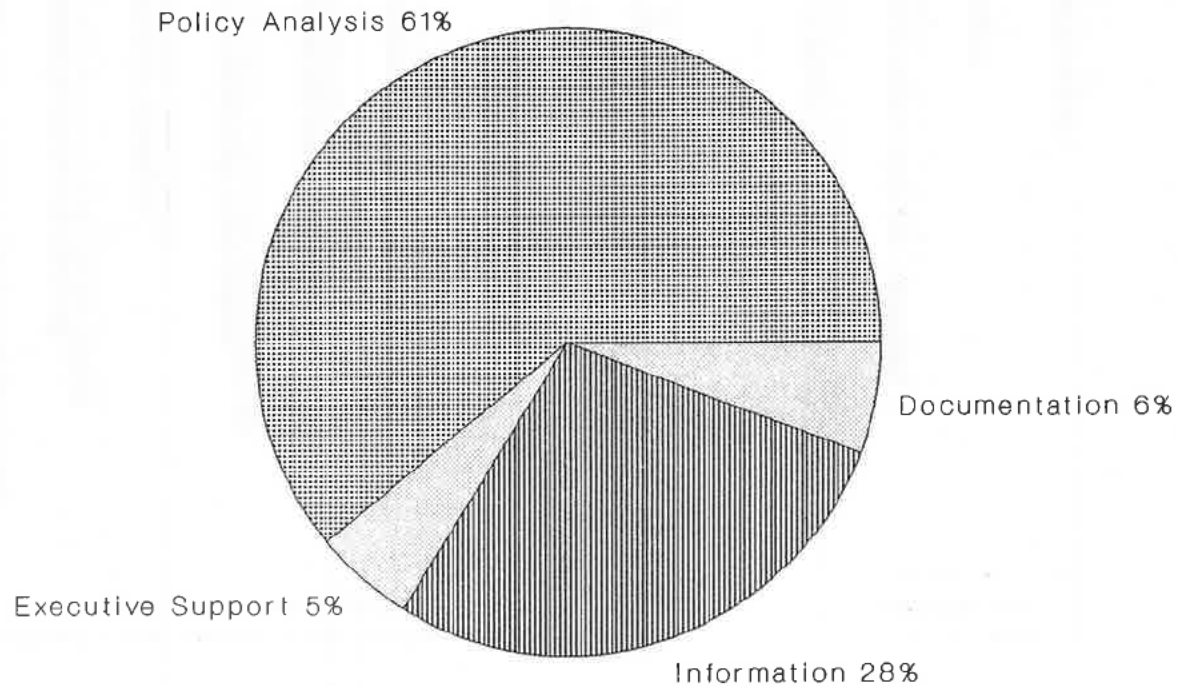
Authorized Positions/Actual Staff Costs FY 89 Distribution by Division/Office (arranged by Program Activity)



• expended thru 8/13 projected thru 9/30

CRS Permanent Positions* - Fiscal 1989 by Budget Activity

As Percentage of All Authorized Permanent Positions

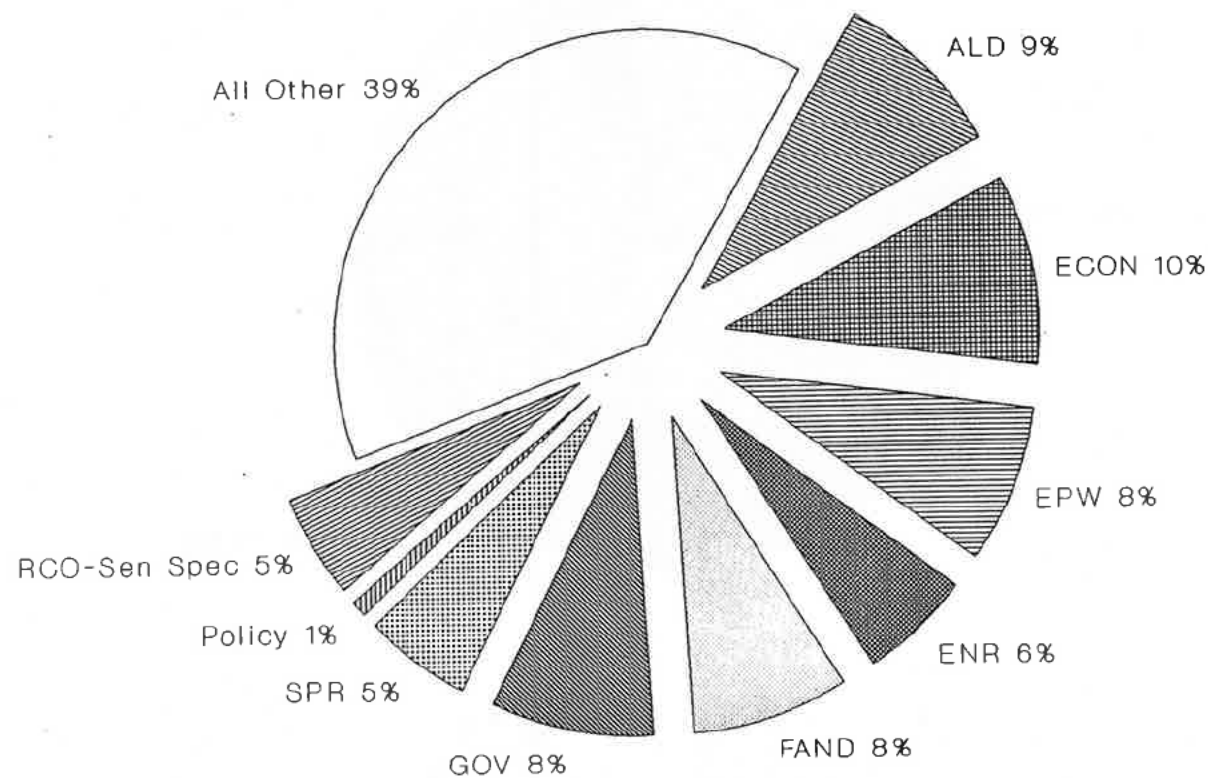


CRS-58

CRS Permanent Positions* - Fiscal 1989

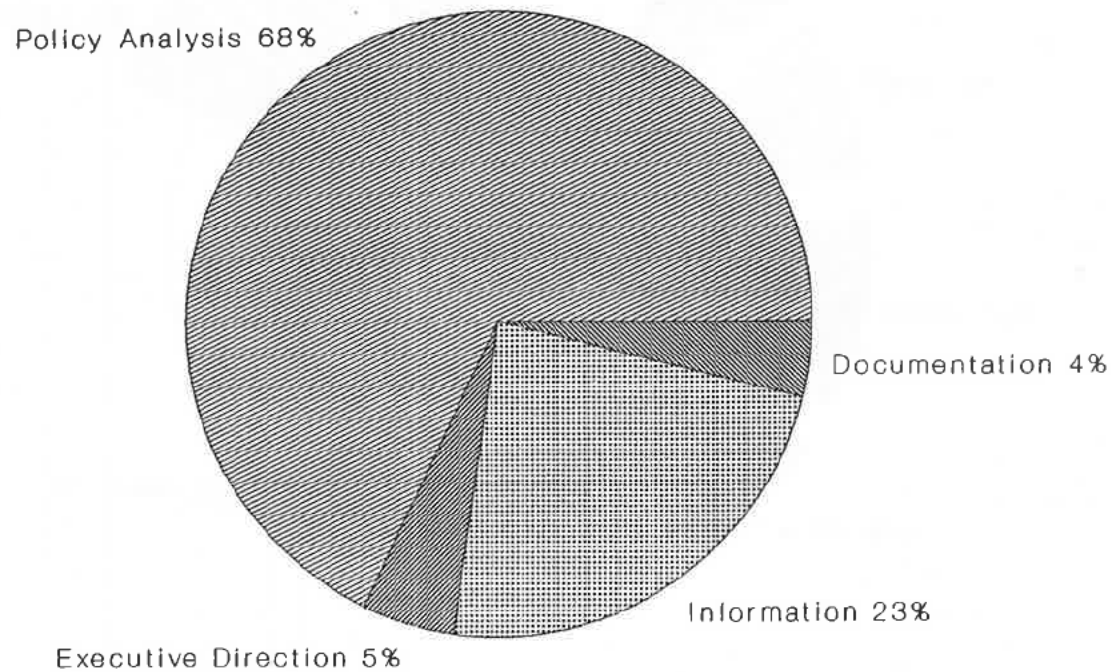
Policy Analysis and Research

As Percentage of All Authorized Permanent Positions



CRS-59

CRS FY 89 Staff Costs by Program Activity

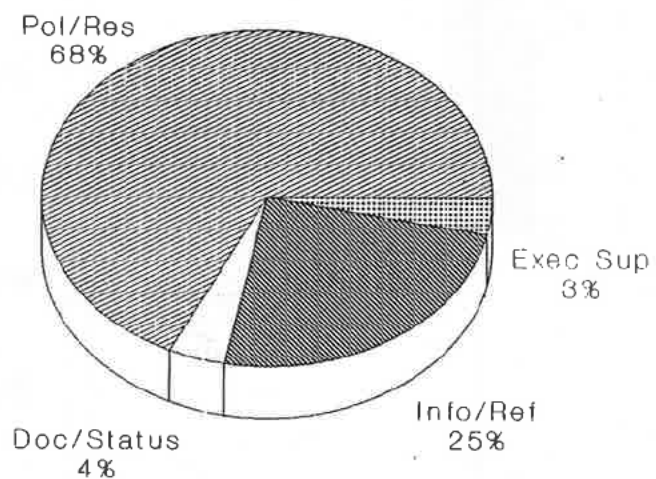


CRS-60

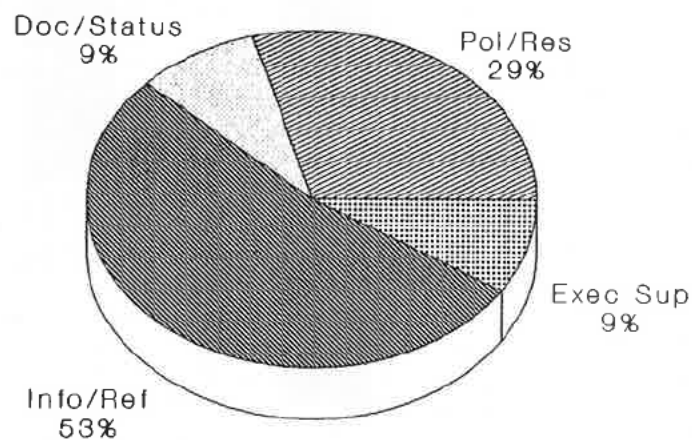
expended thru 8/13, projected thru 9/30

Professional and Non-Professional Staff by Budget Activity as of September 29, 1989

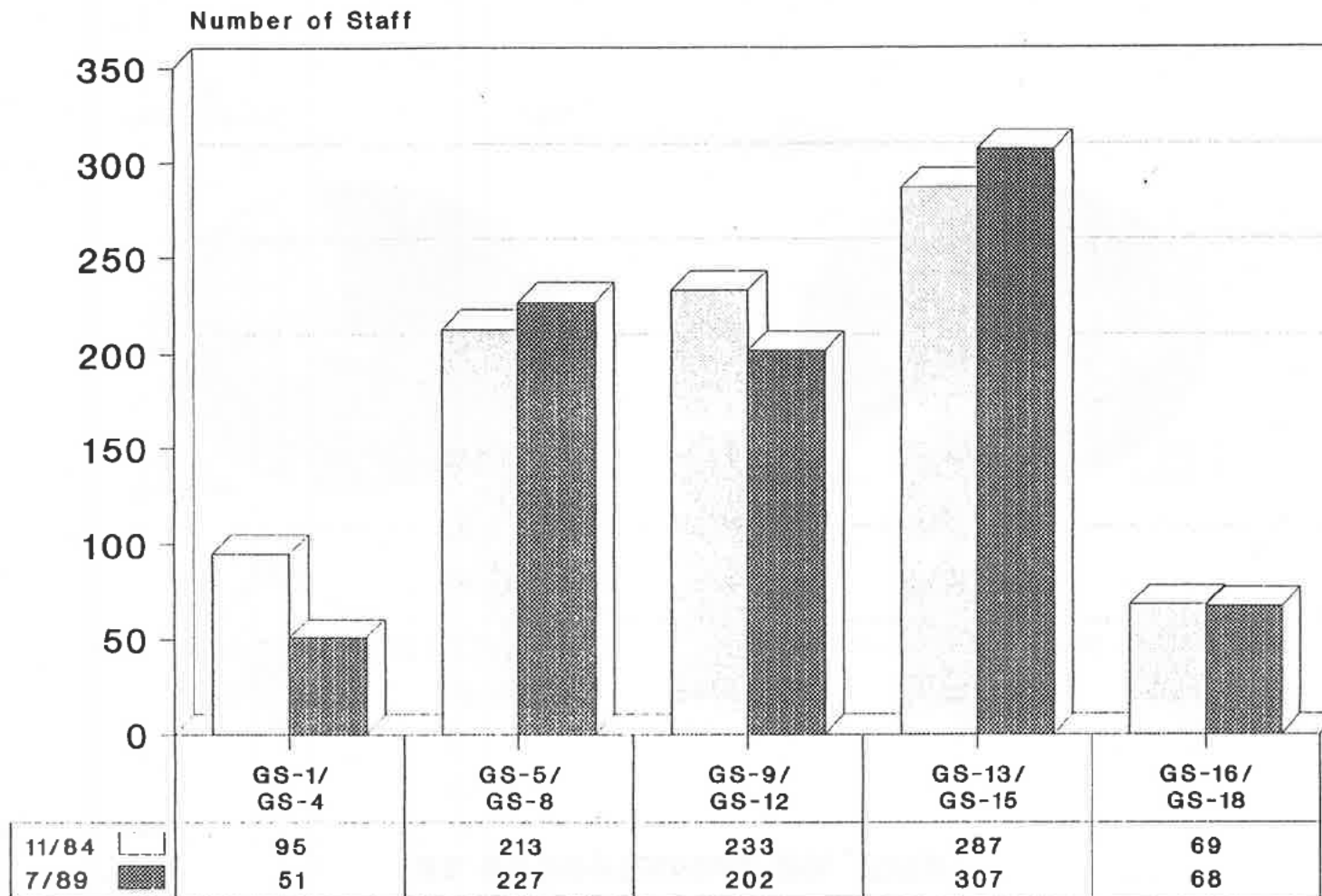
Professional Staff
583



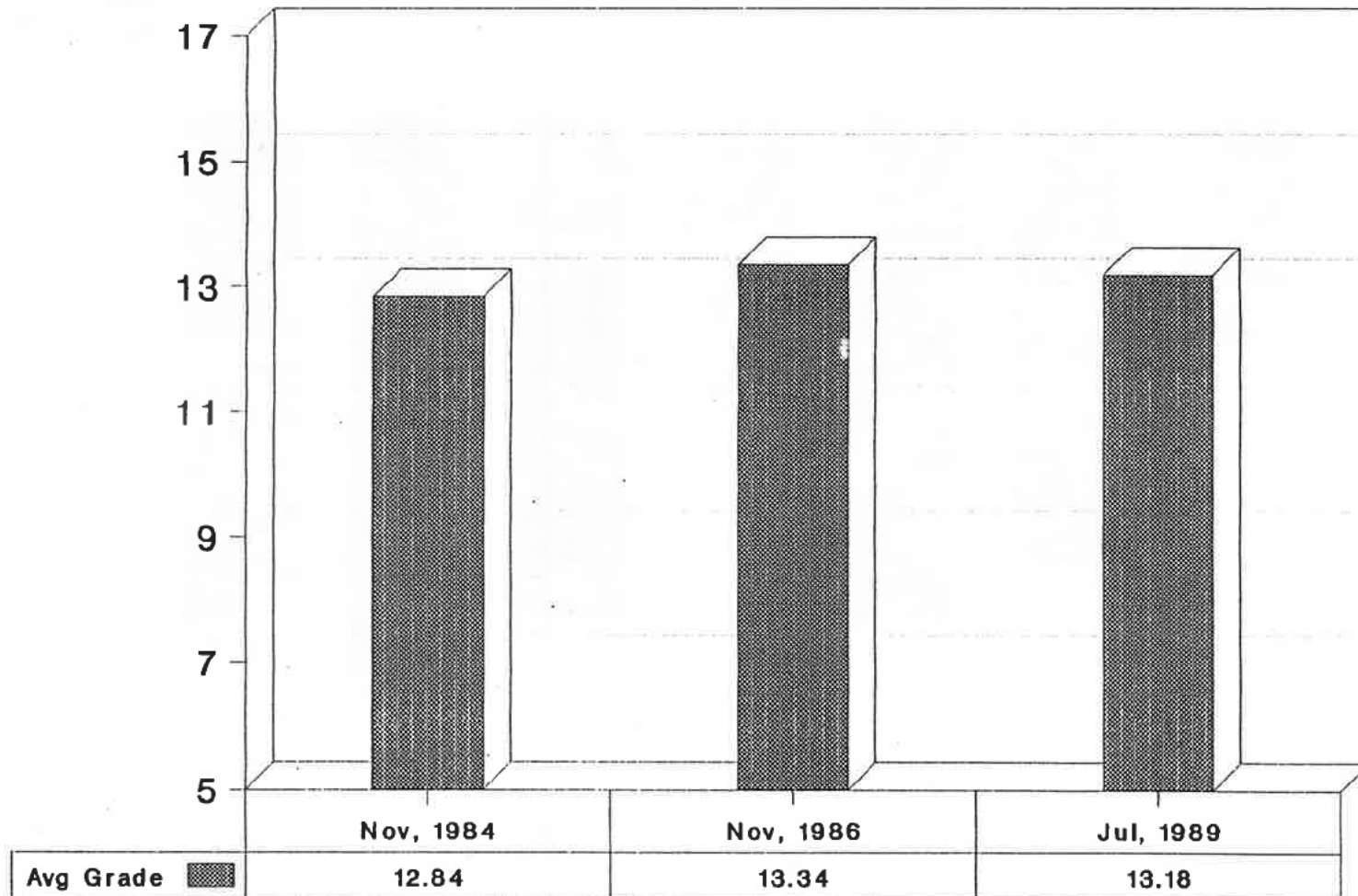
Non-Professional Staff
246



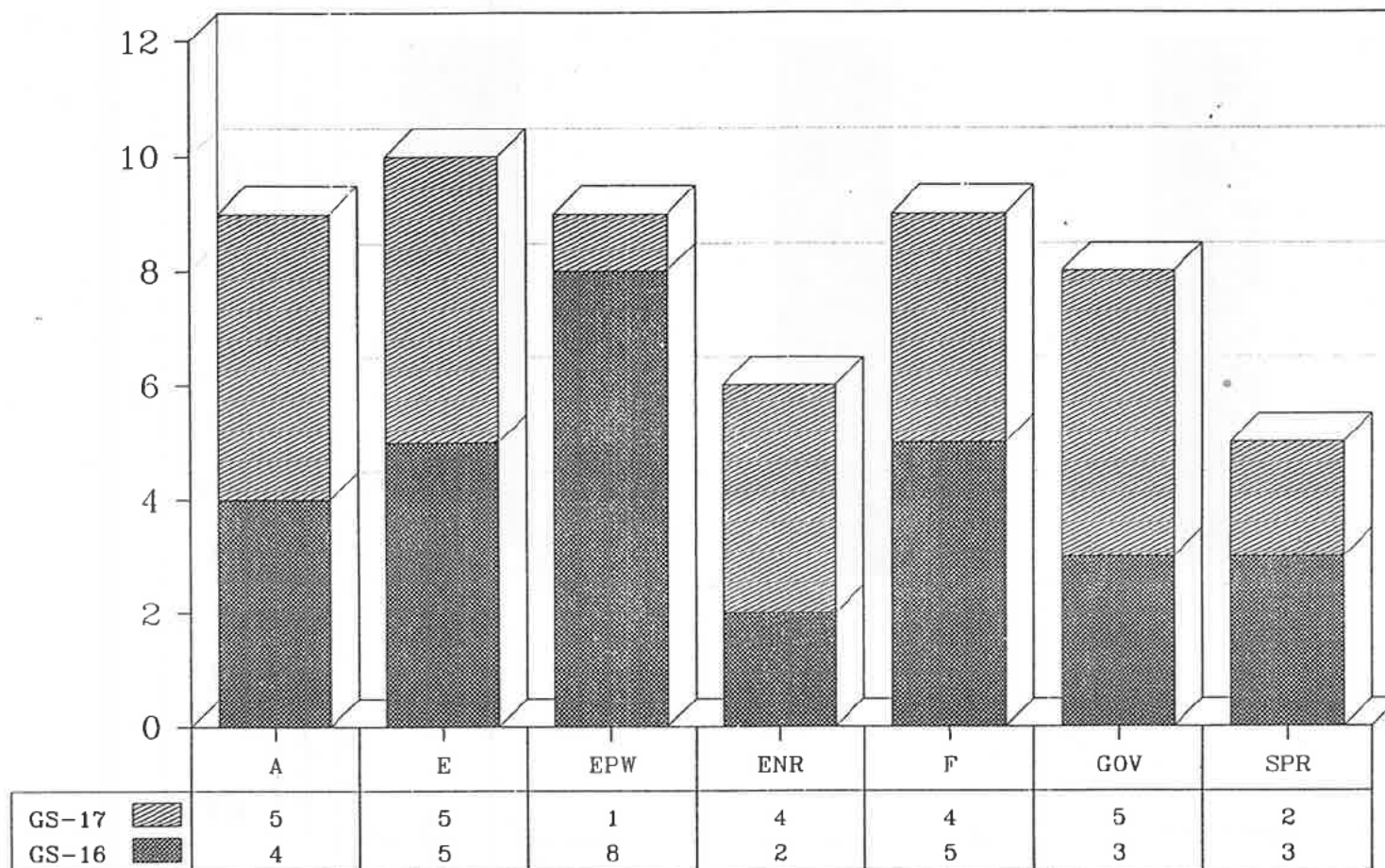
CRS Staff by Grade Level Groups November 1984 and July 1989



Average Grade of Professional Staff 1984, 1986, and 1989



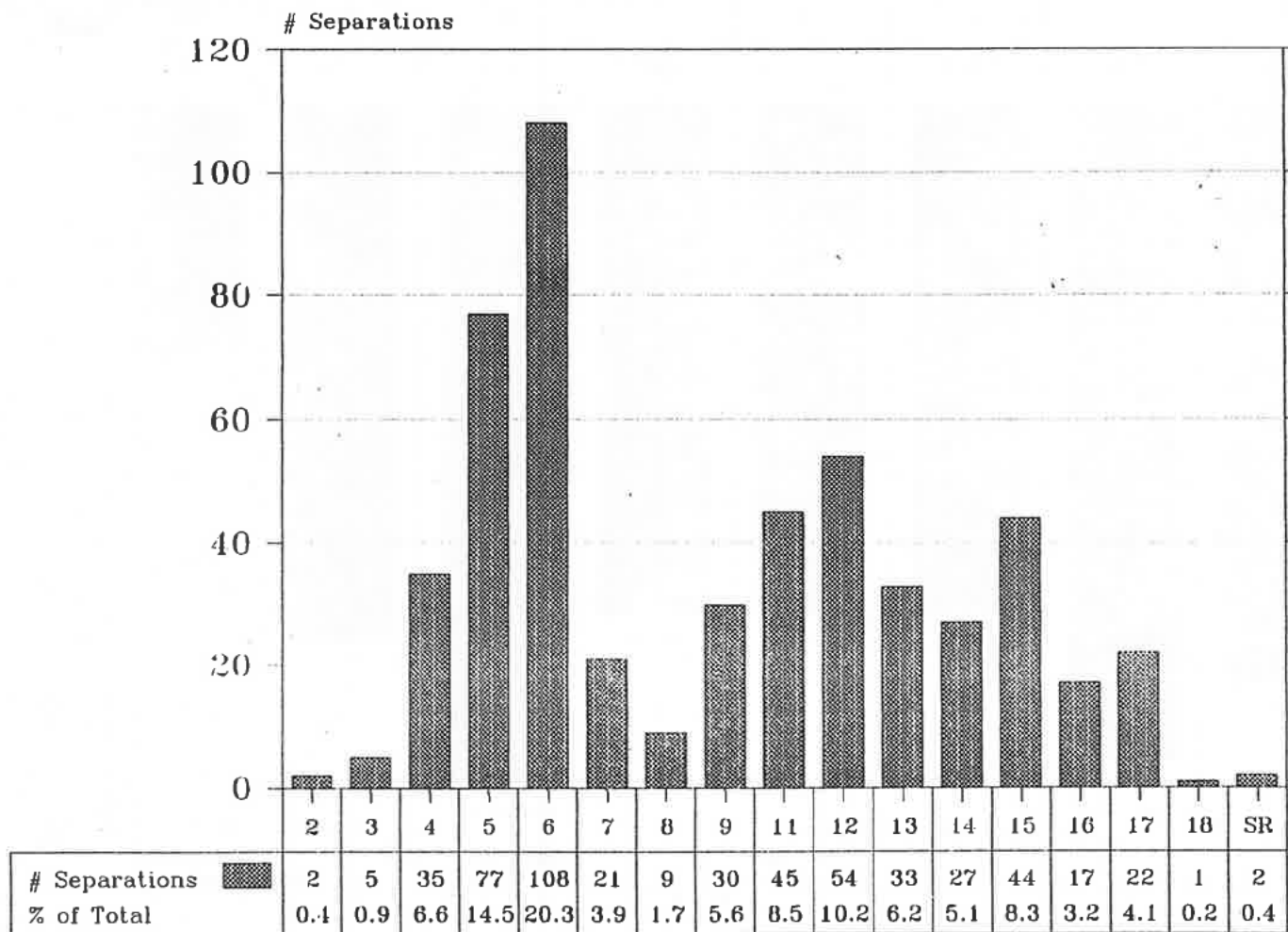
Supergrades by Research Division
Including Associated Senior Specialists*
Filled As of October 31, 1989



*Except Hardt, Shipp

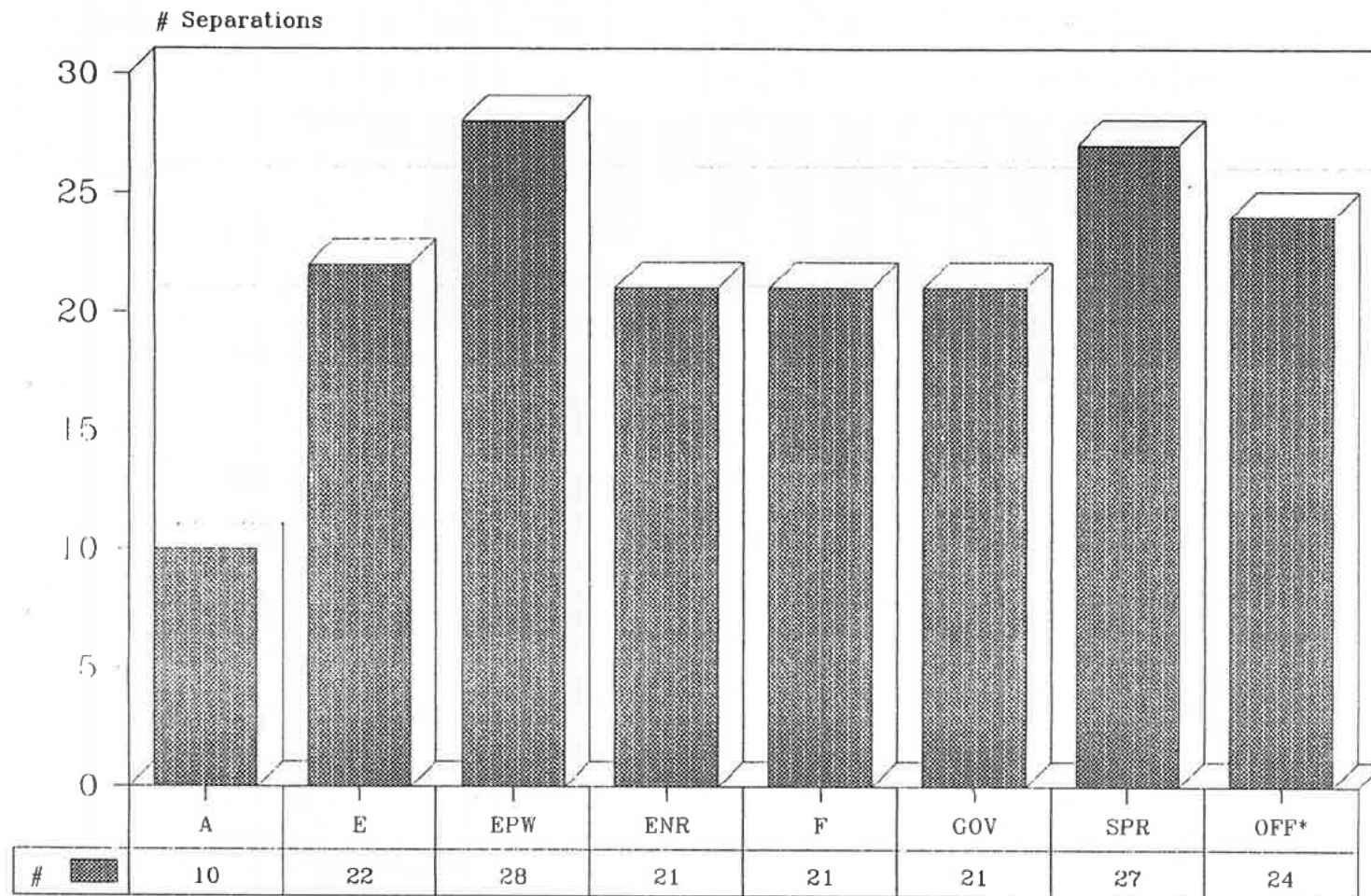
CRS-64

Separations of Permanent Staff by Grade Since 1980



Total = 532

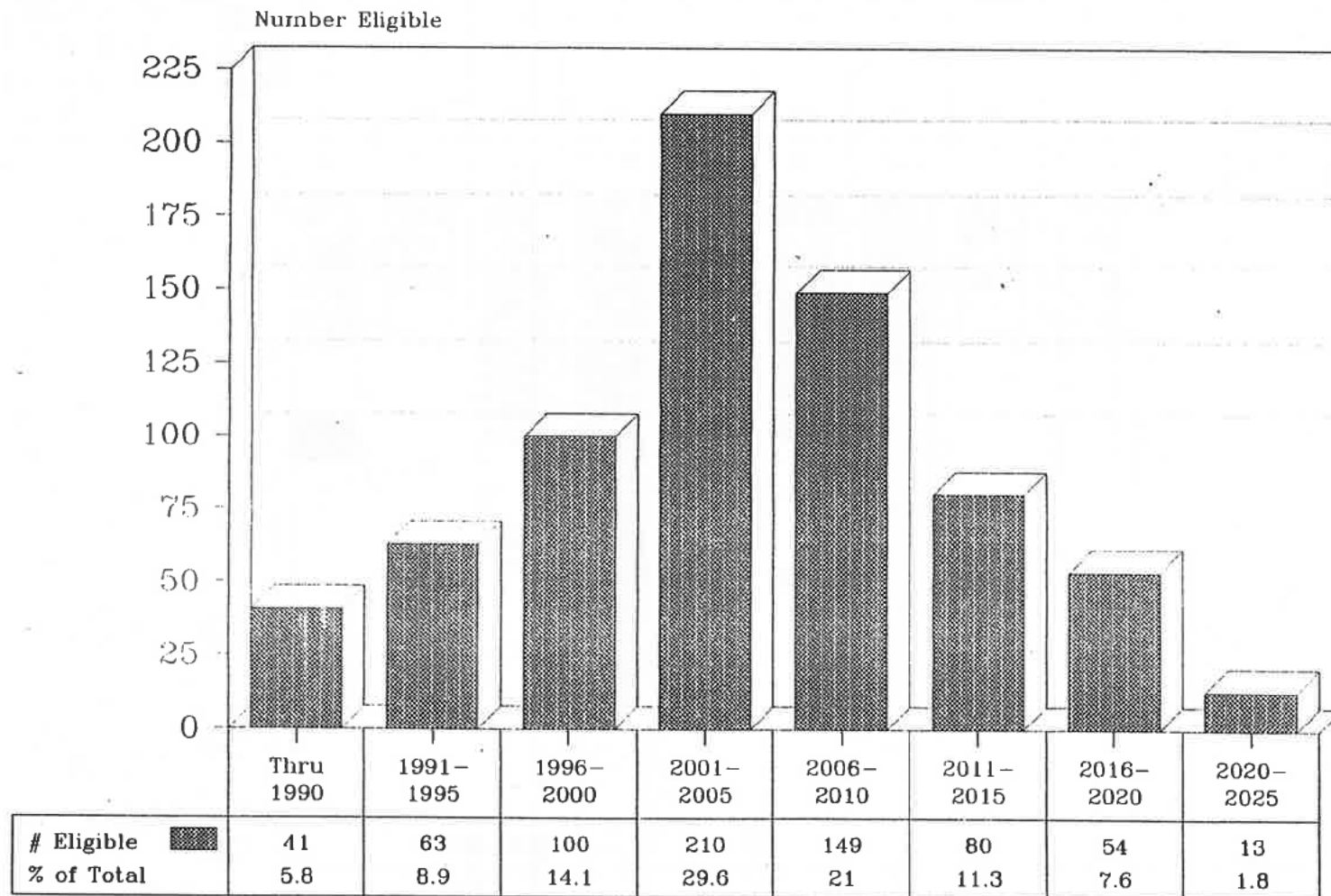
Separations of Permanent Analysts by Division Since 1980



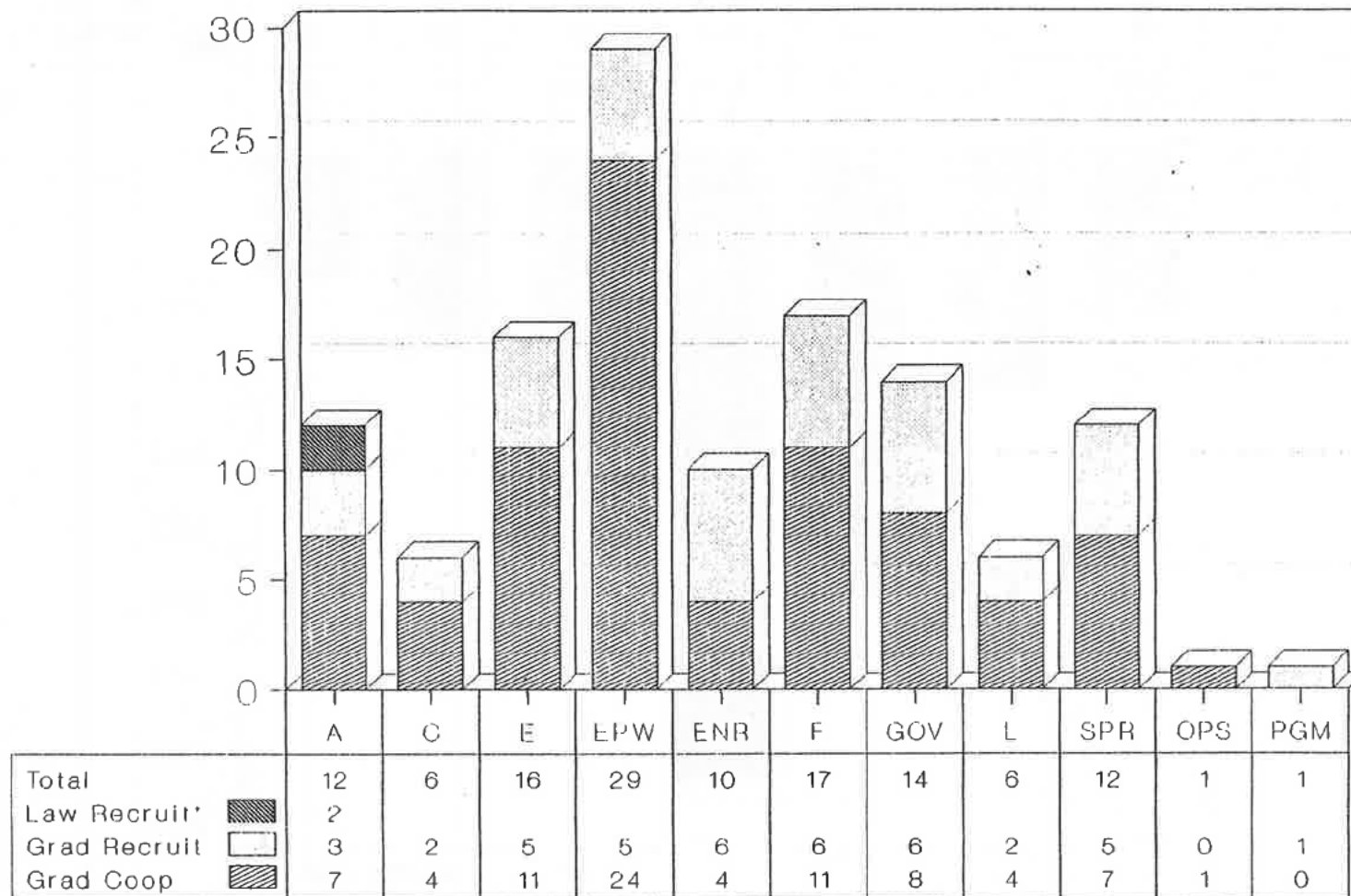
Includes GS-16s and GS-17s

*RCO 23; RAM 1

Retirement Eligibility Dates of Permanent CRS Staff in 5 Year Periods



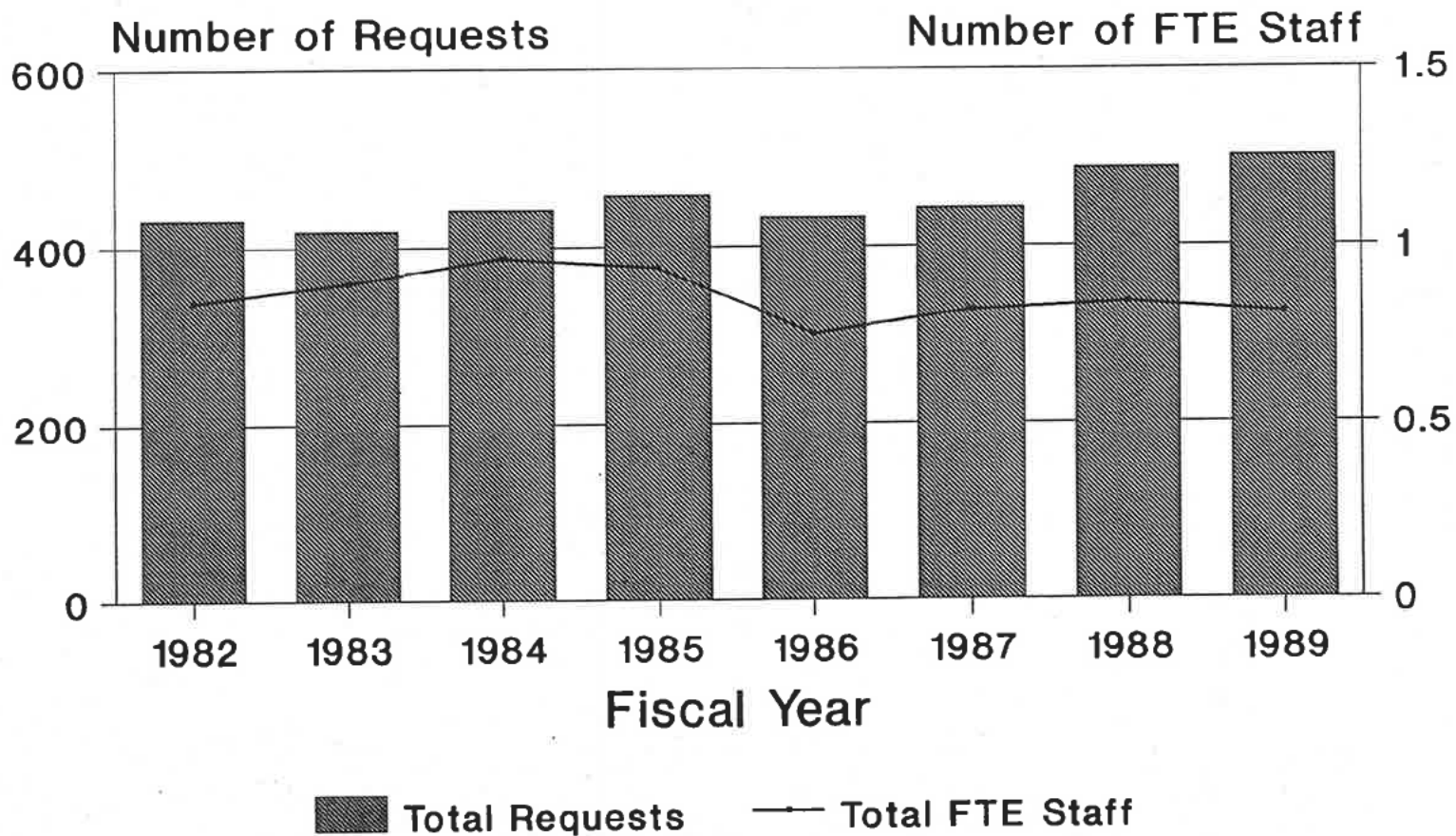
Grad Recruit, Grad Coop, and Law Recruit Participants by Division Since 1980



*Law Recruit Program used in A only

CRS WORKLOAD: FISCAL YEARS 1982-1989

Total Requests Compared to Total Staff



*Number of Requests and FTE Staff
in Thousands*