

CRS Report for Congress

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1990

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Joint Committee on the Library
United States Congress

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Director

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Congressional Research Service • The Library of Congress

The Congressional Research Service works exclusively for the Congress, conducting research, analyzing legislation, and providing information at the request of committees, Members, and their staffs.

The Service makes such research available, without partisan bias, in many forms including studies, reports, compilations, digests, and background briefings. Upon request, CRS assists committees in analyzing legislative proposals and issues, and in assessing the possible effects of these proposals and their alternatives. The Service's senior specialists and subject analysts are also available for personal consultations in their respective fields of expertise.

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I. INTRODUCTION

As the Congressional Research Service completes its seventy-sixth year of research and information assistance to the Congress, we continue to seek ways to improve service and products for Members of Congress and their staff. In FY90, with a staff of 864 people, CRS responded to more requests for legislative assistance and analysis than in any single fiscal year in the past -- more than half a million transactions (508,887), an increase of 7,341 inquiries over FY89. Responses ranged from written products and materials, consultations, in-person briefings, telephone conversations, and seminars to use of databases prepared for legislative use by CRS.

FY90 might also be considered an anniversary year because it marks two decades of CRS service to the Congress since enactment of the 1970 legislation guiding CRS work (part of the Legislative Reorganization Act, Public Law 91-510). In that and associated legislation Congress encourages increased emphasis on in-depth research and analysis as well as continued provision of traditional CRS services.

Highlights of FY90 CRS assistance are outlined in this report. Statements of the mission, organizational structure, and budget (Section II) are followed by a discussion of CRS work during FY90 as it relates to three themes: CRS as a modernizing, improving entity (Section III), CRS as an aid to Congress in meeting its global responsibilities (Section IV), and CRS as an innovative institution in developing automation technology to serve Congress (Section V). Section VI presents work on selected major issues. The report concludes with appendixes providing background information on types of CRS analytical research and products, a description of organizational structure, and a listing of CRS products in FY90.

II. CRS MISSION, ORGANIZATION, AND BUDGET

A. MISSION STATEMENT

CRS is committed to offering the Congress analysis and informational support of the highest quality in forms that are the most useful and appropriate. Principles guiding the work of the Service, in accordance with its charter, include responsiveness, legislative relevance, nonpartisan balance, confidentiality, clarity, and objectivity. These principles are encompassed in the mission statement of CRS:

The Congressional Research Service works exclusively and directly for all Members and Committees of Congress in support of their legislative, oversight, and representative functions. This Department of the Library of Congress provides research, analysis, and informational services that are timely, objective, nonpartisan, and confidential. The Service's staff 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.

Through the years CRS has improved its research and information assistance, enhanced timely delivery, convenience, and accessibility; created new services such as audio-visual formats; and has developed new analytical techniques that build upon improved technology in information processing and transmission. In recent years, the Service has become increasingly responsive to the changing demands on Members' time and has sought to establish better ways to provide needed information. The efficiency and efficacy of service became even more important in a year of marked fiscal constraint.

B. CRS ORGANIZATION

CRS maintains an organizational structure that enables great flexibility in meeting the rapidly changing needs of Congress. The CRS director is assisted by a deputy director and a management team in the task of overseeing research coordination, management studies, policy, operations, special programs, and resource development. Seven research divisions span an encyclopedic range of subjects and disciplines and enable CRS to provide interdivisional team response to congressional inquiries. The divisions are American law, economics, education and public welfare, environment and natural resources, foreign affairs and national defense, government, and science policy. Two reference divisions -- congressional reference and library services -- address requests for information and reference assistance and for bibliographic services and dissemination of CRS materials. A more detailed description of CRS research, products, and organizational structure is provided in the appendixes.

C. BUDGET

In FY90, CRS had an authorized staffing level of 864 permanent positions and a budget of \$45,820,000. Approximately 90 percent of expenditures during the fiscal year was for salaries and benefits.

At the September 18, 1990, meeting of the Joint Committee, guidelines proposed by the Librarian of Congress and Director of CRS were approved for work to assist East European parliamentary development. A plan was also approved for solicitation and acceptance of funds from private sources to finance activities that appropriated funds cannot sustain. CRS agreed to submit to the Committee a detailed annual report including the contributing organizations, their individual donations, and the programs financed by private funds.

Other actions taken by the Committee at the September 18 meeting were the following:

- The Committee approved the Librarian's proposal to implement a pilot program that would charge a fee for providing remote access between some of the Library's databases and 50 State libraries. The Librarian was directed to proceed with the implementation under the condition that Joint Committee approval be sought before placing any additional CRS databases online.
- The Committee deferred its decision regarding acquisition of the property at 601 East Capitol Street S.E. Members of the Committee subsequently were polled and agreed to approve the purchase of the property for use by the Library, while reserving any decisions regarding space allocations for program activities pending further review.

CRS agreed to keep the Joint Committee on the Library fully informed of activities related to the issues considered at the September 18 meeting.

During FY90 grants were received from the Blue Cross and Blue Shield Association (\$2,500), the Commonwealth Fund (\$25,000), and the Kaiser Foundation (\$5,000) in support of educational seminars, workshops, and retreats focusing on legislative issues for Members of Congress and their staff.

CRS also received two Ford Foundation grants to help support its efforts, undertaken with the encouragement of Congress, to provide technical assistance in the building of strong legislative support capabilities for the emerging parliaments in Eastern Europe and the Soviet Union. The first grant was awarded for a series of East European seminars on governance aspects of economic development (\$141,855); a second grant award was to provide for technical assistance in establishing legislative information and research systems for the Supreme Soviet (\$44,000).

III. MODERNIZATION AND IMPROVEMENT IN FY90

A. STRATEGIC MANAGEMENT REVIEW

During 1990, CRS completed an 18-month Strategic Management Review (SMR). During this review, CRS examined its policies and practices to determine the extent to which they support most effectively the need for and use of information by the Congress.

One focus of the review was to determine whether CRS practices and policies had kept pace with changes during the past 15 years in Congress, other support agencies, interest groups, and other sources of information. In addition, with anticipated future resource constraints and an expected growth in workload, the CRS Director wanted a better sense of CRS priorities in making resource allocation decisions.

During the SMR, an internal team consisting of 20 staff broadly representative of CRS organizational units met weekly to discuss issues and to conduct analyses of them. These analyses were discussed at meetings of CRS top managers.

Although the SMR was completed at the end of 1990, implementation and further strategic planning will continue in CRS. The Director plans to assign responsibility for future strategic planning to the CRS Office of Research Coordination.

Major decisions reached during the SMR are summarized as follows:

- CRS analytic work is to be designed primarily to support the congressional legislative agenda and to make certain that appropriate analytic support is provided to all committees as called for in the legislative Reorganization Act of 1970. New processes have been developed for carrying out the CRS statutory requirement to prepare lists of subject and policy areas and lists of terminating programs for all committees. The new processes are designed to ensure closer integration of CRS research plans with anticipated committee legislative work and to make the CRS products more useful.
- Steps are being taken to improve CRS responsiveness to congressional requests for basic factual and background information on the complete range of public policy issues. Because of the importance of this information to Congress, CRS has placed renewed emphasis on making certain we have resources necessary to meet the growing congressional needs and timetable for this information. Greater use of subscription databases will be explored as one way to meet this increasing workload.
- CRS interviews with congressional Members and their staff reported a general desire for shorter, more focused, and more accessible information. After a review of the current product line, the Director approved a new format for shorter (one to six pages) CRS reports. He also approved the

use of a type of memoranda in a format available to a number of interested Members and staff upon request.

- Greater CRS-wide coordination and communication is needed, and a system of quarterly research management and planning meetings was inaugurated. The Director and staff will meet separately with division chiefs and other top division managers. The purpose of the meetings will be to discuss plans for fulfilling the research and information needs of the Congress and to settle related issues of interdivisional coordination and resource allocation.
- The importance of human resources development and policies is to be emphasized in this management planning. CRS internal committees have been set up to implement strengthened performance review and evaluation and training and career development. In addition, concerns of CRS first-line supervisors were addressed and actions taken to develop clearer descriptions of supervisor roles and responsibilities, better training programs, and other matters needing attention.
- An extensive review of the role of information technology in CRS, both now and in the future, indicated that this technology must be improved on an ongoing basis and resources for this task must be maintained or increased. An information technology action plan to support CRS strategic directions during the 1990s was developed, discussed by senior managers, and approved by the CRS Director.

B. AFFIRMATIVE ACTION INITIATIVES

An important part of ensuring high-quality research is recruiting and retaining high-quality staff. CRS continues its vigorous recruitment effort to fill staff vacancies, with emphasis on affirmative action, to bring together a staff that is both highly competent and more representative of the society in which we live.

The Graduate Recruit Program and the Law Recruit Program were implemented to recruit skilled applicants for CRS professional positions, with emphasis on minority applicants, and thereby to strengthen the CRS professional staff while simultaneously enhancing its diversity.

The results of these special recruitment efforts have been gratifying. Over the past three years, 25 participants have been appointed to permanent positions on the CRS staff; 72 percent of this group are minorities, 56 percent are women.

IV. CRS ASSISTANCE TO CONGRESS IN FULFILLING ITS GLOBAL RESPONSIBILITIES

A. OVERSIGHT HEARING

On September 18, 1990, at the end of FY90, the Librarian of Congress and the Director of CRS appeared before the Joint Committee on the Library to discuss, among other plans, participation of the Library of Congress, and particularly CRS, in the congressional effort to assist the emerging democracies in Poland, Hungary, and the Czech and Slovak Federal Republic. Approval was obtained for this participation and for the CRS proposed program of information and research exchange with the Secretariat of the U.S.S.R. Supreme Soviet.

B. CRS ASSISTANCE IN SOVIET AND EAST EUROPEAN PARLIAMENTARY DEVELOPMENT

CRS is engaged in a number of technical assistance programs with the parliaments of the Soviet Union and Eastern Europe. These have been carried out at the request of congressional leadership and the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe (the Frost Task Force) appointed by the Speaker of the House in April 1990. Some of these programs have been conducted through the "Gift of Democracy" to Poland and the Support for East European Democracies (SEED) legislation.

Delegations, which included CRS staff, have traveled to the Soviet Union, Poland, Hungary, and Czechoslovakia to visit members of parliament and their staffs and have made recommendations on how Congress might best assist these parliamentary bodies in creating more effective legislatures. In turn, CRS has hosted several official East European delegations and coordinated with other groups to provide extensive seminars, workshops, and briefings.

CRS programs include advice and assistance on legislative organization and procedure, development of a research and information capability for the parliament, building the collections of the parliamentary library, training in legislative processes, strengthening constituent relations, and planning and implementing modern computer and office equipment programs.

C. JAPANESE ISSUES AND EVENTS: THE JAPAN TASK FORCE

The Japan Task Force was created in 1989 in response to congressional interest expressed in the conference report on the 1990 legislative branch appropriations bill. The Task Force consists of specialists on Japan located throughout the Library of Congress and CRS who combine their resources to improve research on Japan, facilitate congressional access to information and expertise on Japan, coordinate interdisciplinary

projects, integrate the resources of the Library, and anticipate issues and monitor events in Japan. A CRS analyst heads the Task Force.

Among the ongoing activities undertaken by this task force in FY90 were support to the Library's Asian Evaluation Task Force; maintenance of online news articles and economic data from the Nikkei Telecom, Japan News & Retrieval database; presentation of seminars, including one on the future of power relations in East Asia; and creation of various written products, including a briefing book on U.S.-Japan relations, a compilation of summaries of selected CRS studies on Japan, and contributions to a committee print on the U.S. response to Japanese economic challenges.

The Japan Task Force hosted a number of exchanges between Japan and the United States, including visits of parliamentary librarians to the Library of Congress and sponsorship of several visiting research fellows from the National Diet Library. A survey of Japan-related resource persons at the Library of Congress began at the end of FY90 to enhance communication among Japan specialists and improve the coordination of resources.

D. CRS TRADE TEAM

Trade continued to be a topic of concern for the United States and the Congress in FY90, and CRS directed a major share of research and information resources to international trade issues. To ensure adequate coverage and an integrative, multidisciplinary approach, a Trade Team -- led by an associate director of CRS -- was established in May 1989 in order to coordinate work in international economics, trade, and security issues across several CRS divisions and offices. This Trade Team focuses on complex, interconnected U.S. trade and international security issues and provides a range of practical and timely products including comprehensive, in-depth, and integrated policy analyses and services on these issues.

V. CRS TECHNOLOGICAL SUPPORT

A. ENHANCED PRODUCT ACCESS AND AVAILABILITY

CRS staff maintained traditional product-order services through the CRS Products Line, 707-7132 (a record 36,238 requests were received in the Inquiry Section for online products in FY90), and also developed some new capabilities and order-placement features. The "order screen" option of SCORPIO now enables users to place orders for CRS products through terminals in congressional offices, reference centers, and reading rooms (close to 1,600 SCORPIO orders for CRS products were received in FY90). CRS also received 5,745 orders for products through FAX machines newly installed at CRS for the convenience of Members and staff who wish to send their requests via FAX. A new TDD line (Telephone Device for the Deaf) was established, 707-7154, enabling hearing-impaired members of the congressional community to place orders and request other CRS assistance.

B. IMPROVED DATABASE AND DOCUMENT DELIVERY

Among significant tasks completed in FY90 are projects that offer improvements to the database or contribute to the timely delivery of information. Many of these projects are forward-looking; all are designed to increase CRS efficiency in its service to the Congress.

CRS Products File and Executive Summary Feature

A noteworthy improvement in the CRS Products (CRSP) file is the executive summary project, which was completed in early FY90. CRS staff input, retrospectively, one-page summaries of CRS products in order to provide much more information in the online file on the contents of products to the Members and their staffs than was available previously. More than half of the 3,300 current CRS reports and issue briefs in the CRSP file now have one-page summaries; the remainder are older writings predating the requirement for these summaries. Even these older CRS writings have short abstracts describing their content and scope.

Online SDI and Order Service

In FY90 CRS also developed a pilot online SDI (Selective Dissemination of Information) Service with an order feature, initially tested among CRS staff, to determine whether this method of announcing new literature and ordering full-text entries might be a convenient service for the Congress. The method draws from the CRS Bibliographic Database feature, which allows a user to peruse citations under headings such as "Added This Week." Revised programming and database setup by the Library's Information Technology Services paved the way for the pilot test. The positive response of

participants included in the test suggests that an online SDI with an order feature would be attractive to many users. Capability to offer this service with timely document delivery is dependent on availability of the versatile Phase I optical disk system, described below.

Phase I Upgrade of the Optical Disk Project

An improved optical disk system, developed with the combined planning skills of the Library's Information Technology Services, the CRS Automation Office, and CRS Library Services, will have greater capacity for scanning, storing, and printing materials as well as accommodating more viewing terminals and creating a stronger network for future applications. With the completion of this upgrade, designated Phase I, viewing terminals and printers will be available in FY91 in the Senate and Rayburn Reference Centers and the La Follette Reading Room for congressional staff. Users will be able to access the full text of materials that have appeared since 1989 in the SDI Service, the online Public Policy Literature (PPLT) file, and the CRS Products file. Preparations for the new system call for termination of the slower and now redundant CRS microfiche filming operations, the backbone of the SDI full-text document delivery operations for the past 14 years.

High-Volume Optical Disk Printing

FY90 marks the first year anniversary of the initial CRS optical disk printing system. By the end of the fiscal year 55,000 articles (about 800,000 pages) printed via optical disk had been sent to congressional offices in response to SDI service and other requests for public policy literature. The system accounted for about 75 percent of CRS-reproduced SDI articles sent to congressional offices.

Targeted Weekly News Service via Optical Disk

In another future-oriented project, CRS began an experiment to provide weekly news clippings collections on selected high-priority topics to the Congress. Current news clippings on two topics -- savings and loan financial problems and the David Souter Supreme Court nomination -- were assembled weekly, cited as packets in the SDI Service and the PPLT file, and scanned on the optical disk.

Supreme Court Decisions in the PPLT File

CRS bibliographers and attorneys, working together, made arrangements for Supreme Court decisions to be included in the PPLT file for the first time in FY90. Copies of these decisions, which CRS receives from the Court within hours of issuance, are abstracted by CRS attorneys and cited for the SDI Service and the online file by CRS bibliographers. The full text of the decisions is made available through the CRS optical disk system.

VI. CRS ASSISTANCE ON SELECTED MAJOR ISSUES

CRS initiated a Major Issues Planning system in FY87 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 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 receives considerable CRS support, although space does not allow a discussion of all of them. The 25 issues flagged by CRS as part of its Major Issues Planning system during FY90 were:

AIDS	Higher Education
Air Quality Legislation	Immigration and Refugees
Banks and Thrifts	Iraq-Kuwait Crisis
Budget Deficit Reduction	Japan-U.S. Relations
Campaign Financing	A New Europe and U.S. Interests
Central America and Panama	The 1990 Farm Bill
Child Day Care	Oceans and Coastal Management
Civil Rights	Social Security Financing
Defense Goals in the 1990s	Solid and Hazardous Waste
Drug Control	Management
Energy Policy	Trade
Global Climate Change	U.S. Housing Problems and Policy
Health Insurance	U.S.-Soviet Relations

For each issue an overview issue brief is prepared to serve as a vehicle for tracking legislative developments. Public opinion poll files are maintained for many of these issues. The work of CRS is illustrated below partly by noting the ways in which analysts, often 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 treated and the multidisciplinary team approach used by CRS in responding to many of them.

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

Trade

Trade has been one of the top five issues in terms of the number of requests that CRS has received for the past several years. Congressional consideration of trade issues in FY90 emphasized bilateral trade relations with Japan, the European Community, and Canada; the implications of increasing foreign direct investment in the United States; the soon-to-be-completed Uruguay Round of trade negotiations in the General Agreement on Tariffs and Trade (GATT); and the effects of economic reforms in Eastern Europe and the Soviet Union on U.S. trade and investment. Diverse CRS staff working on the trade team analyzed the trends and policy implications of each set of topics in CRS reports, bibliographies, issue briefs, info packs, and memoranda. They also conducted numerous briefings and several seminars for Members and congressional staff and provided legislative oversight support to several committees.

Other CRS analysts provided support on trade matters related to the agricultural sector, such as the agricultural Export Enhancement Program and food aid, offered consultation on U.S.-Mexico GATT-related matters, and examined other questions regarding the 1990 farm bill, the U.S.-U.S.S.R. grain agreement, U.S. sugar quota policy, U.S. farm import quotas, and the trade embargo against Iraq.

Among other products and services related to trade were

- A report on international standards, and certification, which was of interest to the Congress in the current debate over whether these standards themselves serve as trade barriers.
- A briefing book for an intensive three-day policy briefing that addressed, among other topics, the prospective results of the Uruguay Round of trade negotiations and statutory expedited procedures governing congressional consideration of legislation implementing such trade agreements.
- Information support on international trade and investment issues and bibliographies on such topics as U.S.-Soviet commercial relations in the age of perestroika, foreign investments in the United States, the trade deficit, and (in the 1990-91 intercollegiate debate manual) U.S. trade policy toward Japan and East Asia.

Health Insurance

With health care costs continuing to increase at double-digit rates, much faster than other sectors of the economy, this major issue has remained among the top five most requested by Members of Congress since FY88. The rising cost of health care, together with the erosion of health benefits for many, has put increasing pressures on public budgets, employer costs, and individuals' out-of-pocket expenses for medical care. During the 1980s this was shown by a persistently growing population without health insurance as well as an increasing number of persons with inadequate insurance coverage.

The CRS major issue team on health insurance worked closely with congressional Members and staff concerned with these topics during FY90. [REDACTED]

CRS also contributed to the Medicare and Medicaid portions of the conference agenda on the Omnibus Budget Reconciliation Act of 1989 and prepared a report on the National Nursing Home Survey. This study gives new insight into the demographics of nursing home residents and their levels of impairment and contributes information needed in the consideration of long-term care insurance for the nation's elderly.

Elsewhere in CRS, reference staff handled a large volume of requests for information assistance bearing on other health-related topics such as repeal of the Catastrophic Health Insurance Act, health care for the uninsured, and physician payment reform.

Budget Deficit Reduction

During FY90 Congress and the president again made reduction of the Federal budget deficit a top legislative priority for FY91 and future years. The President and many Members of Congress insisted that budget process reform accompany deficit-reduction efforts. Although congressional leaders met with administration officials in budget summit negotiations from May through September of FY90, estimates of the deficit increased markedly due to the worsening savings and loan situation and a slowing economy. A budget summit agreement, aimed at saving \$500 billion over five years and reforming the budget process to include tough new enforcement procedures, was announced on September 30, the day before FY91 began. At the close of the 101st Congress, the Congress completed action on the budget resolution --incorporating the budget summit agreement in modified form -- and the legislation necessary to carry out its policy, primarily all thirteen of the regular appropriations acts and the omnibus budget reconciliation act.

CRS staff worked closely with various committees and Members in the preparation of hearings on budget process reform and legislative recommendations. These efforts contributed to the enactment of a major revision of the Federal budget process, the Budget Enforcement Act of 1990, by the end of the Congress. Throughout this period CRS provided committees and Members with analyses of issues and options relating to deficit reduction.

Other CRS efforts included

- A CRS report analyzing Social Security trust funds and the Federal deficit and showing that trust funds overall are contributing to the deficit, not offsetting it.
- Assistance to staff of budget committees and authorizing committees as they considered proposals to reduce the deficit, including repeal of the option for new Federal retirees to receive a lump-sum payment and increased taxation of a portion of Social Security benefits.
- Analysis of the growing number and mounting costs of large-scale multi-year research and development projects and the pressure such projects place on efforts to support the nation's science and technology base in the light of growing budget constraints. The effort included assistance with mechanisms for setting priorities for science and technology within the Federal Government.
- Response to general requests for information about deficit spending and controls, the balanced-budget vote, the constitutionality of the line-item veto, and sequestration statistics, among others.

Drug Control

During FY90 Congress considered a number of comprehensive crime and drug control bills as part of an ongoing effort to improve and implement a national drug control strategy and to address the related problem of violent crime. Requests for information continued to pour into CRS, placing the issue among the top five most active major issues for the second year.

The CRS drug team contributed to this effort through written analyses and consultations with Members and staff on the issues surrounding the proposed legislation. Among the most significant written products were an issue of the *CRS Review* on the drug problem, a committee print on Federal drug offense penalties, a glossary of drug-related terms, and comparisons of major bills. The team also coordinated and participated in a number of seminars on various drug control topics. The two national drug control strategy documents issued by the President (September 1989 and January 1990) served as catalysts for much congressional activity. Following the release of each document the team prepared summaries of the President's recommendations and outlined significant policy issues raised. More than a dozen congressional committees and subcommittees used the resources of the team in oversight and investigative hearings on drug law enforcement, treatment, testing, and education needs within the United States, as well as international aspects such as drug eradication, control and interdiction, and money laundering.

Among CRS activities devoted to this issue were

- Public Policy Issues Institute (PPI) courses on the effects of drugs on mothers and newborns and briefings of congressional staff on potential Federal intervention measures to aid infants, children, and families affected by drug abuse.
- Hearings assistance with health effects of drugs and briefings to staffers on types of precursor chemicals used to make illicit drugs and on symptoms of drug abuse.
- Three major CRS seminars for congressional committees on the role of the U.S. military in interdicting drug trade, the debate over using herbicides to combat drug cultivation, and money laundering associated with the drug trade.
- An examination of the related "assault weapon" and anti-crime proposals that are part of the drug control legislation.
- A detailed comparison of the House and Senate crime bills.
- Six info packs on drug abuse, drug testing, drugs in the workplace, and the legalization debate, among other topics.
- Annotated reading lists for congressional use on drug abuse, treatment, and education; State and local initiatives to combat drug abuse and drug-related crime; and international aspects of the drug trade.
- Addition of new drug subject terms to the CRS computerized legislative indexing vocabulary and to existing citations in the database to facilitate access to needed information.

Banks and Thrifts

The plight of the thrift and banking industries in FY90 continued to occupy the attention of the Congress and to generate inquiries to CRS in large numbers. Congressional oversight of implementing the Financial Institutions Reform, Recovery, and Enforcement Act of 1989 (P.L. 101-73) addressed many of the issues affecting thrift institutions, their underlying real estate assets, and their Federal deposit insurance coverage. International competition and integration among banking institutions were also of legislative interest. CRS team members working on the banks and thrifts issue provided support on many of these topics. Staff members of the Law Library of the Library of Congress also contributed to work on international banking issues.

Among the diverse topics that CRS lawyers and paralegals examined were money laundering, expansion of banks and bank holding companies into securities and insurance business, adequacy of Federal tools to prosecute fraud and mismanagement in the bank and thrift industries, and international ramifications of restructuring the U.S. financial services industry.

Online database searches and optical disk technology significantly improved CRS information and reference timeliness on the often fast-breaking developments in the savings and loan crisis. Storage of newspaper articles electronically allowed access at several sites and permitted printouts when needed.

AIDS

While the rate of growth of appropriations for AIDS has slowed considerably since funds were first earmarked in FY83, the AIDS epidemic and the problems it raises continued to generate significant national and congressional interest in FY90.

During the past year CRS presented PPI seminars on this disease. Analysts provided information on AIDS issues related to the Federal budget, research, and treatment; and briefed congressional Members and staff on issues pertaining to distribution of research funds for AIDS relative to that for numerous other serious diseases.

Other CRS activities included

- Assistance with information on the transmission of AIDS and other communicable diseases during congressional consideration of the Americans with Disabilities Act of 1989. The effort included an examination of the AIDS provisions of this law, which prohibit discrimination in the private sector against persons with disabilities, including individuals with HIV infection.
- Analyses of parliamentary procedures and countermeasures pertaining to this Act and the Chapman amendment banning HIV-positive staff from work in the restaurant industry.
- Research relating to the Ryan White Comprehensive AIDS Resources Emergency Act of 1990, which authorizes grants to States to improve services for people with HIV disease and emergency relief for cities hit hardest by AIDS.
- Maintenance of eight issue briefs on AIDS as well as briefings and assistance for committee prints, hearings, records, bill analyses, and reports on related topics.

Air Quality Legislation

The President broke the lengthy stalemate on the Clean Air Act in July 1989 when he proposed comprehensive amendments. Working with the administration's proposals and other long-standing options, the Congress revised and strengthened Clean Air provisions on air toxics control, on urban air quality, and on automotive emissions control. Major new provisions were added to control acid rain, phase out

chlorofluorocarbons, initiate a State-run permit and fee system, encourage alternative automotive fuels, and improve enforcement.

CRS support during FY90 built both on its previous work on clean air issues that began with the 1977 amendments and on its research during the 1980s. During the past year analysts assessed costs and benefits of competing provisions, reviewed interest group estimates of potential impacts, helped the Congress refine specific provisions, and supported the markup and conference processes.

Among other projects related to the legislation were

- Development of a series of specific industry impact assessments.
- Briefings for Members and staff on a wide range of specific concerns, including mercury from power plants, indoor lead, and R&D for pollution prevention technologies.
- Preparation of information on pollution-related topics such as health effects and the costs and benefits of environmental protection measures.

Campaign Financing

Public concerns have grown in recent years over the rising cost of congressional elections and the reliance of candidates on contributions from political action committees (PACs). Scores of legislative proposals to deal with these perceived problems have been offered, and campaign finance reform became a major issue before the 100th and 101st Congresses. Although bipartisan negotiations broke down in the 101st Congress, Senate Democrats succeeded in passing S. 137 and House Democrats provided most of the votes needed to pass H.R. 5400. These bills offered public financing or benefits to candidates who agreed to campaign spending limits and either restricted or eliminated PAC contributions. A conference committee was appointed to reconcile the two bills, but never met during the 101st Congress.

Both during and after the debate, numerous calls from congressional offices were fielded by CRS to explain the reform process, help to develop various alternative proposals, and provide background information. A particularly noteworthy CRS contribution was a survey prepared by several analysts on 1988 House and Senate candidates' expenditures for campaign services. This study provided policymakers with previously unavailable data on the relative share of campaign budgets used for specific services. A CRS specialist in campaign finance contributed to the preparation of the committee report on S. 137 and later wrote detailed summaries of the amended versions of the bill.

CRS attorneys briefed Members of Congress and several committees and their staffs on the various legal and constitutional issues of campaign finance reform reflected in different bills that passed the House and Senate, including the prohibition of the "bundling" of campaign contributions, the regulation of "soft" money, and the tightening of independent expenditures. CRS staff also consulted with the bipartisan House Task

Force on Campaign Reform in developing campaign finance reform legislation for the House.

Central America and Panama

For more than a decade U.S. policymakers have debated several issues regarding the appropriateness of U.S. involvement in Central America and Panama. The December 1989 U.S. military action in Panama removing the regime of General Noriega raised more issues for the Congress. Events in Nicaragua in late 1989 revived concerns that the February 1990 elections would be unfair and introduced questions about the proper U.S. response to Central American moves to demobilize the contras. Debate on El Salvador focused on the desirability and necessity of U.S. aid to the military.

CRS responded to this congressional interest with a new comprehensive issue brief and several reports on the political, military, and economic situations in these countries. Several analysts traveled to the region in order to present first-hand, up-to-date analyses in response to congressional requests.

The U.S. intervention to oust Noriega from Panama also produced a flood of requests for CRS information and reference support to the Congress. In response, CRS staff provided data, analyses, and statistics on such diverse topics as economic aid to Panama and the role of women in the U.S. military and prepared bibliographies on El Salvador and Panama.

Child Day Care

Concerns about the availability, cost, and quality of child care services led to an intense debate in the Congress and to passage by the House and Senate of two different bills. At the end of FY90 conferees had not resolved differences between two versions of H.R. 3 (the Senate proposed Act for Better Child Care Services, 1989; and the House proposed Early Childhood Education and Development Act, 1990). Both bills included a combination of new State grant programs authorizing \$1.85 billion annually and tax code changes, but the specific components of their approaches differed. Disputed issues included cost, eligibility, financing, and standards.

CRS analysts addressed many of these concerns in FY90 in response to committee requests for assistance. Among other topics, analysts helped congressional staff with the issues of standards, use of vouchers, and options for funding formulas, and conducted analyses of proposed programs for extended day programs in elementary schools and prekindergarten education programs.

Attorneys at CRS were inundated with requests for legal analyses of such matters as the constitutionality of church participation in a publicly funded child day care program and the feasibility and means of providing assistance through the tax system. A number of memoranda and reports were prepared in a multidivisional effort to examine legal issues and compare proposals.

Other legislative work concerned early child development and education, primarily Head Start. As legislation progressed, CRS analysts assisted committees with research on the targeting of discretionary funds, the formula for distributing funds among States, and requirements for parent-child centers, among other topics. CRS bibliographers prepared material on the Federal role in child day care and early child development.

By the end of the fiscal year negotiations were under way in a conference committee to produce a child day care bill on which the House and Senate could vote, and Congress included child care legislation as part of its budget reconciliation package.

Civil Rights

FY90 was a watershed year in the expansion of Federal civil rights protection for some groups, notably the disabled, and in the "restoration" of rights afforded by existing job discrimination laws to others. In the former category, the Americans with Disabilities Act, P.L. 101-336, extends civil rights protection to the disabled in employment, access to public accommodations, transportation, and telecommunications services. The enactment of the Americans with Disabilities Act in July 1990 was the culmination of years of congressional activity.

The issues raised by the congressional attempt in FY90 (S. 1511) to overturn a 1989 Supreme Court decision (*Public Employee Retirement System of Ohio v. Betts*, where the Court held that age discrimination in employee benefits is lawful under the Age Discrimination in Employment Act) proved to be considerably more complicated than first expected, accounting for at least six substitute compromise versions of the original bill, massive lobbying efforts by business groups, State governments, and senior citizen groups. A CRS attorney, along with several CRS analysts, assisted committees in their efforts to address the issues raised by the legislation. CRS prepared at least ten reports or memoranda addressing Betts issues, attesting to the complexity of the legislation.

In a separate effort a CRS attorney addressed the consequences of the Supreme Court's action in *City of Richmond v. J. A. Croson*, where the Court overturned Richmond's affirmative action program for minority-owned businesses. The effort included analyses of problems of minority firms, hearings support, and answers to questions on Federal legislation in this area.

Awaiting final action at the end of the fiscal year was the Civil Rights Act of 1990 (S. 2104), far-reaching legislation to overturn or ameliorate the impact of a series of recent Supreme Court rulings affecting enforcement of Federal equal employment opportunity laws. A collection of CRS reports analyzed the ramifications of amendments proposed by the bill, the constitutionality of its retroactive application to previously decided cases, and attendant "quota" hiring concerns. Other assistance (including briefings, consultations, and a CRS Federal Law Update seminar), was devoted to the bill.

To follow many of these civil rights developments in the Congress and the media and in response to requests for information, CRS also prepared materials on equal employment opportunity, affirmative action, and the participation of minority groups in the political process.

Defense Goals in the 1990s

The current changing geopolitical environment has brought about one of the most thorough reevaluations of U.S. defense policy since the end of World War II.

The CRS team on this major issue began FY90 by integrating and updating existing work of CRS analysts on arms control, defense spending, and defense procurement reform. A new issue brief was prepared on these aspects of U.S. defense policy drawing together the range of defense issues in the changed environment. Other written products were prepared on the defense budget cycle and on navy issues to be addressed in congressional deliberations determining the fate of numerous weapons systems.

CRS strategic weapons analysts participated in a study mission to U.S. military facilities in order to prepare reports and briefings and assist in hearings related to U.S. strategic weapons systems. CRS prepared other material on military personnel, military compensation and retirement, antitank missiles, the NATO-Warsaw Pact military balance in Europe, and naval arms control.

Other CRS studies focused on Department of Defense (DOD) goals. Among those products were

- An interdivisional study of the effects on the U.S. economy of cuts in DOD appropriations.
- A reading list on defense spending and the economy.
- An issue brief on ways that the DOD might restructure its research, development, test, and evaluation (RDT&E) activities to meet the military's changing requirements in light of declining RDT&E budgets.
- A committee print that outlines challenges facing DOD's 72 R&D laboratories and ways that the Pentagon might restructure and consolidate its laboratories to meet those challenges.

Energy Policy

Although the Bush administration issued the draft of a comprehensive energy policy during FY90, events in the Persian Gulf overtook the bureaucratic process, once again thrusting this complex issue into the congressional spotlight. Throughout the year, CRS saw a resurgence in the number of inquiries from Members and their staffs for statistics and general information on energy policy.

Before the Iraqi invasion of Kuwait, as part of ongoing issue development and management, CRS prepared a variety of written products on recurring energy topics. During the year, for example, in response to committee requests, CRS analysts examined options for possible future locations of nuclear plants, looked at the range of opinion on the appropriate size for the Strategic Petroleum Reserve and issues in leasing oil from

the reserve, and examined potential options for cleaning up nuclear waste at Department of Energy weapons facilities.

CRS also prepared material on other, often technology-related, energy matters of concern to the Congress: testimony before a committee hearing addressing oil conservation, an issue brief on renewable energy, a report on energy conservation profitability issues in the electric utility sector, and an analysis of alternative motor vehicle fuels, particularly the alcohol fuels (methanol and ethanol), and the potential of electric vehicles and vehicles powered by natural gas or hydrogen.

Global Climate Change

Policymakers remained concerned in FY90 about the effects of specific global atmospheric changes resulting from human activities that could affect habitability and quality of life in this country and worldwide. The emission of CO₂ and other gases from burning of fossil fuels and from other activities and their buildup in the atmosphere could adversely intensify the "greenhouse" effect, altering global climate, affecting agriculture and natural resources, and possibly leading to rising sea levels. Emissions of the man-made chlorofluorocarbons have been responsible for chemical interactions in the upper atmosphere, which, if left unchecked, could result in depletion of the earth's ozone shield, with potential dangers to human health and the earth's biospheres.

A team of CRS analysts maintained a CRS overview issue brief on global climate change. The team prepared, among other materials, reports on legislation and activities relating to global change, ethanol and global warming, and the predictions and uncertainties of global change. CRS also presented two PPI sessions on global warming, sent issue advisors to the CRS Graduate Legislative Institute, and assisted numerous committees with information on national and international science and diplomatic developments relevant to global climate change.

CRS was active during the year on related global change concerns. Among the products resulting from these efforts were

- Analyses of the chlorofluorocarbon tax included in the 1990 budget reconciliation.
- Support to congressional staff working on stratospheric ozone depletion issues and briefings on other related global climate topics.
- A preliminary report on near-term technical options for reducing U.S. "greenhouse" gas emissions, which included an assessment of the U.S. ability to achieve a 20 percent reduction in CO₂ emissions.
- Reports on the role of Congress in addressing international environmental issues and U.S. environmental policy in Africa.
- An annotated reading list on global climate change for a group of Soviet visitors.

Higher Education: Reauthorization of the Higher Education Act

The Higher Education Act, which will provide more than \$18 billion in student aid in 1990-91 to help nearly 6 million students meet the costs of postsecondary education, will expire in the 102nd Congress, and debate was well under way in FY90 over terms of reauthorization. Two major issues are the focus of congressional attention concerning student assistance: defaults on guaranteed student loans and methods of determining eligibility for aid. Other areas of concern include incentives to encourage families to save for college, efforts to increase access of minority students, proposals to link student aid to national service, and funding available for programs.

In preparation for reauthorization, the CRS higher education team prepared several products, including background reports on each of the major student aid programs authorized by Title IV of the Higher Education Act and a series of reports on for-profit proprietary schools that provide vocational training.

Immigration and Refugees

Major omnibus bills to revise the numerical limits and preference system regulating immigration passed the Senate and House in July 1989 and September 1990, respectively, and were awaiting further action at the close of FY90.

The numerical regulation of permanent legal immigration is an issue for several reasons. First, more immigrants are admitted for the purpose of family reunification than "independent" nonfamily immigrants; second, a limited number of visas are available under the preference system to specific countries, such as Ireland; and third, current backlogs of immigrant applications have become a concern.

CRS assisted committees of both Houses as they considered legislation on this major issue. Among other tasks, analysts worked on questions about refugee admission and resettlement policy. They prepared several memoranda addressing refugee funding and analyzing legislative issues such as the status of immediate relatives of legalized aliens.

When the Congress returned after its holiday recess in January 1990, its first item of business was to consider an override of a presidential veto of the Emergency Chinese Immigration Relief Act (H.R. 2712). The debate concerning the override centered on the president's handling of policy toward China; U.S. immigration and refugee policy was an important element in that debate. Responding to several committee and Member requests, a CRS attorney wrote a legal and constitutional analysis of administrative relief proposed to be taken by the executive branch if the veto were sustained. This analysis was widely circulated and often cited during debate of the override in the Senate.

Other CRS work on immigration included

- Four issue briefs and a PPI presentation on immigration.
- Seminars on U.S. immigration and refugee policy for Members and staff.

- Reference support for individual inquiries on such diverse subjects as refugees coming to the United States from Southeast Asia, Soviet Jews immigrating to Israel, and proposed changes in U.S. immigration policy.

Iraq-Kuwait Crisis: U.S. Policy and Options

Iraq's invasion of Kuwait in August 1990 began an international crisis of major proportions that has had far-reaching implications for the Congress. From the outset, and even before Iraq's action, CRS staff responded promptly to requests pertaining to the crisis by providing a series of timely written materials and scores of telephone and in-person briefings. The Iraq-Kuwait situation was designated a CRS major issue by mid-August, a new comprehensive issue brief was prepared, and CRS staff formed a multidivisional team to research the numerous questions raised as a result of the crisis. As some Members began to depart for fact-finding trips to the Persian Gulf, CRS analysts worked on products to help brief Members before and during their visits.

Iraq's invasion was followed within minutes by CRS hotline questions to reference staff and a barrage of Member and committee requests concerning the oil-energy supply situation. Most of the requests were for statistical information with rush deadlines.

Analysts from throughout CRS produced more than three dozen new CRS products addressing oil, economic, agricultural, and legal questions. Among the issues raised were changing military deployments and costs associated with U.S. presence in the region, the likely foreign reaction to and support for the U.S. leading role against the Iraqi invasion, and arms transfers and war powers. A notable highlight of the year was a seminar in which four CRS staff briefed more than 80 congressional staff members on military issues related to the Persian Gulf crisis.

Among other topics addressed, CRS lawyers considered such diverse subjects as the presence of the U.S. Armed Forces and Reserves in the Persian Gulf area, the War Powers Resolution, and the relative roles of the President and the Congress. CRS analysts also looked at oil and gasoline price jumps, implications of the invasion for OPEC oil exports, options and criteria for possible draw down to the Strategic Petroleum Reserve, and the Iraqi capacity to withstand a sustained food embargo.

Japan-U.S. Relations

U.S. relations with Japan was another topic of increasing concern in the emerging multi-polar world facing the Congress in FY90. Congressional interest expanded from the more narrow trade and defense issues of the past. Japan was considered by many policymakers as posing a fundamental challenge to the United States. Considerable debate was generated over a range of issues such as U.S. access to Japan's markets, Japan's investment in the United States, Japan's willingness to support allied defense and foreign assistance interests in world affairs, and Japan's challenge to U.S. leadership in certain technologies.

As part of a CRS team effort, analysts prepared a new overview issue brief, a large Japan-U.S. relations briefing book covering more than 40 topics in U.S.-Japan relations, and several selected studies. Meeting congressional requests for information on Japan required cooperation among all CRS divisions and close interchange with the Library-wide Japan Task Force.

Among other CRS efforts were

- A major study on Japan's dominant role in Asia, the result of nine months of field research.
- A cooperative effort with the National Diet Library and the Diet of Japan in which CRS analysts briefed the visiting Diet Librarian and his entourage about CRS services.
- Studies on Japan's science and technology, technology development strategies of Japanese companies, and Japanese research policies.

A New Europe and U.S. Interests

The changes in Eastern Europe and subsequent reunification of Germany were at the core of new congressional interest in Europe. After creating a team on this topic in early 1990, CRS prepared an issue brief to describe the range of security, economic, and political implications of these changes. CRS staff who had been tracking for some time the growing role of Germany in post-cold-war Europe capped this effort with a seminar at the end of the fiscal year. A study by several CRS divisions on U.S. legal and other interests affected by German unification was the basis for committee hearings and a committee print. Other vehicles used to assess the new situation included an interdivisional forum in the *CRS Review*, a committee print on Eastern European developments and trends, and issue briefs and reports on elections in Eastern Europe, U.S. aid efforts there, and ethnic frictions dividing Yugoslavia.

CRS attorneys looked into a number of legal issues including the form and substance of a final settlement in Germany, Four Powers reserved rights in Berlin and in Germany as a whole, and the Two Plus Four negotiations. The attorneys also examined implications of the final settlement for U.S.-German trade relations in light of the Jackson-Vanik amendment's application to the former German Democratic Republic and Baltic states.

CRS staff also fielded requests for information on the democratic reform movement, prospects for U.S. foreign assistance, treatment of ethnic minorities, and ways in which private citizens could help. Compilations of references were prepared on German reunification, implications for the United States, and the European Community's 1992 plan.

The 1990 Farm Bill

A new five-year authorization for omnibus farm legislation reached congressional conferees in September 1990. Congress conducted the reauthorization effort facing several widely cited problems in farm programs. These included high budgetary costs, production imbalances among various supported commodities, perceived inequities in benefit distribution, undesirable effects on small farms, and adverse impacts on trade and the environment.

In preparation for the farm bill debate, CRS analysts updated and replaced earlier work, prepared new products related to farm issues, conducted several seminars and workshops, and consulted with Members and staff on key provisions of the House and Senate bills. Analytical support covered such topics as provisions governing pesticide exports, options to limit subsidies to agriculture resulting from Bureau of Reclamation water projects, targeting farm program benefits through means testing, and possible problems in honey price supports.

Other CRS support to Congress on this issue included:

- Bibliographies on agricultural policy and agricultural trade policy.
- Comparative summaries of the rural development bills that were incorporated into the farm bill and enacted as Title XXIII.
- Assistance with the rural development section of the Farm Bill Notebook.
- Research on food safety issues and response to questions about how the Food Safety Amendments of 1990 would affect the regulations on pesticides.
- Briefings for congressional staff on potential effects on the cosmetic grading standards for fruits and vegetables that might be an outcome of diminished pesticide use.

Oceans and Coastal Management

The United States and the international community have important interests in ocean and coastal resources involving such issues as pollution of the resource base, food from the sea, energy and mineral development, and marine transportation. Oil pollution liability and compensation were at the top of the congressional agenda of the 101st Congress following the Exxon *Valdez* incident in April 1989 and the enactment of the Oil Pollution Liability and Compensation Act of 1990, as were Outer Continental Shelf (OCS) oil leasing issues, with a moratoria extended to additional stretches of the East and West coasts and the Gulf of Mexico.

CRS analysts provided analyses and close support on various oceans and coastal issues before the Congress. This assistance took many forms, including evaluation of alternatives to the OCS program and the pros and cons of permanent moratoria legislation, bill comparisons on the Coastal Barriers Resources Act, hearings support on

national flood insurance and tuna labeling legislation, support concerning legislative activity on the Marine Mammal Protection Act, marine preserves, migratory fisheries, and reports on a variety of fishery and international whaling concerns.

Among other CRS contributions to this major issue were written products and support on such topics as double-bottom/double-hull tankers, the short- and long-term impacts of oil spills, spill response technologies, and potential mineral resources in Antarctica. A CRS report containing an annotated reading list on oil spills and a bibliography on the National Environmental Policy Act was used in a hearing on coastal management.

Social Security Financing

Senator Daniel Patrick Moynihan, reacting to the prospect that Social Security income would exceed outgo for many years, proposed in January 1990 that the Congress reduce Social Security taxes. The proposal aroused strong demand for information about Social Security financing, and CRS responded by establishing an interdivisional team of analysts expert in Social Security, economics, and research methodology.

Team members examined the macroeconomic effects of the Moynihan proposal in a report and wrote several issue briefs on the financing debate triggered by the surplus, the impact of the Federal debt ceiling on Social Security, and the possibility of extending the program to noncovered segments of State and local government work forces. Among other activities, the CRS team prepared reports about the progressivity of the Social Security tax, income levels of Social Security recipients, and the distributional effects of a freeze in benefits (no cost-of-living adjustment, COLA) under 1988 conditions.

To assist committees, CRS staff examined proposals to invest Social Security funds outside the Federal Government. They also analyzed Social Security issues raised in the budget summit such as increasing taxation of Social Security benefits, reducing the Social Security COLA, or both. Numerous briefings were prepared on these and other issues for Members and congressional staff throughout the year.

Solid and Hazardous Waste Management

Authorization for the nation's basic statute for regulating solid and hazardous waste, the Resource Conservation and Recovery Act (RCRA), expired in 1988. Consideration of the Clean Air Act postponed reauthorization of the solid waste legislation by the 101st Congress, yet despite the delay, more than 100 bills were introduced and several passed the House. Authorization for Superfund, the nation's hazardous waste cleanup program, expires in 1991, adding emphasis to this major issue.

During FY90 CRS staff worked with several Members on newspaper recycling legislation, conducted an analysis of financing for solid waste programs, and prepared comparisons of proposed amendments to the RCRA. Analysts provided close support to several committees on topics ranging from a comparison of recycling and waste reduction bills, to environmental compliance at U.S. military bases, subsidies for use of virgin materials and the impacts of recycling, and interstate transport of solid waste. Among

other CRS support activities, staff briefings were prepared on these recycling and solid waste issues as well as on beverage container issues and bottle bill legislation; a summary was written of current problems facing the Superfund program; and analysts neared completion of a legislative history of the RCRA.

Other CRS staff upgraded recycling reference materials into an info pack because of the large volume of requests received from the Congress. CRS answered requests for information on recycling of specific items such as tires, motor oil, styrofoam, plastics, and degradable plastics. Depletion of landfill space, toxic wastes, and toxic waste sites also received attention, as did the issue of "backhauling," the use of the same tank trucks to transport food and waste. These and related topics, including a renewed interest in the dangers of toxic waste to human health because of the situation in Love Canal, generated requests for information throughout the year.

U.S. Housing Problems and Policy

Efforts in Congress to shape comprehensive housing legislation in FY90 continued to emphasize the needs of the first-time home buyer, very low-income renters, and particular groups, including the homeless, the handicapped, and the elderly. A critical concern was how to stem losses in the main FHA home insurance fund without barring many would-be home buyers of moderate means.

CRS housing analysts provided support with hearings on the proposed National Affordable Housing Act (S. 566) and the proposed Housing and Community Development Act of 1990 (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 CRS. The slump in housing production in 1990 was examined in various written products and briefings. A CRS analyst provided information on related programs, including community development assistance provisions of S. 566 and H.R. 1180.

Part of the CRS team effort on this issue was fielding numerous inquiries from the Members and committees of both Houses on matters of constituent concern -- program eligibility and assistance programs -- as well as questions about the alleged mismanagement of funds at HUD.

U.S.-Soviet Relations

Congress showed great sustained interest in the rapidly changing and improving U.S.-Soviet relations during the year and sought more sophisticated information on, and analysis of, the remarkable internal changes in the U.S.S.R. Congressional exchanges with the Soviet Union and Eastern Europe expanded markedly during FY90 as the Congress made clear its determination to play an important role in defining U.S. policy toward the U.S.S.R. and the newly free East European countries.

Throughout the year CRS work continued on internal changes in the U.S.S.R. This effort included issue briefs and reports on the crisis in the Baltic Republics, the activities of the Soviet legislature, local elections in the U.S.S.R., and the problems in the

Soviet armed forces. A mainstay in efforts to monitor developments for the Congress was the CRS interdivisional Soviet-U.S. relations briefing book, which was updated and revised twice during the year.

CRS staff also participated in intra-library cooperation dealing with the Soviet Union and Eastern Europe. This was highlighted by support for the Librarian's ongoing effort to serve the Congress and inform the Library's broader constituency on important developments in these areas.

Other assistance to Congress on this major issue included

- An updated annual report on the Soviet space program.
- A revised report on Soviet efforts to commercialize space products and services.
- A committee print on Soviet and other countries' competition with U.S. launch services.
- Responses to congressional questions pertaining to Soviet policy toward changes in East Europe, arms control agreements, and ethnic unrest.
- Bibliographies on glasnost, perestroika, and various aspects of Soviet reform.

B. OTHER ISSUES

The 101st Congress addressed numerous issues besides those featured in the Major Issues Planning system in FY90 and called upon CRS to provide analytical and legislative assistance on many of them. Although space does not permit more detailed treatment here, CRS offered support to the Congress on a wide range of additional topics. The breadth of CRS coverage may be indicated by some of the topics shown below on which particularly noteworthy assistance was provided.

- Arts and humanities funding and reauthorization -- funding for the National Endowment for the Arts and related issues such as censorship, artistic expression, and grant authorization.
- Biomedical research -- ethical and social issues, funding for disease research.
- Child welfare and foster care under the Social Security Act.
- Copyright law and technology -- digital audio recording, compatibility of caller I.D. and current law, intellectual property rights associated with computer software and copying technology.
- Economic issues -- national economic conditions, competitiveness and U.S. living standards, monetary and fiscal policies, corporate indebtedness, stock

market reform and futures market regulation, problems of small businesses, insurance regulation and markets, international finance and exchange rates.

- Ethics -- legal advice to relevant committees concerning the Ethics Reform Act of 1989.
- Federal lands and natural resources -- management of remaining Federal old-growth forests in the Pacific Northwest.
- Flag protection -- response to inquiries on judicial review of the Flag Protection Act of 1989 and the Supreme Court decision finding the act unconstitutional.
- Foreign policy budget priorities -- future foreign aid, U.S. support for the United Nations, debt forgiveness.
- Information technology and telecommunications -- enhanced telephone systems (caller I.D.), high-performance computers, and radio frequency spectrum allocations.
- Mathematics and science education -- issues for the 1990s regarding minorities, science, math, and engineering education.
- Puerto Rico status -- statehood, independence, or continued commonwealth.
- Reform of the Federal Employees Health Benefits Program -- financing mechanisms, multiple choice features, benefit levels, treatment of annuitants.
- Souter nomination -- background information, his reported opinions from lower courts, and his writings on various aspects of the law.
- Spotted owl controversy -- proposals to amend the Endangered Species Act, forestry and legal issues, approaches to the owl-timber trade-off.
- Supreme Court and separation of powers -- impoundment powers in Panama and Iraq-Kuwait actions, congressional investigatory power in the savings and loan scandal.
- Technology policy -- Federal Government support of commercial technology development.
- Transportation safety and financing -- truck and aviation safety issues, hazardous materials shipment, safe food transportation, automotive safety and energy conservation; transportation financing and trust funds, Federal capital investment in transportation.
- U.S. relations with China and Taiwan -- changes in status of relations, technology exchange and transfer.

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 a legislatively manageable and relevant context, and provide appropriate, accurate, and valid quantitative data. A one-page summary is also included. While some work of this nature is done on a client-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 FY90 CRS produced 677 new titles of its Reports for Congress series (395,867 copies).

Issue briefs, another CRS written product, are 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 in 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 380 active issue briefs kept current by CRS analysts and approximately 400 archived issue briefs readily available in FY90; over 313,000 copies of issue briefs were distributed during the fiscal 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. Upon request, 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 1990 edition updated the CRS projection of major issues of the 101st Congress, Second Session, and presented essays on the theme "Congress in the Year 2000"; 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 the revolution in East Europe, the information technology revolution, trade negotiations and broadening the world trading system, and oceans and coastal resources.

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. Congressional clients used nearly 160,000 IPs during the year.

In January 1990, CRS sponsored its twelfth 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 1990 had 960 participants. The semiannual series of briefings by CRS attorneys on current legal issues of interest to Congress, the "Federal Law Update Series," was also presented in September-October 1990 and May 1990.

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 FY90, CRS held 177 seminars and workshops on

public policy issues, 14 institutes on congressional processes, and 9 events exclusively for Members of Congress. Member and staff attendance at these events totaled 9,787.

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 survey of the major legislation before the Congress at least twice during each session. 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 27 issue fields and 130 summarized issues.

In keeping with a 55-year statutory requirement, CRS also publishes an annual Digest of Public General Bills and Resolutions. The publication now in preparation for the 101st Congress, first session, contains a summary of every public measure introduced in the Congress during the session. The published Digest is distributed to all Members of Congress and congressional committees and, through the Government Printing Office, to depository libraries and private 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 provides 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 assess 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 environment, 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 crime 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 policy analysis. Because of time constraints in meeting short deadlines and the large volume of requests, staff 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 provides information support, 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.

CENTRAL 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 planning.

The work of this office includes coordinating inter-divisional 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.

During FY90 the office coordinated the Strategic Management Review. This intensive review of CRS operations and management policies was conducted by a 20-person team under the direction of the Associate Director for Research Coordination.

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 oversees 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 to provide information on 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, conduct original analytic studies on public policy issues, and help to develop and analyze 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. The

complete text of active briefs is available in familiar paper form and 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 twelfth annual Public Policy Issues Institute (PPI), which was attended by 960 Members and staff; the CRS conference on "Congress and the Year 2000: The Policy Challenges"; a series of seminars on dairy policy, price supports, and other agricultural issues related to the 1990 Farm Bill; the well-attended One-Day Legislative Institutes; and seminars on the Federal budget in the 1990s and on U.S.-East Asian relations.

Throughout FY90 a record total 201 events were offered, including 177 seminars and workshops on public policy issues, 14 institutes on congressional processes, 9 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 9,787.

The office also gave 272 briefings on CRS and the Congress to noncongressional visitors from this country and abroad, including scholars and librarians, and arranged 163 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 FY90, 14 information specialists received and assigned 234,788 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 FY90 this section produced 35 videotapes and 16 new audio briefs. With an active audio brief list of more than 47 titles, the staff received numerous inquiries from congressional offices for VHS copies of CRS programs; 1,670 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 language 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. Staff also assist with protocol in foreign languages, overseas telephone calls, and other linguistic services.

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. Fifty-eight contracts were let in FY90 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. Assistance was obtained in the preparation of studies and the conduct of seminars on such policy-related issues as Congress and the Vietnam war, U.S.-U.S.S.R. diplomacy, conventional arms control, agricultural export programs and the 1990 Farm Bill, media coverage of the Congress, cocaine production and eradication, the role of the U.S. military in the Andean drug strategy, international drug money laundering, the status of the United States in international economic relationships, U.S.-Japan relations in the 1990s, U.S.-Japan trade, Soviet and East European commercial and political relationships, Chinese dilemmas in the 1990s, wastewater fees, redesign of the Federal Employees Health Benefits Plan, and Germany's future and U.S. interests.

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

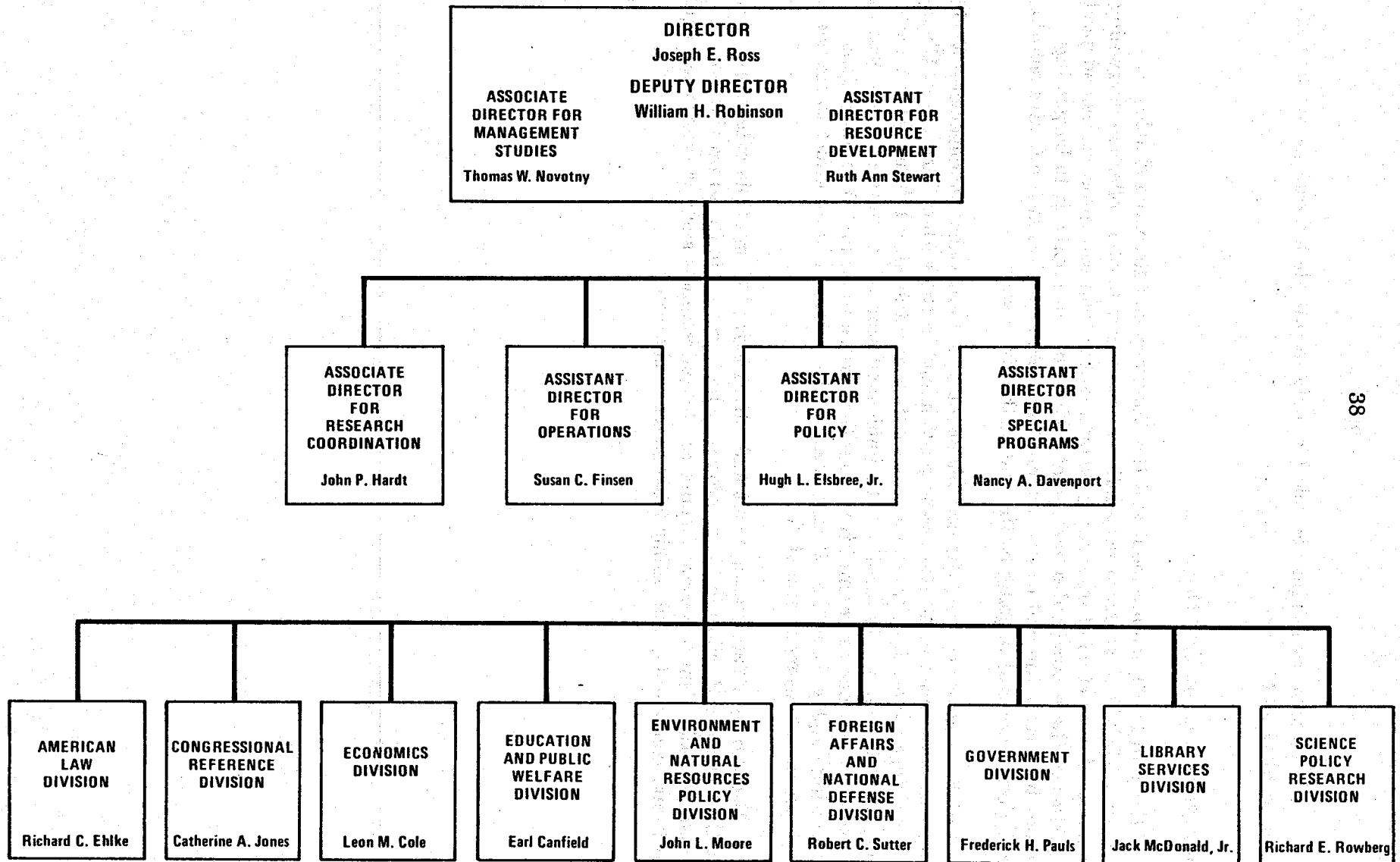
Early in FY90, management and the Congressional Research Employees Association (CREA) commenced negotiations over a new master collective bargaining agreement. A new style of bargaining, known as the "win-win" process, was adopted by the parties in the ground rules agreement. The win-win approach to bargaining combines brainstorming and consensus-building techniques to reach effective solutions. Negotiations were still ongoing at the end of the fiscal year.

At the end of October, the establishment of a Joint Labor-Management Working Group was announced to all those who participated in the earlier Partners in Change (PIC) meetings, where an agreement was reached to establish a Library-wide Labor-Management Committee to facilitate the implementation of consultative management. The group, which has representatives from the service units and from all unions representing employees at the Library, meets twice a month in an effort to resolve issues of concern to management and staff.

Also during FY90, management and CREA agreed to multiple extensions of the Pilot CRS Dispute Resolution Team process, which was designed to provide an alternative mechanism to formal dispute resolution channels such as grievances, equal opportunity complaints, and unfair labor practice charges.

Appendix C

CONGRESSIONAL RESEARCH SERVICE ORGANIZATION CHART



Appendix D

LISTING OF ALL SUPERGRADE POSITIONS BY TITLE, GRADE LEVEL, BUDGET NUMBER AND INCUMBENT AT THE BEGINNING AND END OF FY 90

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Joseph E. Ross	Same	Same	Same
Deputy Director and Senior Specialist in Public Policy	GS-18	William H. Robinson	Same	Same	Same
Associate Director for Management Studies and Senior Specialist in American National Government	GS-18	Thomas W. Novotny	Same	Same	Same
Associate Director for Research Coordination and Senior Specialist in Soviet Economics	GS-18	John P. Hardt	Same	Same	Same
Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	GS-17	Philip Royal Shipp, Jr	Same	Same	Same
Assistant Director for Policy and Senior Specialist in Social and Information Sciences	GS-17	Hugh L. Elsbree, Jr.	Same	Same	Same
Assistant Director for Resource Development and Senior Specialist in Arts and Humanities	GS-17	Vacant	Same	Same	Ruth Ann Stewart ¹

¹Transferred to this position from National Programs on 10/09/89.

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Chief, American Law Division and Senior Specialist in American Public Law	GS-17	Richard C. Ehlke	Same	Same	Same
Chief, Economics Division and Senior Specialist in Transportation	GS-17	Leon M. Cole	Same	Same	Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Welfare	GS-17	Earl Canfield	Same	Same	Same
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	GS-17	John L. Moore	Same	Same	Same
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Affairs	GS-17	Robert G. Sutter	Same	Same	Same
Chief, Government Division and Senior Specialist in American National Government	GS-17	Frederick H. Pauls	Same	Same	Same
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	GS-17	Richard E. Rowberg	Same	Same	Same
Senior Specialist in Taxation and Fiscal Policy	GS-17	Harry G. Gourevitch	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	Jane G. Gravelle	Same	Same	Same

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in American National Government and Public Administration	GS-17	Stanley Ira Bach	Same	Same	Same
Senior Specialist in International Security Policy	GS-17	Stanley R. Sloan	Same	Same	Same
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly	Same	Same	Same
Senior Specialist in Housing	GS-17	Morton J. Schussheim	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	Louis Fisher	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	Donald W. Kiefer	Same	Same	Same
Senior Specialist in Economic Policy	GS-17	William A. Cox	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Charles Doyle ¹	Same	Same	Same
Senior Specialist in American Public Law	GS-17	Raymond J. Celada	Same	Same	Same
Senior Specialist in Environmental Policy	GS-17	David E. Gushee	Same	Same	Same
Senior Specialist in American National Government and Public Administration	GS-17	Walter J. Oleszek	Same	Same	Same

¹Detailed to the position of Law Librarian from 11/29/89 to 08/13/90.

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
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	Senior Specialist in American Foreign Policy	Same	Mark M. Lowenthal ¹
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
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 ²	Same	Same	Vacant
Coordinator for Technology Planning and Specialist in Social and Information Sciences	GS-16	James R. Price	Same	Same	Same

¹Appointed to this position on 10/09/89.

²Resigned 02/15/90.

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Director for Operations and Specialist in Social and Information Sciences	GS-16	Susan C. Finsen	Assistant Director for Operations and Senior Specialist in Social and Information Sciences ¹	GS-17	Same
Assistant Director for Special Programs and Specialist in Social and Information Sciences	GS-16	Nancy A. Davenport	Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences ¹	GS-17	Same
Coordinator of Review and Specialist in Social and Information Sciences	GS-16	James W. Robinson	Same	Same	Same
Coordinator of Multidisciplinary Programs and Specialist in Public Policy	GS-16	Paul S. Wallace	Same	Same	Same
Chief, Congressional Reference Division and Specialist in Social and Information Sciences	GS-16	Catherine Ann Jones	Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences ¹	GS-17	Same
Chief, Library Services Division and Specialist in Social and Information Sciences	GS-16	Jack McDonald, Jr.	Chief, Library Services Division and Senior Specialist in Social and Information Sciences	GS-17	Same
Assistant Chief, American Law Division and Specialist in American Public Law	GS-16	Kent M. Ronhovde	Same	Same	Same

¹Position was reclassified on 02/23/90 pursuant to action by the Joint Committee on the Library.

<u>As of October 1, 1989</u>			<u>As of September 30, 1990</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Congressional Reference Division	GS-15	Margaret E. Whitlock	Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences ¹	GS-16	Same
Assistant Chief, Economics Division and Specialist in Economics	GS-16	Roger S. White	Same	Same	Same
Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy	GS-16	John E. Blodgett	Same	Same	Same
Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy	GS-16	Charlotte P. Preece	Same	Same	Same
Assistant Chief, Government Division and Specialist in American National Government	GS-16	Daniel P. Mulhollan	Same	Same	Same
Assistant Chief, Library Services Division	GS-15	William R. Gigax	Assistant Chief, Library Services Division and Specialist in Social and Information Sciences ¹	GS-16	Same

¹Position was reclassified on 02/23/90 pursuant to action by the Joint Committee on the Library.

As of October 1, 1989			As of September 30, 1990		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	GS-16	Jane Bortnick	Same	Same	Same
Specialist in American Public Law (Energy Law)	GS-16	Vacant	Same	Same	Same
Specialist in American Public Law	GS-16	Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	GS-16	Daniel H. Zafren	Same	Same	Same
Specialist in American Public Law	GS-16	Vacant	Same	Same	Same
Specialist in American Public Law	GS-16	Robert D. Poling	Same	Same	Same
Specialist in Business and Labor	GS-16	Charles V. Ciccone	Same	Same	Same
Specialist in Economic Policy	GS-16	F. Jean Wells	Same	Same	Same
Specialist in Economic Policy	GS-16	Gail E. Makinen	Same	Same	Same
Specialist in Industry Analysis and Finance	GS-16	Vacant	Specialist in Economic Policy	Same	Walter Eubanks ¹
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

¹Promoted to this position on 09/09/90.

**As of
October 1, 1989**

<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Coordinator of Division Research and Specialist in Social Legislation	GS-16	Sharon L. House
Specialist in Health Policy	GS-16	Janet C. Kline
Specialist in Educational Finance	GS-16	Angela Maria G. Evans
Specialist in Immigration Policy	GS-16	Joyce C. Violet
Specialist in Education Finance	GS-16	Wayne C. Riddle
Specialist in Social Legislation	GS-16	David S. Koitz
Specialist in Social Legislation - Income Maintenance	GS-16	Velma W. Burke
Specialist in Environmental Policy	GS-16	Vacant
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

**As of
September 30, 1990**

<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
Same	Same	Same
Same	Same	Same

As of October 1, 1989			As of September 30, 1990		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in US Alliance Relations	GS-16	Vacant	Same	Same	Same
Specialist in Foreign Affairs and National Defense	GS-16	Richard P. Cronin	Same	Same	Same
Specialist in National Defense	GS-16	James P. Wooten	Same	Same	Same
Coordinator of Division Research and Specialist in National Security	GS-16	Leneice N. Wu	Same	Same	Same
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe	Same	Same	Same
Specialist in American National Government	GS-16	Vacant	Same	Same	Judith Schneider ¹
Specialist in American National Government	GS-16	Vacant	Coordinator for Policy Implementation and Specialist in American Public Law	Same	Douglas A. Warshof ¹
Specialist in American National Government (Legislative Process)	GS-16	Vacant	Specialist in Economic Policy	Same	Kevin F. Winch ¹
Coordinator of Division Research and Specialist in American National Government	GS-16	Clay H. Wellborn	Same	Same	Same

¹Promoted to this position on 09/09/90.

	As of October 1, 1989	
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
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, 1990	
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Same	Same	Same
Same	Same	Same
Same	Same	Same

Appendix E**LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST
PERSONNEL ACTIONS IN FY 90**

Nancy A. Davenport's position was reclassified to Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences on 02/23/90 pursuant to action by the Joint Committee on the Library.

Charles Doyle was detailed to the position of Law Librarian from 11/29/89 to 08/13/90.

Walter Eubanks was promoted to Specialist in Economic Policy on 09/09/90.

Susan C. Finsen's position was reclassified to Assistant Director for Operations and Senior Specialist in Social and Information Sciences on 02/23/90 pursuant to action by the Joint Committee on the Library.

William R. Gigax's position was reclassified to Assistant Chief, Library Services Division and Specialist in Social and Information Sciences on 02/23/90 pursuant to action by the Joint Committee on the Library.

Christopher T. Hill, Senior Specialist in Science and Technology Policy, resigned on 02/15/90.

Catherine Ann Jones's position was reclassified to Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences on 02/23/90 pursuant to action by the Joint Committee on the Library.

Mark M. Lowenthal was appointed as Senior Specialist in American Foreign Policy on 10/09/89.

Jack McDonald, Jr.'s position was reclassified to Chief, Library Services Division and Senior Specialist in Social and Information Sciences on 02/23/90 pursuant to reclassification by the Joint Committee on the Library.

Judith Schneider was promoted to Specialist in American National Government on 09/09/90.

Ruth Ann Stewart was transferred to Assistant Director for Resource Development and Senior Specialist in Arts and Humanities on 10/09/89.

Douglas A. Warshof was promoted to Coordinator for Policy Implementation and Specialist in American Public Law on 09/09/90.

Margaret Whitlock's position was reclassified to Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences on 02/23/90 pursuant to action by the Joint Committee on the Library.

Kevin F. Winch was promoted to Specialist in Economic Policy on 09/09/90.

Appendix F

LISTING OF ALL SUPERGRADE POSITION CHANGES IN FY 90

<u>As of October 1, 1989</u>	<u>Grade</u>	<u>As of September 30, 1990</u>	<u>Grade</u>
Senior Specialist in International Affairs (National Security)	GS-17	Senior Specialist in American Foreign Policy	Same
Assistant Director for Operations and Specialist in Social and Information Sciences	GS-16	Assistant Director for Operations and Senior Specialist in Social and Information Sciences	GS-17
Assistant Director for Special Programs and Specialist in Social and Information Sciences	GS-16	Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences	GS-17
Chief, Congressional Reference Division and Specialist in Social and Information Sciences	GS-16	Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences	GS-17
Chief, Library Services Division and Specialist in Social and Information Sciences	GS-16	Chief, Library Services Division and Senior Specialist in Social and Information Sciences	GS-17
Assistant Chief, Congressional Reference Division	GS-15	Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	GS-16
Assistant Chief, Library Services Division	GS-15	Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	GS-16
Specialist in Industry Analysis and Finance	GS-16	Specialist in Economic Policy	Same
Specialist in American National Government	GS-16	Coordinator for Policy Implementation and Specialist in American Public Law	Same
Specialist in American National Government (Legislative Process)	GS-16	Specialist in Economic Policy	Same

Appendix G

CRS PRODUCTS PREPARED IN FY90

SUMMARY

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, and Audio Briefs issued during fiscal year 1990. Articles appearing in the *CRS Review* are also included. Most of the list is arranged by the Major Tracking Issues identified by the Congressional Research Service for the second session of the 101st Congress. The last section cites works prepared on the broad range of topics of interest to Congress other than the identified major issues.

Issue Briefs and Info Packs initially prepared in FY90 are listed, as are Issue Briefs archived during the course of the fiscal year. Issue Briefs and Info Packs initially prepared during previous fiscal years and updated in FY90 are not included.

The quarterly *Guide to CRS Products* should be consulted to see the complete list of current and available CRS products. The *Update to the Guide to CRS Products*, issued monthly, should be consulted for information about the most recently issued products.

Congressional users may obtain copies of the listed CRS products by calling CRS at 707-7132 and requesting items by the title and by the number that appears at the lower right of the citation (e.g., 89-567 GOV, IB89125, or IP314I). For CRS writings identified as congressional publications, the issuing congressional committees can be contacted for copies. A limited number of copies of some items are available in the CRS reference centers located in the Rayburn, Longworth, House Annex #2, and Russell Office Buildings.

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Karen Alderson and Robert Howe, working under the direction of Kristin Vajs, are primarily responsible for the compilation of this publication. John M. White provided production assistance for the project.

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AIR QUALITY LEGISLATION

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As the EPA's new Clean Air Act amendments are being developed, the potential benefits of enacting them are being estimated. The following table summarizes the potential benefits of enacting the amendments.

The potential benefits of enacting the amendments are estimated to be as follows:

1. **Health Benefits:** The potential health benefits of enacting the amendments are estimated to be as follows:

2. **Environmental Benefits:** The potential environmental benefits of enacting the amendments are estimated to be as follows:

3. **Economic Benefits:** The potential economic benefits of enacting the amendments are estimated to be as follows:

4. **Other Benefits:** The potential other benefits of enacting the amendments are estimated to be as follows:

5. **Summary:** The potential benefits of enacting the amendments are estimated to be as follows:

6. **Conclusion:** The potential benefits of enacting the amendments are estimated to be as follows:

7. **Recommendations:** The potential benefits of enacting the amendments are estimated to be as follows:

8. **References:** The potential benefits of enacting the amendments are estimated to be as follows:

9. **Appendix:** The potential benefits of enacting the amendments are estimated to be as follows:

10. **Index:** The potential benefits of enacting the amendments are estimated to be as follows:

11. **Glossary:** The potential benefits of enacting the amendments are estimated to be as follows:

12. **Notes:** The potential benefits of enacting the amendments are estimated to be as follows:

13. **Tables:** The potential benefits of enacting the amendments are estimated to be as follows:

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