

# CRS Report for Congress

## **Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1991**

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

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

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Director**

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**Congressional Research Service • The Library of Congress**

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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:**

### **THE CONGRESSIONAL RESEARCH SERVICE AND ITS LEGISLATIVE MANDATE**

The Congress recognized from the beginning that the informed legislator is the keystone of a working democracy. To this end, it innovated legislative oversight, study, and investigative mechanisms. The Congress also created its own library in the year 1800 and established the principles underlying the Congressional Research Service 77 years ago by legislative mandate to provide a unique research, analysis, and information resource for Members and committees of Congress.

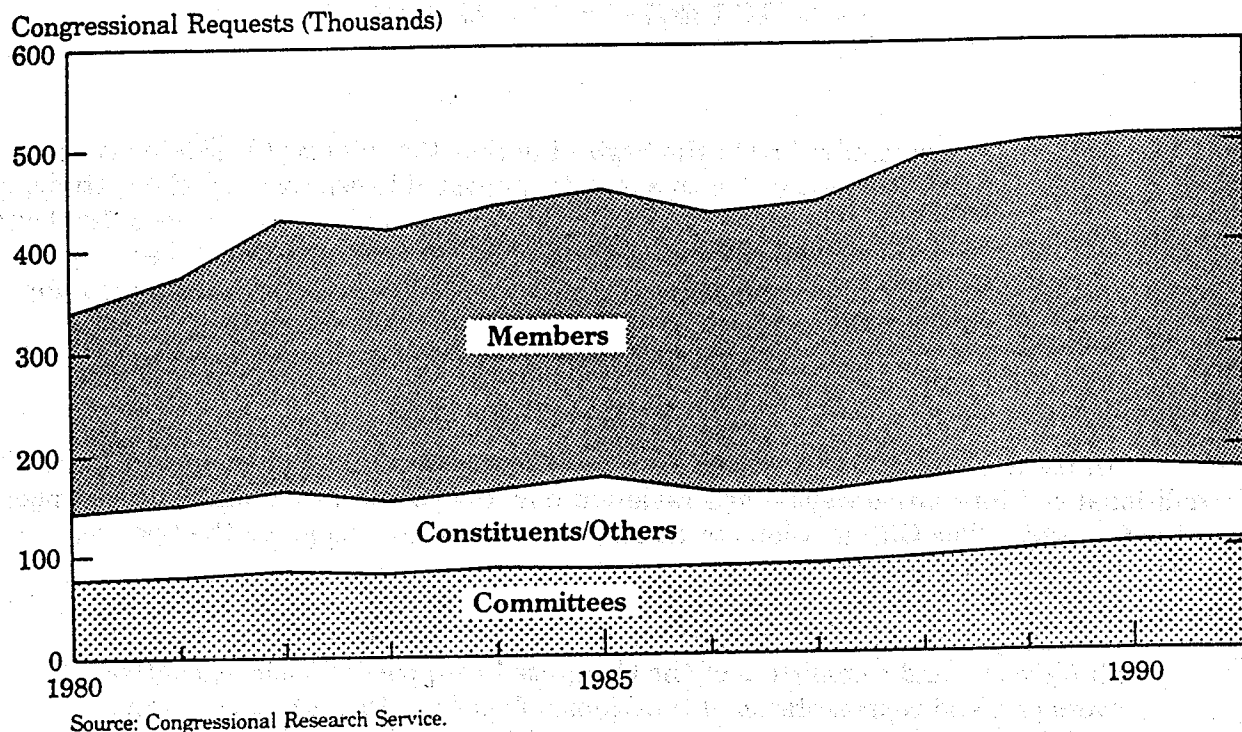
### **SERVICE TO THE CONGRESS**

In fiscal 1991 CRS took a fresh look at how it responds to this mandate -- in both traditional and innovative ways -- and reviewed how the year's work enhanced its support of the Congress. The CRS mission statement, which continues to guide the Service, succinctly captures this mandate:

The Congressional Research Service works exclusively and directly for all Members and committees of the Congress in support of their legislative, oversight, and representational functions. This department of the Library of Congress provides research, analysis, and information 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 variety of services with the goal of contributing to an informed national legislature.

Drawing upon the skills of a highly educated and experienced professional staff and a wealth of Library research and reference materials, CRS is able to accommodate an enormous range of congressional requests each year. In FY91, for the third straight year, the Service handled more than half a million inquiries -- a total of 509,780 requests. As part of this effort, CRS produced about 7,000 written products; distributed 334,700 copies of Reports for Congress, 295,400 copies of Issue Briefs, and 153,500 copies of Info Packs; and 1,438 major projects were in progress in response to congressional requests. Throughout the year CRS staff provided analytical products, bill analyses, comparisons of alternative legislative proposals, legal opinions, legislative histories, assistance with hearings and other phases of the legislative process, personal briefings, seminars, fact sheets, bibliographies, translations, and a great diversity of reference services. Virtually all major issues of interest to the Congress in its array of functions are within the purview of requests to CRS.

## CRS Requests from Congressional Offices, FY80-FY91



### SUPPORT FOR INCREASING CONGRESSIONAL DEMANDS

Responding to the conflicting cross currents of a growing congressional workload and stringent budgetary constraints, the CRS Director has initiated in the past several years a series of management changes designed to enhance the timeliness and quality of material prepared for the Congress within available resources. The Service upgraded its processes and capabilities through automation, product streamlining, and staff development. During FY91 implementation began of actions approved during a previous strategic management review (SMR) of the Service's organization, policies, and procedures. This review, designed to complement the goals of the Library's management study launched in 1988, was undertaken with the objective of making necessary changes in work and organization that would improve the Service's ability to support increasing congressional demands for research, analysis, and information. Five strategic directions were established, and the Service continues to work toward meeting them:

1. CRS will match congressional requirements effectively with available resources by managing demand and reallocating resources to meet efficiently its mission requirements in a constrained fiscal environment.
2. CRS will adopt management practices that ensure consistent CRS-wide policies and initiatives.

3. CRS will set priorities for products and services based primarily on the congressional legislative agenda. Resources will be allocated accordingly to meet managed demand for timely information services.

4. CRS will make its services and products more accessible, focused, timely, and tailored to meet congressional goals.

5. CRS will increase its productivity and effectiveness through enhancement of staff capabilities, including the effective application of technology.

## **CONTENTS OF THE REPORT**

This report describes CRS work throughout FY91, including services, developments, and highlights of the year. Major efforts and special projects are noted, as are division activities, work on major issues before the Congress, improvements in technology, and progress on human resources issues. The final section of the report discusses implementation of the five strategic directions outlined above and other strategic management planning for the future. The appendixes provide background information on types of CRS analytical research and products, a description of CRS organizational structure, and staff and budget data.

## **II. SELECTED HIGHLIGHTS OF THE YEAR**

The following discussion presents some noteworthy CRS achievements during FY91. These brief descriptions of major efforts and special projects illustrate the breadth and comprehensiveness of CRS service and products developed for the Congress.

### **SEMINAR FOR NEW MEMBERS OF THE 102D CONGRESS**

The immediacy of policy decisions before the new 102d Congress and the expanded scope for freshmen participation increased pressure on new Members to be well prepared for their congressional responsibilities. To help meet this need, CRS coordinated the Seminar for New Members with the objective of providing facts, analytical resources, and perspectives to confront the critical and complex issues before the Congress. FY91 was the fifth time such New Member seminars have been offered.

The three-day program, sponsored by CRS, the American Enterprise Institute, and The Brookings Institution, was held in Colonial Williamsburg, Virginia, and was attended by 23 of the 44 newly elected Members of the 102d Congress. These sessions featured concise background briefings by leading public policy analysts; vigorous question-answer interactions among the new Members, specially invited veteran Members, and public policy experts in formal and informal discussions; and consideration of policy options within the context of the legislative process. The emphasis throughout was on balanced, nonpartisan, analytic presentations -- a forum of ideas and perspectives in an atmosphere away from Washington, D.C., followed by free discussion.

Individual sessions were varied, offering a mix of presentations that differed in subject matter, format, and style. A variety of topics was offered during the three days, with analysts from throughout CRS discussing selected topics such as trade and competition, global environment concerns, economic trends, the budget, health care, education for a changing work force, and defense priorities. Varied settings included luncheon and breakfast briefings, panel presentations, small group exchanges, and participatory exercises. The program is financed through private foundation funds, which made it possible to hold the event away from the distractions of Washington and to bring congressional families together after the rigors of campaigning. Spouses were invited to attend sessions of interest, and activities were planned for families and children. Special sessions were conducted on the congressional family and the stresses and strains that would be encountered during congressional service.

An extensive briefing book and background materials on all sessions were prepared for participants, together with additional reports, articles, and related readings. Members who attended expressed their satisfaction with the program and materials and were pleased to know that such information would continue to be available to them during the course of their work in the Congress.

## **ASSISTANCE WITH THE DEVELOPMENT OF PARLIAMENTARY INSTITUTIONS IN EASTERN EUROPE**

A major new initiative for CRS and the Library during the year was moving into the operational phase of its work on behalf of the Congress, which launched several large-scale efforts to foster the institutional development of emerging democratic parliaments in Eastern Europe. In the Senate the "Gift of Democracy to Poland" program was created to provide technical assistance to Poland in the form of computer, copying, and printing technology. In the House a bipartisan task force, the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe, was created by Speaker Thomas Foley in spring 1990 with Congressman Martin Frost of Texas as its Chairman. Its purpose was to assist in the development of the new legislatures of Hungary, Poland, and the Czech and Slovak Federal Republic. In June 1991 the Task Force approved the addition of Bulgaria to the program.

Following a needs assessment trip in May 1990, the Frost Task Force recommended four primary areas of assistance: development of a comprehensive office automation program, establishment of parliamentary library collections, technical assistance in the creation of a research and analysis capability, and development of parliamentary training programs and other technical assistance for both staff and Members of emerging parliaments. CRS was designated to coordinate assistance for the Task Force in carrying out its programs; the House Information Systems (HIS) is also playing an important role in the equipment part of the program.

CRS staff made an initial assessment trip to Hungary and the Czech and Slovak Federal Republic in September 1990. The delegation, headed by the CRS Director and Deputy Director and Staff Director of the Task Force, included specialists on Central and Eastern Europe, American legislative procedure, libraries and reference services, computer technology, and a representative of the Library of Congress Exchange and Gift Division. The group identified specific ways in which the Task Force could assist these countries' parliaments within the four primary areas defined by the Task Force.

Staffing for Task Force activities is provided through a small number of temporary positions in CRS. Some are in the research and library divisions, and there is involvement of permanent staff within all CRS divisions, as well as cooperative effort from many other Library of Congress and HIS staff.

Some examples of the interim accomplishments in FY91 in the four nations designated for parliamentary assistance are:

- Library development -- A core bibliography for parliamentary libraries was developed by CRS and other Library staff and used as a collection development and selection tool; selected titles of books from the Library of Congress Exchange and Gift Collections; books and CD-ROMs purchased and delivered; serial subscriptions begun on behalf of the developing parliaments.
- Equipment -- Essential personal computers, laser printers, CD-ROMs, photocopiers, and other automation equipment and software delivered.

- Technical assistance and training -- Consultation with the emerging parliamentary research and information agencies, parliamentary institutes, training and orientation for librarians, and technical assistance to parliamentary libraries all began moving to a high level of activity.

Funding for Task Force activities did not become available until January 30, 1991. Until that time, CRS assisted the Parliamentary Libraries of Hungary, Poland, and the Czech and Slovak Federal Republic without additional funds. Reference books were selected from the exchange collections of the Library of Congress and the Congressional Reference Division of CRS. Through the cooperation of the Library's Exchange and Gift Division, these selections were sent to Central and Eastern Europe.

Under the recommendation of the FY91 Foreign Operations Appropriation conference report, \$6 million was dedicated to the parliamentary assistance activities of the U.S. Congress. On January 31, 1991, \$4.25 million of this amount was transferred by interagency agreement from the Agency for International Development to the Library of Congress to fund the activities proposed by the Task Force. Additional funding of \$785,000 was transferred from the Agency for International Development on August 28, 1991. Part of the CRS role in supporting the Task Force has been to maintain contacts with and encourage coordination among the other governmental agencies, private organizations, foundations, and academic communities that have related interests and programs in Eastern Europe. Such institutions include the National Republican Institute, the National Democratic Institute, the National Council of State Legislatures, the European Parliament, the Pew Charitable Trusts, and The Ford Foundation. CRS has begun a newsletter, "Parliamentary Development in Eastern Europe and the Soviet Union," to keep more than 300 interested organizations and individuals informed on the wide variety of activities being conducted on behalf of Central and Eastern Europe.

## **MAJOR ISSUES BEFORE THE CONGRESS: CRS SUPPORT FOR ISSUES HIGH ON THE LEGISLATIVE AGENDA**

CRS initiated its Major Issues Planning System five years ago with the objective of identifying major issues of concern to the Congress and providing timely, comprehensive products and services to the Congress on those issues. During FY91 the five issues receiving the largest number of congressional requests were the Persian Gulf war, health insurance, trade, budget enforcement, and banks and thrifts in transition. The other Major Issues selected by CRS for coverage were campaign financing, child welfare, civil rights, current economic conditions and selected forecasts, defense goals in the 1990s, drug control, energy policy, foreign policy budget priorities, global climate change, higher education, Japan-U.S. relations, a new Europe and U.S. interests, Soviet-U.S. relations, transportation infrastructure, and unemployment compensation. (The CRS division reports in Section III of this report offer more details on these major issues.) The following discussion reviews CRS coverage, often through interdisciplinary team efforts, of a few of the issues of greatest congressional interest.

### **Persian Gulf War**

The Persian Gulf conflict generated more inquiries to CRS from Congress than any other Major Issue. Coverage of this fast-changing, multidimensional issue, from the Iraq-

Kuwait crisis in FY90 through the Desert Storm offensive in FY91, illustrates the flexible response, peak efforts, and diverse modes of Service operation.

Analysts from throughout CRS contributed to the effort. A FAND-led CRS Gulf team provided a wide array of products and services -- CRS written products on more than 100 foreign and defense policy issues, numerous memoranda, and dozens of seminars and workshops to brief congressional Members and staff on pertinent policy issues.<sup>1</sup> A new product, the "Gulf War Situation Report" (SitRep), produced daily by FAND and CRS Senior Specialists with input from throughout CRS, is an innovation in service to the Congress. The SitRep provided a daily analytical synopsis of many stories and events related to the Gulf every morning from January 15 to March 8, 1991; the Senate FAX network and the HIS were used to speed this concentrated survey of fast-breaking news to Members' offices. (Later in the year, in response to the coup attempt and its train of consequences in the former U.S.S.R., CRS also initiated the "Soviet Union Update" SitRep.)

Early in the crisis ALD was asked to research whether legislation would be required to reinstate the draft, whether Members who were Reservists were subject to activation, and what time periods and tax exemptions were appropriate for Reservists who served. Following President Bush's freeze of Iraqi assets, ALD addressed requests about the scope of the President's authority and, more broadly, presidential powers in times of war or national emergency. Among other issues addressed were international agreements governing the conduct of war, rights of third-country nationals in Kuwait, treatment due prisoners of war, military law, and rights of veterans.

SPR fielded technology-related issues such as questions about the Patriot missile defense system and its relation to the Strategic Defense Initiative program, the use of satellites in support of allied forces, oil spill clean-up technology, alternatives to gasoline, the effects of chemical and biological weapons, and the effectiveness and side effects of preventive drugs and antidotes.

The Gulf war and its aftermath refocused attention on energy policy. ENR staff provided information and analysis on domestic and Middle East energy and oil supplies; the environmental impacts of the war, including oil-field fires; and the state of agricultural supply and the effects of the trade embargo on Iraq. To help articulate a framework for addressing energy policy, ENR, with support from SPR and ECON, devoted an edition of the CRS Review to key issues affecting the Nation's demand for, supply of, and dependence on oil. FAND covered post-war developments through work on arms control proposals; Syria and the Kurdish situation; a chronology of Iraqi cease-fire violations; early assessments of the performance of weapons systems, tactics, and forces; and seminars on

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<sup>1</sup>To preserve space, the following abbreviations are used in this report for CRS divisions:

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

the Middle East economies and the future of the Middle East. After the cease-fire, ALD and ENR assisted [REDACTED].

Elsewhere in CRS, GOV was called upon to answer numerous queries about the propriety of Defense Department rules governing press coverage in the Persian Gulf -- similarities and differences between the Pentagon's Gulf war curbs on the news media and past wartime censorship of the American press. CRD responded to hotline requests for statistics, quotations, and historical information bearing on the Gulf war. Other inquiries focused on women in combat, rebuilding, aid to the area, and the performance of U.S. troops and weapons. LSD prepared weekly -- and, during the air and ground war, daily -- packets of articles clipped from newspapers and news magazines as part of the CRS Main Reference Files. The weekly packets were organized by topic and included editorials and op-ed writings. They were distributed routinely to two congressional committees and the CRS Reference Centers and were also available on request. Other LSD efforts included maintaining and expanding the CRS Public Policy Literature (PPLT) and CRS Products File (CRSP) data bases, maintaining an order list for CRS products and filling requests, and providing a bibliography of books and articles on Middle Eastern boundaries for the Librarian's Office for use in the Persian Gulf map exhibit.

### **Banks and Thrifts in Transition**

The increasing number of failed savings and loan institutions and problems in the banking industry generated much congressional inquiry, and CRS was called upon to address the difficult questions of how to position banks to deal with competition from nonbank providers of financial services, how to assure the provision of banking services to individuals and businesses that do not have access to credit and banking services outside the banking system, and how to finance the deposit insurance funds for commercial banks and savings institutions. Omnibus legislation addressing these issues called particularly on the expertise of CRS specialists from ECON, ALD, GOV, and the support of automated information specialists at the Service. The major issue team on banks and thrifts in transition participated in numerous seminars and briefings, both for Members and congressional staff. Written materials were heavily requested from the research divisions as well as the Issue Brief Unit, LSD, and CRD. Noteworthy team contributions included the May CRS Review on "Banks and Thrifts in Transition," a major planning Issue Brief of the same name, and close work with Members and staff of committees most directly involved with the omnibus banking bill under consideration in Congress: the Senate Banking Committee and, in the House, the Banking, Energy and Commerce, Judiciary, Agriculture, Ways and Means, and Rules Committees.

### **Health Insurance**

In 1990 national health expenditures reached \$666 billion -- over 12 percent of the gross national product (GNP). Health care costs continue to increase and are projected to reach more than a trillion and a half dollars, over 16 percent of GNP, by the year 2000. Rising costs of health care drive congressional concerns about access to health insurance coverage. Congressional consideration has centered on access to health care without fueling inflation of health cost at a time when new Federal spending is unlikely.



The CRS health insurance team worked closely with congressional Members and staff on many of the health insurance bills introduced this session, as well as on a number of projects designed to help the Congress better understand the underlying issues associated with inadequate or no access to health insurance. EPW analysts helped prepare numerous hearings, a full committee education retreat to study major policy issues, and a committee print on access to health insurance coverage for the House Committee on Ways and Means. Analysts teamed with the Congressional Budget Office to work with the House leadership and key authorizing committees to help develop a consensus proposal for improving access to health insurance. Team members also worked with individual Members of the Senate on a range of health care legislation.

EPW analysts assisted the Congress in other areas of health insurance. The Federal Employees Health Benefits Program (FEHBP) team prepared a comparison of employee benefits available to Federal and private sector workers for the committees that authorize civil service legislation. EPW staff also worked on a major revision of the Medicaid Source Book, which was published as a committee print, an examination of Medicare's new physician payment reform system, an analysis of Medicaid's provider-specific donation program, and a major new CRS report examining national health expenditure trends.

## **TRADE TEAM**

The CRS Trade team, created in FY89, was established with four objectives: (1) to enhance the availability and utility of Service trade products and services to the Congress, (2) to encourage more comprehensiveness and improve the format, content, and timing of trade products to the Congress, (3) to respond to the perceived need for more interdivisional, multidisciplinary studies as a means of improving the quality of trade products, and (4) to enhance management of trade issues.

The approach CRS has taken to implement these objectives is to integrate CRS trade issue handling and promote analytical work for and information sharing with the Congress, within CRS, and among other congressional agencies (OTA, GAO, CBO) and peer networks; to identify issues early; and to encourage consultation and issue-framing meetings. CRS arranged multiauthor, interdivisional projects when appropriate, such as a trade forum in the CRS Review, and encouraged more interdivisional peer review.

Two highlights of the year were CRS participation in a congressional trade delegation to Moscow and Eastern Europe to assess the implications of the ratification of the trade agreement between the U.S.S.R. and the United States, and assistance with briefing papers on factors affecting U.S. international competitiveness prepared for hearings before the House Ways and Means Committee.

Trade team products have addressed a broad range of trade topics of interest to the Congress, including reports on U.S. agricultural trade policy, the Brady Plan, EC-92 and the role of the United States, Japan-U.S. economic relations, Pacific Rim initiatives, Third World debt, U.S.-Soviet commercial relations, and the Uruguay Round of multilateral trade negotiations.

## JAPAN TASK FORCE

The Japan Task Force (JTF) continued its efforts during FY91 to provide greater coverage of Japan-related issues, improve communications between the Congress and CRS on these issues, enrich the resources related to Japan at the Library of Congress, enhance coordination among Library personnel dealing with Japan-related issues, and make CRS and the Library a recognized center of information and analysis on Japanese government policy and contemporary society. The JTF works closely with the Japan-U.S. relations team to coordinate CRS work related to Japan.

Members of the JTF continue to provide Members and staff of Congress with expertise on Japan. Specialists from ECON testified before congressional committees on Japan's economy and trade. The Joint Economic Committee also released a collection of papers on Japan's economic challenge compiled and edited by the JTF and later translated and published in Japan.

LSD began issuing a checklist of CRS products and public policy literature on Japan-U.S. relations that includes new Reports for Congress and Issue Briefs. New CRS products were written on Japan's response to the Gulf war, Japanese lobbying, technology, industrial associations, antitrust laws, access to Japan's construction market, nuclear nonproliferation policy, war reparations, Japan-Soviet relations, Japan's industrial groups, and unfair trade practices. A series of articles on Japan appeared in the CRS Review, and the Japan Briefing Book was updated. New on-line data bases have assisted the JTF in these efforts.

Seminars, workshops, and Public Policy Issues Institute sessions provided a forum for Members and congressional staff to hear outside experts and to discuss issues of concern, including Japanese lobbying, Japan-U.S. relations, interdependence, the global economic power triangle, and U.S.-Japan cooperation and competition. JTF members also briefed numerous individual Members and staff on Japan-related issues and received numerous visitors from Japan.

The JTF worked with the Librarian in submitting a Library of Congress proposal to the Center for Global Partnership of the Japan Foundation to establish a Japanese Documentation Center at the Library. The Center would be located in the Library's Japanese Section and would collect current Japanese government reports, statistics, policy papers, think tank reports, and other literature. Several meetings were held to discuss details of the project. Subject to final approval, the Center is scheduled to begin operations in April 1992.

## PUBLICATION OF CRS SELECTED WORKS

Besides the traditional CRS written products -- Issue Briefs, Reports for Congress, CRS Review, etc. -- the Service prepared a number of separate works in FY91. *Knowledge, Power, and the Congress*, a collection of papers from the March 1989 symposium held at the Library of Congress as part of the bicentennial celebrations of the Congress, went to press as FY91 ended and became available from Congressional Quarterly Publishers in January

1992. Congressional Quarterly also has plans to publish two versions of *Respectfully Quoted*: a hardbound edition to sell at the same price as the Library's edition, and a paperback edition for less.

*Parliamentary Reference Library Bibliography of Core Materials*, created at the request of East European emerging democracies, was released as a committee print in July 1991, a publication of the House Committee on Foreign Affairs. This document was given to the parliaments of the Czech and Slovak Federal Republic, Hungary, Poland, and Bulgaria by the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe as a guide to building more effective parliamentary library collections.

GOV analysts have recently completed two volumes for distribution: a new version of "Our American Government," prepared at congressional request and translated into several foreign languages for use at meetings with visiting parliamentary delegations; and *Understanding Congress: Research Perspectives*. The latter work became available in December 1991. It is being published jointly by the House and Senate historians' offices and CRS. This book of essays by historians and political scientists looks at different aspects of congressional study and research, including biography, relationships among the three branches of government, and interactions with the media. Featured are an essay by the eminent historian David McCullough and a roundtable discussion by Members of Congress on the study of Congress.

### III. CRS DIVISION REPORTS

This section describes major activities of CRS divisions. Because of space limitations, only a selection of the more notable accomplishments, services, and products are mentioned.

#### RESEARCH DIVISIONS

The seven CRS research divisions continued to support Members of Congress and committees in research and analytic tasks, both separately and in interdivisional team efforts, depending on the nature of congressional requests.

##### American Law Division

As the legal arm of CRS, ALD addressed a broad range of issues. ALD work on legal issues related to trade focused in part on the U.S.-Soviet trade agreement and restrictions on U.S. trade with the U.S.S.R. and Eastern Europe; tariff treatment of the Baltic republics, extension of fast-track procedures for future legislation implementing GATT Uruguay Round agreements and the North American Free Trade Agreement, and the effect of such an extension on the constitutional power of the Congress over regulation of foreign commerce. Issues pertaining to the executive branch's authority to forgive official foreign debt or provide other debt relief were raised in a request by [REDACTED]. [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] The resulting ALD report was cited by the committee as a basis for consideration of legislation to reform and clarify authority in foreign debt issues.

The interaction between environmental regulation and trade, an area in which interest has been steadily developing over the past several years, was the subject of other ALD work analyzing the implications of GATT obligations for environmental legislation and discussing recent GATT (multilateral trade negotiations) and other international activity pertaining to trade and environment.

The constitutional ramifications of various civil rights reforms -- as related to the Seventh Amendment right to jury trials and protection of groups not covered by Federal civil rights laws (such as the disabled) -- were explored in ALD reports. Regular and ongoing congressional briefings and Federal Law Update seminars were also devoted to civil rights. Congressional interest in workplace sexual harassment also surged near the end of the year as a consequence both of debate on the civil rights bill and of the Thomas confirmation hearings. ALD coordinated the efforts of analysts from ECON, EPW, and GOV in compiling and periodically updating the civil rights Issue Brief, an overview of major civil rights developments.

Throughout the year ALD participated with ECON [REDACTED] [REDACTED] on issues including provision of further financing for the thrift cleanup, recapitalizing the Bank Insurance Fund, expanding the permissible activities and affiliations of commercial banks, and restructuring bank regulation. ALD attorneys also

looked at capital requirements and powers of Federal credit unions, Federal prosecution of fraud and mismanagement in the bank and thrift industries, and the efficacy of international legal controls on money laundering.

ALD attorneys were contacted [REDACTED]

[REDACTED] to provide legislative history on and analysis of possible amendment to Title IV of the Higher Education Act of 1965. The amendment was proposed to remedy the problem in which some institutions of higher education, particularly trade and proprietary schools, misuse Federal student financial assistance programs by admitting students under relaxed eligibility criteria and encouraging them to apply for large amounts of federally insured student loans. Ultimately the Congress culminated its inquiry by including within the Omnibus Budget Reconciliation Act of 1990 provisions authorizing the Secretary of Education to take additional enforcement action against such institutions.

Throughout the year ALD attorneys provided legal analysis and assistance on numerous other congressional issues. Among them were campaign finance reform; criminal law inquiries regarding the Federal death penalty; constitutional limits on mandatory sentencing; freedom of speech and freedom of the press; and congressional authority issues such as congressional subpoena power, executive privilege, congressional oversight, and state-imposed term limits on Members of Congress.

The fiscal year also saw completion of the 1990 supplement to the "Constitution Annotated (Constitution of the United States, Analysis and Interpretation)," a cumulative supplement to the 1982 decennial edition covering decisions of the Supreme Court from October 1982 through June 1990. Two sessions of the Federal Law Update series were offered in 1991 for Members of Congress and staff on legal topics including international law, press restrictions, the Persian Gulf crisis, income and estate tax, ethics and professional responsibility, congressional redistricting and reapportionment, bankruptcy, environmental law, AIDS, trade, copyright, telecommunications, and property rights.

## **Economics Division**

ECON analysts conducted research and analysis for Members of Congress and more than 260 committees, subcommittees, and other official congressional units. Responses to congressional requests for assistance included a variety of products and services; more than 530 in-person congressional briefings and nearly 1,000 written products were prepared during the year.

The budget agreement and negotiations leading to the Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508, signed by the President on November 5, 1990, referred to as "OBRA") generated a number of ECON studies. Included among these were studies of excise taxes, the economic effects of these taxes, the new rate structure for individuals, and the effects of tax increases on life insurance companies.

Taxation and government finance analysts also addressed effects of taxes in the increasingly open international economy, a growing concern of the Congress for several years. Major studies were completed of U.S. taxes on foreign investors in the United States

and U.S. taxes on U.S. investors abroad, and comparative studies were prepared of U.S. and foreign tax systems and budgets. Other ECON activity concerned budget constraints on assistance to State and local governments, which put a premium on indirect methods such as the tax-exempt bond, and tax incentives for "enterprise zones," possible Federal intervention in such State tax decisions as taxing mail order sales or Federal pensions, and the flow of Federal funds into and taxes out of States and congressional districts.

Legislation extending the Administration's authority to reach agreements in the Uruguay Round of GATT and in regional negotiations for a North American Free Trade Agreement (NAFTA) required other assistance by ECON. Congressional oversight and legislative work related to bilateral negotiations on alleged unfair trade practices by Japan, China, and other trade partners also received research support, as did the upheaval in the former Soviet Union, continuing economic reforms in Eastern Europe, and various international financial issues of concern to the Congress.

ECON analysts were asked to look into a number of business and labor issues, including employment issues associated with sex and race and the distribution of employment by the Federal Government by race and sex. Financial inquiries were received regarding corporate securities markets, malfeasance in the markets, the European Community's system for dealing with mergers and acquisitions, and new financial instruments. Major labor legislation concerning the strike replacement bill, which would have barred employers from permanently replacing workers who go on strike, was also addressed. A CRS report on older workers in the labor market is being released as a committee print by the House Select Committee on Aging. Legislation to help low-income persons achieve financial independence through self-sufficiency was discussed in a report on "micro-enterprise" programs.

Other inquiries focused on the Federal statistical system, which has received recent complaints from various industries and others that some Federal economic data have been inaccurate, untimely, and incomplete. Analysts looked at two significant issues of statistical reform -- an updating of the standard industrial classification system and the conflict between providing access to data for researchers and preserving the privacy of those contributing data to the system.

Congressional consideration of surface transportation legislation also received extensive support from ECON. Transportation system financing and truck lengths were subjects of CRS seminars. Surface transportation reauthorization was examined, as were the airport improvement program and the potential effects of demographic trends on transportation infrastructure. The transportation infrastructure major issue team worked closely with staff of several committees on highway and transit reauthorization policies and proposals and on transportation infrastructure needs in general.

Elsewhere in ECON, legislative oversight activities in housing finance and macroeconomic policy received significant analytical support. Briefings, memoranda, Reports for Congress, and Issue Briefs specifically addressed the Full Employment and Balance Growth Act of 1978; the Financial Institutions Reform, Recovery, and Enforcement Act of 1989; the Cranston-Gonzales National Affordable Housing Act of 1990; and two pending banking bills, the Comprehensive Deposit Insurance Reform and Taxpayer Protection Act of 1991 (S. 543) and the Financial Institutions Safety and Consumer Choice Act of 1991 (H.R. 6). Other CRS written products provided macroeconomic policy analyses

of the weak economic recovery in 1991, the effects of expansionary monetary policy, and fiscal policy prospects such as reducing the payroll tax and reducing defense spending.

### **Environment and Natural Resources Policy Division**

At the beginning of FY91, ENR's workload was dominated by requests concerning the Gulf war and associated events. As the year went on, ongoing controversies over a national energy policy, wetlands, old-growth timber harvesting, and agricultural trade policies intensified; and groundwork for possible reauthorization of the Clean Water Act and the Resource Conservation and Recovery Act proceeded.

The Gulf war and its aftermath refocused attention on energy policy. Working closely with the FAND-led Gulf team, ENR analysts provided information and analysis on domestic and Middle East energy and oil supplies and policies; the environmental impacts of the war, oil-field fires, and oil spills; and agricultural trade with Iraq. With support from SPR and ECON, ENR prepared a CRS Review outlining key issue affecting the nation's demand for, supply of, and dependence on oil.

When the Administration proposed a National Energy Strategy in early 1991, ENR prepared a series of analyses of numerous initiatives including automobile fuel economy, alternative fuels, and natural gas supply and demand. [REDACTED]

The controversy attached to the proposal to open the Arctic National Wildlife Refuge to oil exploration and development -- a particularly factious provision of the National Energy Strategy of S. 1220 -- led to an innovative product. Division analysts, working closely with the CRS audio-visual team, prepared a 53-minute film. Because a key dimension of this debate entails aesthetic values -- the area's panoramic and undisturbed beauty -- a visual rather than written presentation seemed especially appropriate.

Electric utility policy constituted another component of energy policy. An interdivisional study, issued as a committee print, examined in detail current and future technological, organizational, structural, and financial trends in the industry; proposals for deregulating the industry; and proposals for substantively changing traditional regulation.

Leading food and agriculture issues included water quality impacts of agrichemicals; water supply allocation in the West; food safety and public health; national energy policy and alternative fuel production; dairy surpluses; disaster relief for farmers; and agricultural commodity trade relations with Central Europe, the former U.S.S.R., China, and the Middle East. ENR support included [REDACTED] [REDACTED] [REDACTED] [REDACTED], providing hearing assistance, preparing bill comparisons and analyses, and sponsoring seminars.

Working with the WEFA group, a Pennsylvania-based company offering econometric modeling capabilities, ENR used the WEFA model to prepare a timely analysis of the impact on U.S. wheat exports and prices of granting most-favored-nation status to China; to begin a cost-benefit analysis of agricultural export promotion programs; and to evaluate

the possible effects on U.S. agricultural exports of different levels of U.S. loan guarantees to the Soviet Union.

A record number of inquiries were received pertaining to oceans and natural resources, and ENR analysts who fielded these questions also provided close support to Members and committees. The most active issues were wetlands protection and endangered species, followed by international environmental issues (especially the upcoming U.N. Conference on the Environment) and water policy in the West.

CRS support was also provided on the policy debate concerning the impacts on local economies of protecting old-growth forests as a habitat for the endangered spotted owl; this support took many forms, from direct assistance to congressional staff as they drafted legislative proposals, reviewed options, and consulted with experts, to providing a neutral meeting place where individuals with different views could meet to try to resolve their differences.

Analysts working on environmental protection issues marked a major milestone -- the end of the 10-year Clean Air Act debate; ENR's support on this issue thus shifted to oversight of the implementation of the amendments. Major attention switched to global climate change and to reauthorization of the Clean Water and Resource Conservation and Recovery Acts. In a large-scale interdivisional effort, ENR coordinated a study of the reduction of gases contributing to the so-called greenhouse effect. On water quality, ENR worked closely with the legislative committees during hearings and the drafting of legislation. On solid wastes, ENR analysts were busy with an array of issues -- especially recycling, incineration, medical waste handling, and interstate waste transport.

### **Education and Public Welfare Division**

EPW led CRS work on several domestic policy issues of concern to the Congress in FY91: expanding access to health insurance (see Section II for details), particularly the uninsured; adjusting postsecondary student aid through loans and grants; stimulating improvement in America's primary and secondary education systems; extending unemployment compensation benefits; and revising and expanding child welfare services.

The EPW higher education team worked with the Congress during reauthorization of the Higher Education Act (HEA), which provides \$18 billion in assistance annually to postsecondary students and their colleges and universities, and expires at the end of the 102d Congress. Most notable team efforts, in addition to written products, were testimony on reauthorization issues before House committees; briefings for House and Senate Members and staff on program issues; individual consultation on bill specifications; and support for Members drafting committee reports. The CRS team prepared an Issue Brief and numerous Reports for Congress, memoranda, and a bibliography on HEA programs and related issues to facilitate the CRS response to inquiries on reauthorization. Several team members participated in national conferences on postsecondary student aid issues.

EPW also provided technical assistance to the Congress in its 1991 deliberations on elementary and secondary education reform. Division analysts helped at many stages of congressional consideration of the President's proposed "America 2000," an education reform strategy to achieve national education goals. The analysts were available for



consultation at many stages of congressional consideration of relevant legislative initiatives, including conceptual development, committee and staff briefing, organization of hearings, amendments to accommodate developing concerns, committee markup, and analysis used in committee reports on the legislation. Besides presenting a CRS Public Policy Issues Institute seminar on the national education goals and the initiatives likely to be considered by the Congress, EPW analysts helped structure a series of congressional staff seminars on educational testing and assessment. They also produced a number of Reports for Congress and Issue Briefs providing analytic support on such topics as merit awards for high performing schools and deregulation of education. Several analysts visited schools and systems undergoing school reform efforts.

For most of the first session of the 102d Congress, Congress and the Administration were locked in debate over the need to extend the number of weeks of unemployment compensation for people who exhaust their regular unemployment compensation benefits. The EPW team on this issue gave analytical support to the legislative committees and the leadership of both Houses of Congress. Of particular note was a CRS computer model estimating the number of weeks of emergency benefits available to unemployment compensation recipients in each State under numerous proposals for reform debated in the Congress.

Legislative action also was under way during FY91 to amend child welfare programs under the Social Security Act and the Child Abuse and Neglect Prevention and Treatment Act. The EPW child welfare team provided a variety of assistance to congressional staff, including support in the development of major amendments to the child welfare and foster care programs, design of a Federal review system for child welfare services, and conceptual development of an option for States to consolidate and coordinate child welfare services programs. Analysts from EPW, ALD, and LSD produced several reports and committee memoranda on, among other topics, pending child welfare legislation, adoption issues, and legal developments in foster care.

EPW analysts prepared option and background papers on numerous issues relating to reauthorization of the Older Americans Act, including the nursing home ombudsman program, the role of the Act in long-term care, cost sharing, protection of the rights of the elderly, and allocation formulas. Analysts helped committee staff develop legislation, prepare committee reports, and moderate committee workshops on legislative issues.

As a result of the Persian Gulf war and congressional concern expressed by the veterans' committees about adequacy of survivor benefits, analysts from EPW and FAND (experts in veterans' benefits, Social Security, civil service, and military retirement) examined the benefits potentially available to survivors of servicemen and civilian workers. Analysts also presented legislative options to address veterans' reemployment rights, including compensation for lost pension accruals.

Throughout the year EPW staff were called upon to support committees and Members considering myriad other domestic policy issues such as Federal responsibility for pension benefits in the case of insurance company insolvency; Social Security questions; the immigration system; and vocational education improvement, including inquiries requiring development of computer simulations to estimate funding distributions.

## Foreign Affairs and National Defense Division

Throughout much of the year, Congress was occupied with developments in the Persian Gulf, changes in Eastern Europe and the former Soviet Union, the fluid state of East-West relations, and other salient aspects of U.S. foreign and defense policy. The challenge for CRS and particularly FAND was to meet quickly changing needs of the Congress for information and analysis in order to assist with deliberations over changing U.S. foreign and defense policy priorities.

Highlights of the general FAND efforts on these issues included development of more than 100 CRS written products on foreign and defense policy issues, numerous memoranda on particularly important or fast-breaking events, and dozens of seminars and workshops designed to brief Members and staff about pertinent policy issues. New products used effectively over the year included a collaborative effort to put out daily or periodic "Situation Reports" on the Persian Gulf and the Soviet coup and post-coup developments. (See Section II discussion on the Persian Gulf for more details on FAND's work on the Persian Gulf.)

The Congressional Task Force on Eastern Europe, headed by Congressman Frost, enhanced the keen interest of the Congress in the progress of political and economic reforms in that part of the world. FAND worked closely with relevant specialists in ECON and other CRS analysts to provide a full range of products and several seminars on Western efforts to support changes in the previously communist countries. (See Section II for more details.)

FAND analysts assisted the Congress through written products and staff support for hearings, floor debate, and other deliberations on U.S. defense priorities in the post cold-war world. Questions from the Congress related to changes in overall U.S. defense goals and priorities, the future of U.S. burden-sharing arrangements with NATO and other allies, and the potential for a "peace dividend." Other topics analysts addressed were domestic military base closures and realignments and maintenance of a strong defense industrial base. One of the most controversial areas of congressional consideration regarding the defense budget was what to do about expensive, advanced weapon systems as apparent threats receded. Through written products and frequent telephone and in-person briefings, FAND staff provided the Congress with material to help with decisions on which weapon systems to cut and how much to cut.

Although much smaller in size than the defense budget, the foreign operations budget offered the Congress its most direct means to influence foreign policy in the new world order. Congressional authorization and appropriations action required as much work by CRS analysts as did congressional concerns over defense issues. The Service organized a comprehensive approach to the broad array of congressional needs in this area. Highlights included preparation of detailed sets of hearing questions; Issue Briefs on foreign aid policy, foreign policy budget priorities, the Israeli loan guarantee request, and aid to the Soviet Union.

FAND work on Asia included issues in U.S. relations with China -- legislative consideration of the extension of China's most-favored-nation status, trade, the role of the Chinese military, and the situation in Hong Kong; the emerging peace agreement in Cambodia; U.S.-Vietnam relations and the related issues of Prisoners of War (POWs) and

persons Missing in Action (MIAs); and human rights violations in South Asia. FAND analysts also made significant contributions to the Library-wide Japan Task Force effort. (See Section II discussion of the Japan Task Force for more details.)

Latin American and African issues also drew FAND analytic support -- there was increased interest in Mexico, as a result of congressional consideration of a proposed North American Free Trade Agreement, and in general developments in Latin America, particularly El Salvador. FAND staff were also active in support of [REDACTED]

[REDACTED] Particularly noteworthy efforts on African issues were seminars on democratization and African development and written products on aid to Africa, conflict in Liberia, and civil turmoil in Zaire.

### Government Division

GOV provided assistance on a variety of issues that were part of the year's legislative or oversight agenda of the Congress. The following examples are illustrative.

Analytical comparisons were prepared of the principal bills on crime and gun control [REDACTED] GOV staff provided technical and background assistance, [REDACTED]

[REDACTED] An interdivisional team coordinated by a GOV specialist conducted a Public Policy Issues Institute on the major crime control issues expected to be taken up in the Congress. Other team products included a Report for Congress summarizing the provisions of the Crime Control Act of 1990 and [REDACTED] a glossary of terms related to drug abuse and Federal efforts to control it.

One of GOV's broadest and most intensive research efforts stemmed from enactment of the Budget Enforcement Act (BEA) of 1990 as part of legislation implementing the fall 1990 budget summit agreement. The BEA made major changes in two laws governing Federal budget procedures -- the Congressional Budget Act of 1974 and the Gramm-Rudman-Hollings legislation of 1985. To assist with this change, GOV staff prepared summaries of the new procedures; presented seminars, including one that was videotaped and subsequently broadcast on the congressional cable system; and developed a new series of regular seminars on the budget process. The principal written product was a major planning Issue Brief on budget enforcement in 1991. Other tracking products included an Issue Brief on the pay-as-you-go budgeting requirements and short Reports for Congress on two sequesters.

Staff also briefed Members and staff and prepared memoranda and other products on various aspects of the Federal budget process, including the authorization-appropriations process, the congressional budget process, and the role of the President and executive agencies in Federal budgeting. A comprehensive revision of the frequently requested "CRS Manual on the Federal Budget Process" will be available early in January 1992.

Continually increasing interest in Federal management focused in FY91 on the new Chief Financial Officers (CFO) Act establishing CFOs in the Office of Management and

Budget, cabinet departments, and major agencies and on proposals to establish an Office of Federal Management independent of the OMB. GOV analysts produced reports on the CFO Act's provisions and on subsequent attempts to deny appropriations to implement it. They also provided continuing assistance to committees' deliberations on the Act and to confirmation hearings under it. Other CRS staff provided close support during committee drafting of legislation to create an Office of Federal Management.

GOV staff coordinated a service-wide effort to enhance CRS sensitivity to the broad range of issues of importance to ethnic and racial minorities in the United States. Among the efforts are development of bibliographies addressing minority issues, enhanced indexing of CRS products addressing issues of importance to various minority groups, and systematic development of contacts between CRS analysts and minority organizations and between CRS analysts and leading minority scholars.

Research assistance, consultative support, and written products were provided at congressional request on various issues, including civil rights, judicial nominations, committee authority, congressional ethics, minority issues, and the Freedom of Information Act. Other GOV work focused on, among other issues, regulatory deadlines, Federal pay system conformance, public opinion, Government printing, U.S. Customs practices, the Columbus quincentenary, and voter registration.

### **Science Policy Research Division**

SPR work on a wide array of public policy issues before the Congress reflected the growing importance of science and technology. At the beginning of the 102d Congress SPR assisted [REDACTED] in identifying a broad range of science and technology policy issues [REDACTED]. This effort involved a variety of products and services including hearings support contributed by a number of SPR analysts.

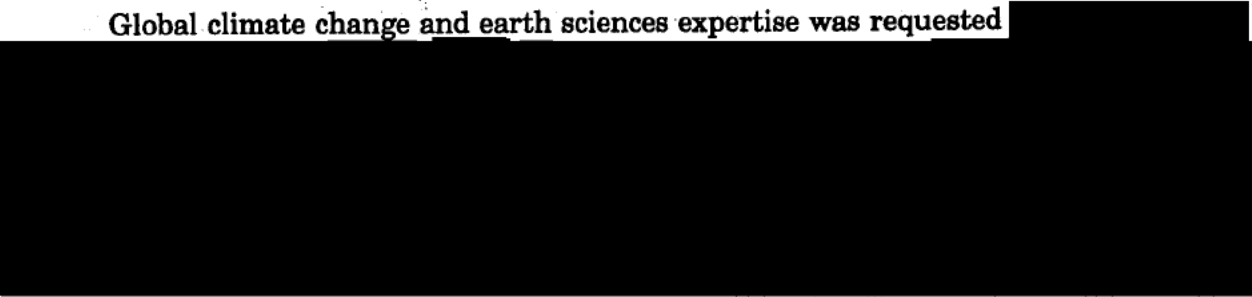
The civilian space program was quite controversial in FY91. Two topics in the congressional debate to which SPR analysts contributed were balancing funding for NASA's Space Station, "Freedom," with other NASA and national priorities; and commercialization of space, including problems in the development of the next generation of weather satellites that threaten to degrade the U.S. capability for weather prediction.

SPR worked closely with [REDACTED] on defense research and technology issues such as the closure and consolidation of Department of Defense laboratories. With FAND and ENR, SPR analysts looked at environmental and safety issues at existing components of the defense nuclear production complex and new facilities required to ensure that the United States can produce future nuclear weapons. Analysts also addressed questions about the health of the defense industrial base in an era of declining DOD budgets and queries about acquiring technology from DOD external sources.

Among the many science policy and education issues addressed, SPR responded to congressional requests for information on the issue of inappropriate charges by universities as "indirect costs" of Government research grants, setting priorities in science, the impact of "megaprojects" on scientific funding, and the Superconducting Super Collider. Analysts also

worked closely with Member and committee offices on legislation pertaining to a potential future shortfall of American scientists and engineers.

Global climate change and earth sciences expertise was requested



SPR provided support to congressional authorizing committees considering energy and transportation legislation involving the Motor Carrier Safety Assistance Program, the National Highway Traffic Safety Administration, the Federal Railroad Administration, and hazardous materials transportation safety. SPR analysts issued a Report for Congress comparing the energy efficiency and renewable energy provisions of the House and Senate National Energy Strategy legislation and participated in several interdivisional studies on alternative motor vehicle fuels.

Among the many issues before the Congress eliciting SPR expertise on technology policy were the effectiveness of technology transfer mechanisms in the United States, Europe, and Japan; technology policies in Japan and their implications for U.S. technological competitiveness, the U.S. semiconductor technology initiative (SEMATECH), and the U.S. metric conversion mandate. SPR also provided support to House and Senate committees on science as legislation was considered and enacted by the Congress on high-performance computing and the development of a national research and education network.

SPR also prepared written products and questions for hearings, side-by-side comparisons of bills, and analyses on a range of biomedical policy issues of congressional concerns. Included were funding for biomedical research; public health issues such as AIDS, carcinogens, nutrition labeling; and health care topics such as the increasing cost of pharmaceuticals, organ transplants, and the needs of the growing elderly population. SPR also contributed significantly to the congressional effort to develop a legislative agenda to address women's health issues.

## REFERENCE AND INFORMATION DIVISIONS

The two CRS divisions responsible for responding to congressional requests for reference information and bibliographic support -- the Congressional Reference Division and Library Services Division -- responded to an unusually large volume of inquiries from the Congress in FY91.

### Congressional Reference Division

CRD staff fielded a total of 341,500 inquiries for reference information in FY91, with 56 percent of these on a deadline basis. Of the 155,000 Info Packs that CRD

distributed during the year, the most frequently requested topics were abortion, the U.S.-Mexico Trade Agreement, Kuwait reconstruction, the Persian Gulf war, and energy policy.

Assistance to the Congress by CRD changed as the issues of concern changed. The single largest issue of the year, as measured by volume of inquiries, was the Persian Gulf war, followed by questions regarding savings and loan bank failures and the BCCI scandal. Other topics of interest were the Administration's budget proposal and deficit reduction, the Supreme Court nominee, drug control, U.S.-Soviet relations, events in the former Soviet Union and East Europe. There also was general interest in arms control -- both conventional and nuclear weapons -- and in health care concerns -- with requests including background on the implementation of the Americans with Disabilities Act, access to health care for the uninsured, and health care costs.

CRD participation in intralibrary cooperation projects and in Library committee activities increased in FY91. At the request of Visitor Services, tours of the Library were given to groups from libraries and universities in the United States as well as to visitors from many nations including Bulgaria, Chile, Japan, Korea, Lithuania, Nepal, New Zealand, Pakistan, the Philippines, and Poland. These groups included automation specialists, librarians, lawyers, parliamentarians, business leaders, teachers, and graduate students. Numerous briefings and demonstrations were prepared for foreign dignitaries about CRD and its work. CRD also assisted with other Library activities including the Library's Special Projects Team for the National Science and Technology Information Center, the Library's committee on security systems, the intern committee, the committee planning reopening of the Jefferson Building, and the dispute resolution team.

Use of expanded on-line searches of commercial, Federal Government, and other congressional data bases has greatly improved the scope of information available to CRD and increased the speed of response to requests. These data bases include legislative and legal information; full text of local, national, and international newspapers; full text of commercial broadcast and congressional hearings transcripts; corporate and financial information; and international trade statistics.

In FY91 CRD added CD-ROM products in the La Follette Congressional Reading Room and Senate Reference Center to enable congressional staff to do basic research. Products include indexes to the major national newspapers and to general and business periodicals supplemented by the full text of selected periodical articles. CD-ROM products also enable CRD staff to provide prompt support to congressional offices in handling their constituent requests.

Other highlights of CRD's application of information technology that allow staff to serve the Congress more efficiently include NEXIS/LEXIS on-line searching capability (newspapers, magazines, wires, newsletters, government titles, and journals covering business, trade, finance and technology, plus legal sources); access to Congressional Quarterly's Washington Alert and the Legi-Slate data base systems to supplement SCORPIO searches for information on legislation, congressional votes, Congressional Record items, and other legislative actions; replacement of dot matrix printers with laser printers; and installation of optical disk work stations in CRD, the La Follette Congressional Reading Room, the Rayburn Reference Center, and the Senate Reference Center for use by congressional staff.

Initial planning has begun to further improve and streamline CRD service to the Congress by testing the CRS capability to optically scan documents and view graphic images; it will be tested for production and management of article packets for products such as Info Packs early in FY92.

### **Library Services Division**

Noteworthy accomplishments of LSD staff included acquisition and subject organization of public policy literature, as reflected in such efforts as 122,671 items added to the CRS Main Reference Files; 91,200 copies of quarterly Guides to CRS Products, CRS Updates, and Weekly Updates distributed to the Congress; and 59,630 SCORPIO bibliographic file searches by CRS and the Congress.

Support for the CRS major issues focused on acquisition and serials processing for CRS staff, addition of published sources to the Public Policy Literature File (PPLT), citation of CRS products in the CRS Products File (CRSP), addition of new terms to the Legislative Indexing Vocabulary, and provision of bibliographic reference service to congressional requesters and CRS analysts and Major Issue teams.

Highlights of contributions to selected Major Issues were weekly news packets on savings and loan problems and on banking concerns, coordinated with research and reference needs of ECON and CRD; a bibliography, "International Aspects of the Drug Trade; the Andean Nations and Cocaine; Selected References, 1985-1989"; a research guide to help government analysts access the Library's holdings on foreign economies; and bibliographies, searches, and checklists of CRS products to support the Soviet-U.S. relations major issue team.

Improvements in automation and technology at CRS have greatly increased LSD productivity. The new optical disk system, for example, has improved service to congressional offices by automating time-sensitive and labor-intensive tasks. The system has greater capacity for scanning, storing, and printing materials -- accepting up to 2,500 scanned pages and printing up to 10,000 pages daily. It can also accommodate more viewing terminals and support a network capable of expansion to congressional offices with suitable telecommunications lines. Orders are now executed quickly and more coherently by treating each requester's orders together -- rather than batching by item, as under the previous microfiche system. During FY91 optical disk newspaper article packets showed their worth and versatility in covering many issues. Optical disk technology proved especially useful during the Persian Gulf air and ground war when a packet was prepared each day to cover the events of the previous 24 hours.

LSD staff in the past year implemented several product announcement initiatives. The CRS Weekly Update, a concise one-page checklist of all CRS products released during the previous week as well as upcoming seminars and institutes, was first issued in June. It is intended to announce the newest products to a broad congressional audience and is virtually up-to-the-minute in its listing of products. With the same distribution as the quarterly Guide to CRS Products and the monthly CRS Update, which this product complements, several copies of the Weekly Update are sent to each congressional office. Response has been favorable.



LSD led the streamlining of the quarterly catalog of CRS written products, Guide to CRS Products, by narrowing its scope to highlight the most recent products and products that reflect the current interests of the Congress. Other items that continue to be reasonably up-to-date and of some congressional interest are listed only in the on-line CRS Products File, not in the printed Guide. This change results in a smaller document, one easier to use and less costly to produce. For congressional staff who search on-line, the full range of citations remains available.

## OFFICE OF SENIOR SPECIALISTS

CRS senior specialists constitute a small group of experts who are known for excellence in their subject areas. Some are CRS division chiefs and other managers. The 19 analysts in the Office of Senior Specialists, however, are devoted to full-time research for the Congress on issues of national importance. They were authors or co-authors of about 100 Reports for Congress and Issue Briefs produced and distributed in FY91; they testified before committees of Congress, and gave many personal briefings to Members of Congress and their staff. They also contributed to CRS research management, for instance, by heading the CRS Trade Team and the Major Issue team on the new Europe and U.S. interests and by coordinating the CRS Persian Gulf Situation Report and various other interdivisional projects.

Senior specialists played major roles in CRS assistance to the developing parliamentary governments in Eastern Europe and the former Soviet Union. Six senior specialists visited those nations in response to requests to consult on national constitutions, parliamentary organization and procedure, and economic policies. They extended other assistance to nations in Latin America and met with many foreign delegations traveling in the United States.

A CRS senior specialist was selected by the Librarian of Congress to fill a newly created position of Associate Librarian for Science and Technology Information. The task of the new Associate Librarian is to launch major innovations in the Library's service to the Nation by mobilizing its information resources in science and technology.

Some of the responsibilities and major achievements of CRS senior specialists in the various divisions of the Service are briefly summarized in the remainder of this section.

Senior specialists in American government and public administration assisted various standing committees of Congress as well as with the House Majority Leader's Office. Among other issues, they worked on relationships between Congress and the Federal courts, including confirmation of judicial nominees and legislation affecting court rulings; others contributed to the Library's of Rights Institute and to programs of assistance to Eastern Europe and the former Soviet Union.

Senior specialists in American public law supported the legislative agenda with assistance to [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]. They worked on issues of criminal law and judicial procedure included in the Crime Control Act of 1990 and the omnibus anti-crime legislation under consideration in 1991, on issues of international law arising from the Persian Gulf



war, and on questions involving tax law. They also provided legal analysis regarding emerging democracies in Eastern Europe and the former U.S.S.R.

Senior specialists in foreign affairs and national defense played major roles in shaping CRS responses to the crisis and war in the Persian Gulf and the democratic revolutions in Europe and the Soviet Union (the Gulf War and the Soviet Union "Situation Reports"). They responded to urgent requests for information and analysis during periods of intense congressional concern and wrote CRS Reports for Congress that often served as roadmaps for new thinking about the implications of these startling developments.

Environmental policy, nuclear policy, and agriculture were also served by senior specialists. A senior specialist in environmental policy provided close support to

as they debated legislation on alternative fuels for automobiles and trucks. He also maintained an Issue Brief on ozone depletion and the phase-out of chlorofluorocarbon compounds alleged to be causing it. A senior specialist in conservation and energy continued to concentrate on efforts to forestall the proliferation of nuclear weapons by maintaining numerous Issue Briefs on this subject and developing new ones. A senior specialist in agricultural policy worked on the omnibus farm bill enacted in late 1990, especially on efforts to revise statutes authorizing food aid abroad. Working closely he also initiated a series of events for Members on interrelated issues of world hunger, poverty, and the environment, one featuring the President of the World Bank, and another with the United Nation's High Commissioner for Refugees.

Senior specialists in economic policy (especially tax policy) and housing worked extensively in FY91

Issues addressed by these senior specialists included capital gains taxation, individual retirement accounts (IRAs), and the potential integration of corporate and personal tax codes; financial markets and their effects on investment behavior; and the potentially wide-ranging effects of demographic change on the U.S. economy in the 1990s, among other topics. A housing senior specialist wrote an assessment of Israel's housing needs and resources at the request of

Upon request, he also launched an ambitious oral history project, "Pioneers in Housing," based on interviews with former officials who helped design and administer Federal housing and community development programs.

A senior specialist in economic policy visited the Soviet Union and made presentations to the Secretariat of the Supreme Soviet, including discussion of economic and budget policy, economic regulation, business stimulation, and computer modeling in formulating policies. Since returning he has met with groups from the legislatures of the Soviet Union, its constituent republics and Poland, as well as with Soviet academicians and managers.

#### IV. AUTOMATED INFORMATION SERVICES

CRS strives to meet the research and information needs of the Congress with the most effective information systems and services. The challenge is to make the best use of information technology within the limits of the resources available in a field of constant and rapid change.

Information technology is essential to the work of CRS. It provides the central tools for the most fundamental tasks the Service offers -- microcomputers to prepare reports and memoranda, for example, and optical disk technology to produce copies of public policy literature requested by Members and staff. This technology extends CRS knowledge by providing access through communications systems to information anywhere in the country and, increasingly, in the world. During FY91, CRS made significant progress in a number of areas, as summarized in this section.

#### SUPPORT FOR THE CONGRESS

Staff of the CRS Automation Office, Office of the Associate Director of Operations, worked with staff from the House Information Systems (HIS) to coordinate the overall technical support of the House Special Task Force on the Development of Parliamentary Institutions in Eastern Europe. A technical support team visited the respective legislatures in Hungary and the Czech and Slovak Federal Republic, identified requirements for information technology support, developed RFPs designed to meet the most immediate needs, evaluated vendors and vendor responses, and conducted acceptance testing of hardware and software. The team made an initial visit to Bulgaria to assess requirements and is preparing to provide support similar to that it provided to Hungary and the Czech and Slovak Federal Republic. Members of the team have also worked to facilitate communication and planning with the Supreme Soviet of the former U.S.S.R. As the fiscal year drew to a close, the technical support team was making plans to establish a similar working relationship with the Supreme Soviet of the Russian Republic and was exploring the possible need to provide technology support to the Baltic republics.

Also on the international front, CRS technical support staff helped to develop new methods of delivering time-sensitive information to Congress on the Persian Gulf war and the Soviet Union after the coup on a daily basis in the "Situation Report." To be useful to the Congress, the SitRep had to be delivered quickly after it was written to as many Member offices as possible. Within an hour of completion, these reports were sent by FAX to Senate offices and posted on the House electronic bulletin board, making them available for immediate viewing and copying.

FY91 also saw the completion of a full production system for storing and reproducing copies of public policy literature. This new system, under development for several years, enables CRS to provide copies of articles that are clearer and easier to read, and can be produced faster and more efficiently. The system will allow the Service to increase the amount of material stored, enlarge the number of subscribers to the CRS current awareness service, and develop new and more timely information products. Using this technology, LSD has created several optically stored clippings files on selected major

topics -- e.g., the Persian Gulf war and the savings and loan crisis -- which can be viewed through a growing number of terminals in CRS Reading Rooms and Reference Centers. A study is under way of the entire CRS clippings file system (referred to as the Main Reference Files) to make this valuable information resource more widely available through the CRS optical disk system.

Gains have also been made in the ability to store and deliver the complete text of CRS research products. The SCORPIO on-line retrieval system continues to be heavily used by congressional staff (more than 55,000 searchers a year), other legislative support agencies (more than 30,000 searches a year), and especially by CRS staff (150,000 searches a year). Yet the system is cumbersome, requires time to learn, and no longer has the capacity to meet CRS requirements for full text search and retrieval. During FY91 work began in cooperation with the Library's Office of Information Technology Services to improve the SCORPIO command system and its appearance to the user (the user interface). CRS is now applying technology used by the Library -- a graphical user interface for readers who want to search the automated card catalog -- to the complex legislative files and will be testing the new system with congressional users in FY92.

## **SUPPORT FOR CRS AND LIBRARY STAFF**

A major effort began in FY91 to upgrade all CRS staff work stations by improving the hardware and upgrading the software and the communications capability. This work will continue in FY92, as will enhancement of the telephone system for staff by providing voice mail at most work stations.

Because adequate access to information is essential to being able to perform research and analysis, CRS continually works to help staff build information files and gain access to new information resources. A pilot project was initiated to test the cost and benefits of acquiring more extensive access to information files through commercial data bases. These tests, which will extend into FY92, could help CRS manage its workload more effectively while keeping cost increases to a minimum. Internet data bases were also explored and PC-based systems that could supplement the mainframe retrieval system were evaluated. Once a local area network has been developed, information files can be made available to CRS division staff at a fraction of the cost of developing a comparable system on a large host computer.

Among other technological improvements, CRS replaced its data entry system for legislative information files and made progress on the replacement of the system used to create the public policy literature file; improved systems for preparing written products (word processing software and printers, software that enables more rapid incorporation of tabular displays and graphs into reports); lowered the cost of copying products (with cost per copy reduced for the fifth successive year while maintaining quality and timeliness standards); and enhanced management support systems, both by upgrading decision support systems and by continuing development of the request and project tracking system.

CRS continued its support for major Library of Congress initiatives in information technology by assisting the special project teams for the Library's American Memory Project and participating in several Library committee activities addressing technology issues.

## OTHER APPLICATIONS OF TECHNOLOGY AT CRS

CRS divisions increasingly are developing innovative uses of available technology in the products and services offered to the Congress. CRD and LSD have made significant improvements in their operations, and the research divisions rely heavily on the efficiencies of technology and data bases in their efforts to respond to congressional requests for fast-breaking news on major issues. FAND, for example, depends on House Information Systems, especially wire services from Associated Press and Reuters News Service, through modem connections to keep abreast on worldwide events such as the Persian Gulf crisis and the situation in the Soviet Union following the coup; SPR is exploring the use of geographical information systems (GIS) to refine its analyses of the impact of global climate change.

ALD has acquired four West CD-ROM libraries and related equipment, which make available information on tax, bankruptcy, government contracts, and securities. The CD-ROM libraries contain voluminous research materials, are simpler and quicker to use, and enable attorneys working in these areas to track late-breaking developments for the Congress and locate related research materials with an on-line service that supplements the libraries on disk. The CD-ROM research system has "revolutionized" research capability in the bankruptcy area, for example, by accessing up-to-date bankruptcy court decisions. Similarly, in the tax area, ALD has access to numerous resources previously unavailable, e.g., IRS private letter rulings and tax court decisions.

## **V. HUMAN RESOURCES AND STAFF DEVELOPMENT**

In FY91 CRS continued to support the affirmative action goals of the Library and to implement its human resources development plans.

### **AFFIRMATIVE ACTION**

On August 1, 1991, the CRS Director issued a plan to implement the Multi-Year Affirmative Action Plan that was agreed to by the Library and the labor organizations in early July. The CRS implementation plan outlines a specific strategy to reduce or eliminate underrepresentation of minorities and women in every employment category where underrepresentation exists. The strategies include use of existing special programs such as the Graduate Recruit and Law Recruit programs, advertising of vacancies in minority publications, use of internal upward mobility programs, and other mechanisms to increase the proportion of minorities and women in the CRS work force. On August 5 the Director issued a memorandum to CRS supervisors mandating an affirmative action recruiting plan for all permanent postings, including those for nonprofessional positions. These plans will identify the specific groups that are underrepresented in the relevant job category and will outline recruiting activities designed to diversify the pool of applicants for the posting. The recruiting plan must be approved at the department level before the request for posting is forwarded to the Library's Human Resources Operations Office.

CRS continued vigorous affirmative action recruiting under its special employment programs for postgraduates and graduate students, which include the Graduate Recruit and Law Recruit Programs. CRS also became a participating agency in OPM's Presidential Management Intern (PMI) Program, which can serve as another avenue for affirmative action recruiting. (One minority female was given an indefinite appointment under the PMI Program in FY91.)

CRS received over 400 applications for its special employment programs for postgraduates and graduate students. Seventeen were selected, including eleven minorities (65 percent of the total) and twelve women (71 percent). The smaller Law Recruit Program was not offered in FY91 because of limited position availability but will be offered again in FY92. Since CRS began its intensified efforts under these programs in 1987, 34 recruits have entered permanent professional positions, including 22 minorities (65 percent) and 19 women (56 percent), with the result that the percentage of minority employees in research positions in CRS has nearly doubled from 6 percent in 1987 to 11 percent currently.

### **RECRUITMENT AND STAFFING**

Besides the CRS special recruitment programs, the Service recruits actively, particularly for women and minorities, for regularly posted positions. Among other measures, CRS has relied on contacts with colleagues in the field to help find women and minority candidates for positions, communications with numerous organizations representing minority and female professionals, and advertisements in national and minority publications to attract candidates for posted positions.

CRS posted two positions under the target series development component of the affirmative action agreement signed with the Congressional Research Employees Association (CREA) as an interim plan pending implementation of the new Multi-Year Affirmative Action Plan. One of these positions was filled by a minority woman, a program assistant position in the American Law Division.

As part of general recruitment efforts, CRS entered 1,393 potential applicants in its computerized ALERT system, through which copies of vacancy announcements are sent to interested applicants in accordance with the types and grade levels of jobs in which they have expressed interest. Employment information interviews were given to 1,529 potential applicants. A biweekly employment seminar was given to an additional 239 potential candidates for CRS professional positions. The seminar enables the Service to provide detailed information on organization and operations, the types of positions available, and the procedures of the application process at the Library of Congress.

## **TRAINING AND UPWARD MOBILITY**

As part of the Strategic Management Review process, CRS undertook a major effort during the year to redesign several components of its internal training programs, focusing on new employee orientation, supervisory training, and support staff training. The recommended new employee orientation will include sessions at both the department and division levels as well as the assignment of mentors to new staff members. Specific supervisory and support staff training recommendations await further assessment of needs.

The Service enrolled 1,003 staff members in training courses during the year, including 744 for technical courses, mainly automation, 156 for research-related courses, and 101 for supervisory, communications, and related matters.

Under the Career Opportunity Plan article of the collective bargaining agreement with CREA, CRS posted and filled an upward-mobility position in EPW. There are currently three participants in this program, two from the previous year, all of whom are learning on the job and taking outside academic courses related to their positions. CRS also posted and filled one detail opportunity under the Career Opportunity Plan article by offering staff members who are not in analyst or attorney positions the chance to perform the work of an analyst or attorney for a six-month period; that time becomes creditable experience when the participant applies for any position in the Library. Two participants in this detail program were competitively selected for higher-level positions in FY91 after the end of their detail. CRS also selected one additional recipient of a Career Opportunity Plan educational grant, bringing to four the number now receiving grants for education that either develops the skills they apply to their current nonprofessional position or enables them to develop skills for a professional position in which they have interest.

## **PERFORMANCE EVALUATION**

The Library implemented the conversion of supergrades to senior-level positions in accordance with the Federal Employees Pay Comparability Act (FEPCA); this was accompanied by a new pay and performance system for employees in positions above the

GS-15 level. Performance plans were developed for calendar 1991 focusing on the critical elements of mission effectiveness, program management, equal employment opportunity and affirmative action, and special assignments. Rating officials conducted a progress review for each senior-level manager, discussed accomplishments to date, and revised the performance plan as appropriate to Service needs for the balance of the year. Senior executives will be rated formally on their performance at the end of the calendar year, and pay adjustments will be recommended on the basis of performance.

## **STAFF RECOGNITION**

CRS staff members received 241 incentive awards in FY91 in recognition of special achievements or acts of service. Some were honorary awards presented by the Librarian of Congress; others were special achievement awards presented by the CRS Director in a special awards ceremony. Quality step increases were given to 52 staff members during the year, and 64 were recognized by means of an outstanding performance evaluation.

## **VI. PLANNING FOR THE FUTURE: IMPLEMENTATION OF THE STRATEGIC MANAGEMENT REVIEW**

CRS took a number of initiatives in FY91 to improve the ways in which the Service carries out certain aspects of its legislative mandate and to enhance management of CRS work.

### **EMPHASIS ON IMPROVED SUPPORT TO COMMITTEES**

An important aspect of the legislative mandate given to CRS is transmittal to congressional committees, at the opening of each Congress, of the "list of programs and activities being carried out under existing law scheduled to terminate during the current Congress," and the "list of subjects and policy areas which the committee might profitably analyze in depth." These requirements fall under sections 203(d)(2) and (3) of the Legislative Reorganization Act of 1946, as amended. CRS generally refers to these two responsibilities as "terminating programs" and "subjects and policy areas."

In 1990 CRS conducted a study, as part of its Strategic Management Review, of the ways in which these statutory requirements were being fulfilled. The purpose of reviewing how the Service carries out these requirements was to ensure a CRS response that most effectively meets the needs of congressional committees and that leads to more productive and mutually beneficial relationships between CRS and the committees. Based on this comprehensive CRS assessment, the Service modified the processes for providing lists of terminating programs and subjects and policy areas in FY91, concentrating on supporting committee needs for research and analysis.

### **Subjects and Policy Area Lists**

In the past, CRS provided written reports at the beginning of each Congress with potential issues for each committee. Some of these reports were lengthy and took extensive resources; some reports provided information on more than 100 issues. This work sometimes conflicted with other priorities of busy committee staff, who were finishing up legislation, and, for CRS staff, this task frequently competed with other CRS assistance to the Congress. CRS strengthened the subject and policy areas by emphasizing close contacts with congressional committees so that committee priorities and CRS work plans were coordinated.

Under the revised procedures, CRS met with committee staff to discuss with them subjects and policy areas that may become issues. At those meetings CRS representatives emphasized the Service's approach to research planning and its ability to help with the analysis of legislation.

The goal of the new subject and policy areas process is to build and maintain ongoing relationships between CRS and committee staffs throughout the Congress as the Service adjusts its research plans to meet committee legislative priorities. Based on results of the process at the beginning of the 102d Congress, substantial progress toward meeting this goal was achieved.



## **Terminating Programs Lists**

In the past CRS regularly reported 10 types of forthcoming terminations and deadlines in laws. A CRS internal review, as well as consultation with other congressional support agencies, supported the idea that the report would be more useful to the Congress if only three of these were continued. Accordingly, the terminating programs list for the 102d Congress included only expiring administrative authority, program authority, and tariffs. CRS also improved the format of the terminating program reports to make them more useful.

## **STRATEGIC MANAGEMENT REVIEW IMPLEMENTATION**

During FY91, processes were established in CRS to implement priority actions for resolving issues and reaching goals identified during the Strategic Management Review (SMR). Ten separate projects were identified and CRS teams were set up to do this work. The work of the teams, phased over the year so as not to place too great a burden on the Service's ability to handle its day-to-day workload, began on all projects. In some cases the work was completed during the fiscal year; in others, it will carry into FY92.

These SMR implementation projects can be divided into five categories, each addressing a different aspect of CRS effectiveness in carrying out its mission.

### **The Use of Information Technology**

The Information Technology Work Plan, approved as part of the SMR, recommended studies to identify ways in which information technology could improve CRS capability to provide "essential information and reference services" to the Congress. Four separate teams have begun work on different aspects of this recommendation. The teams will identify issues and propose courses of action regarding (1) the work flow and primary functions of CRD, (2) the CRS Main Reference Files, (3) the processes and policies for distributing products to congressional offices, and (4) CRS products for providing information on the documentation and status of legislation being considered by the Congress.

### **Improvements in Management Systems**

A CRS team has been organized to review the types of statistical indicators used to report, internally and externally, on program performance. This effort is designed to complement a Library-wide project of developing "key indicators" for all the Library's service units. In addition, with the objective of achieving greater communication among the various CRS divisions and of bringing to bear a multidisciplinary approach to analysis of some issues, the CRS Director approved the formation of an "Interdivisional Coordination and Consultation Group" (ICCG) to encourage greater informal resolution of issues before they become problems. This team, consisting of management officials from the different CRS organizational units, meets weekly to discuss major research and analysis projects and Service-wide initiatives and issues.

## **Products and Services Assessment**

The CRS Director approved the development of an ongoing process of systematically assessing CRS products and services. The objective of these assessments, which will be based on the views of congressional staff, supplemented by the experience of CRS internal staff, is to determine the strengths and weaknesses of CRS written products and how these are used by the Congress. Based on assessments done to date, CRS inaugurated during FY91 a new format to encourage shorter reports and a new product, daily "Situation Reports" concerning the Gulf war and the attempted coup and its aftermath in the former Soviet Union.

## **Communications with the Congress**

A CRS team reviewed policies and practices used to communicate the CRS mission, goals, and the type of work done for the Congress. Based on the recommendations of this team, the CRS Director approved creation of a new sound-slide show, "How To Use CRS" currently under development. Other sound-slide shows, as well as written material describing CRS, are being updated.

## **Human Resources Issues**

During the SMR process the CRS Director decided that more attention needed to be given in CRS to certain aspects of its human resource issues. A survey of CRS staff was conducted and roundtable staff discussions were held. Based on this information, teams were organized to review policies regarding performance reviews, staff training, and staff orientation. In addition, policies on roles and responsibilities of CRS section heads and other first-line supervisors are under review. This work will be completed during FY92.

## **VII. APPENDIXES**

### **A. FISCAL 1991 BUDGET**

In FY91 CRS had an authorized staffing level of 864 permanent positions and a budget of \$52,743,000, of which \$858,000 was unavailable for obligation and \$674 was sequestered, leaving a net of \$51,884,326 available for obligation. Approximately 90 percent of expenditures during the fiscal year was for salaries and benefits.

A total of \$5,008,000 was transferred to CRS from the Agency for International Development to fulfill the objectives of the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe (Frost Task Force).

CRS received a \$150,000 grant from The German Marshall Fund of the United States and a \$200,000 grant from the John D. and Catherine T. MacArthur Foundation to help support efforts, undertaken with the encouragement of the 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 to assist parliamentary development in Hungary, Poland, and the Czech and Slovak Federal Republic (CSFR). The second grant was to provide for technical assistance in Hungary, Poland, the CSFR, and the Soviet Union.

Grants also were received from the American Council of Life Insurance (\$2,500), Cigna Corporation (\$5,000), Pfizer Incorporated (\$2,500), and Phillips Petroleum Company (\$2,500) in support of educational seminars, workshops, and retreats focusing on legislative issues for Members of Congress and their staff.

## **B. 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.

### **WRITTEN REPORTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES**

Member and committee offices request CRS studies or analyses 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 CRS written products are rigor, balance, and timeliness. CRS analysts define and explain technical terms and concepts, frame the issues in legislatively manageable and relevant context, and provide appropriate, accurate, and conceptually valid quantitative data. A one-page summary is also included. While some work of this nature is done on a confidential basis, the majority of completed studies are produced as CRS Reports for Congress and are distributed widely throughout the congressional community; some are published by committees to ensure broader distribution. In FY91 CRS produced 890 new titles of its Reports for Congress (334,700 copies).

Issue Briefs, a unique type of CRS written product, are short concise briefing papers (maximum length of 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 summary is also provided. Goals for this product emphasize timeliness and brevity. These briefs, like all CRS products, draw analytical conclusions but do not make explicit legislative policy recommendations. There were over 353 active issue briefs kept current by CRS analysts

and approximately 400 archived issue briefs readily available in FY91; over 295,400 copies of issue briefs were distributed during the fiscal year.

Confidential Memoranda, prepared for a specific congressional request, constitute another format for CRS written communication. Some tailored memoranda are solely for the use of the congressional requester and are not distributed further unless permission has been given. If the requester agrees, the memorandum is made available to a broader, but limited, audience. Memoranda are often used by CRS attorneys, for instance, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also prepare "directed writing" that incorporates the viewpoints or assumptions of the congressional requester for the requester's use in his or her 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 eight times each year, provides a forum for short articles, usually related to a specific legislative topic, by CRS research staff and a compilation of selected CRS products related to the topic. It is distributed to Members, their staffs, committees, and other offices of the legislative branch. The January 1991 edition included the CRS projection of major issues of the 101st Congress, Second Session; the September edition examined the recent 1990-91 term of the Supreme Court and discussed issues to be confronted in the current term. Other topics selected for Review issues were energy policy, banks and thrifts in transition, the future of the Soviet Union, economic conditions and outlook, the START Treaty, and water quality and resources. A series of articles, appearing throughout the year, traced the progress of the Frost Task Force (congressional efforts to assist the emergencies democracies and later extended to the former Soviet Union); a second series on the Japan Task Force coordinated research and analysis issues affecting Japan-U.S. relations based on ongoing work throughout the Library.

## 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. Nearly 153,500 IPs were distributed during the year.

In January 1991, CRS sponsored its thirteenth annual Public Policy Issues Institute (PPI). With a corps of presenters consisting of CRS analysts, this two-week program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming session of Congress. The PPI seminars held in January 1991 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 and May 1991.

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 FY91, CRS held 140 seminars and workshops on public policy

issues, 14 institutes on congressional processes, and 15 events exclusively for Members of Congress. Member and staff attendance at these events totaled 8,371.

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 analysts may respond to 1 to 25 calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternative events. 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.

A CRS biennial publication, Major Legislation of the Congress, provides a brief account of the major legislation before the Congress. The most recent issue, Major Legislation of the 102d Congress, describes the content and action on about 500 separate pieces of legislation, organized by broad subject area (e.g., agriculture, defense, etc.).

CRS produces two on-line, regularly updated legislative data bases, the Legislative Information Files and the Terminating Programs File.

The Bill Digest on-line Legislative Information Files contain digests, abstracts, legislative histories, and indexing terms for every public bill as introduced and amended for each Congress from the current session back to the 93rd Congress, 1973. The information is shared with the House and Senate legislative data bases. Each congressional session's information is also published annually in the Digest of Public General Bills and Resolutions, which is distributed to all congressional offices and depository libraries and sold to the public by GPO.

The Terminating Programs File identifies expiration dates for Federal programs and activities and deadlines for reports to the Congress contained in public laws. The file is used to generate periodic reports to congressional committees on terminating programs within their jurisdictions.

## 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; these congressional staff can draw upon CRS analysts' knowledge of issues and the CRS nonpartisan account of the work of previous Congresses as they address similar issues and reauthorization questions.

## C. 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 and Associate Directors. CRS is organized into seven research divisions, two reference divisions, and several specialized offices, including the Office of Senior Specialists (see pp. 24-25).

The CRS Divisions provide a variety of analytical and research products and services in support of the work of the Congress. Analytical work ranges from in-depth policy or issue analysis, legal analyses, and briefings on specific legislative issues to confidential memoranda, bill comparisons, and consultations. Research services include compilations of materials to support hearings or develop legislative proposals, technical information on legislative issues, facts and statistics, legislative histories, and materials for offices to use in drafting speeches for Members.

The following brief descriptions outline the areas of expertise of the CRS Research Divisions.

#### American Law Division

The American Law Division provides legal analysis and information on legal questions that may emerge from the work of Congress. Division attorneys and paralegals support the Congress in such areas as constitutional law; election law; legal questions relating to tax; international law; congressional ethics; civil rights; environmental law; antitrust; criminal law; parliamentary law; administrative law; and the rights, privileges, and immunities of Members and committees. The Division also prepares *The Constitution of the United States of America, Analysis and Interpretation* (also known as "Constitution Annotated"), and reports on the work of the Supreme Court.

#### Economics Division

The Economics Division assists the Congress with national and international economic issues, problems, and legislation. Economic topics are addressed within the broad areas of business, labor, trade, international finance, housing, taxation and government finance, and macroeconomics.

#### Education and Public Welfare Division

The Education and Public Welfare Division, which is responsible for most CRS social program research and analysis, works closely with committees and Members in the development and realization of their legislative agendas. Much of this division's work is focused on health care access and financing, welfare, unemployment and workers' compensation, retirement income, education, job training, veterans, immigration, and special programs for the handicapped, the aged, and for children and youth.



## **Environment and Natural Resources Policy Division**

The Environment and Natural Resources Policy Division provides support in four interrelated areas: environmental protection, oceans and natural resources management, agricultural policy, and energy policy. In each area Division analysts provide expertise on specific programs, statutes, and legislative proposals and on their broader domestic and international implications. Support encompasses new issues, periodic reauthorizations of statutes such as the Farm Bill and pollution control laws, and responses to crises such as oil price shocks, drought, or toxic spills.

## **Foreign Affairs and National Defense Division**

The Foreign Affairs and National Defense Division provides products and services on a broad range of U.S. foreign and defense policy concerns and their interrelationships; on specific subjects, such as weapon systems, defense spending, and U.S.-foreign country political, economic, and security relations; as well as on issues such as arms control, arms sales, and foreign economic and military assistance. Division responsibilities also include the foreign and defense policy aspects of drug control, the environment, nuclear and conventional weapons proliferation, trade, and other global policy issues.

## **Government Division**

The Government Division provides information and analysis on subjects relating to the organization and practice of governance in the United States in both the legislative and executive branches, and intergovernmental relations. Topics include the legislative and budgetary process; congressional organization and operations; public administration in the executive branch in its organizational and procedural dimensions; civil rights policy, minorities, and equal opportunity; political parties and process; public opinion and survey research; U.S. history; demographic and Federal statistical policy; U.S. territories; State and local governance; intergovernmental relations; community and rural development; and crime and public safety.

## **Science Policy Research Division**

The Science Policy Research Division assists the Congress in a wide variety of policy areas with major science and technology content. 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 INFORMATION DIVISIONS**

Two CRS divisions provide reference and information services such as quick facts (rapid response by telephone), summaries of current legislative issues, lists of CRS products and articles on current topics, books or other materials borrowed from the Library's collections, copies of specific items (journal or newspaper articles, scientific or technical reports, legal or government documents), and bibliographic services, including searches of CRS products and other public policy literature.

The specific responsibilities of these divisions are described as follows.

### **Congressional Reference Division**

The Congressional Reference Division responds to requests from the Congress that call for information analysis and reference assistance in support of oversight activities, hearings, legislation, and representational duties. Staff use standard reference works, computerized research tools, and a variety of collections both in the Library and elsewhere to locate information on issues, people, organizations, and events. The staff in the La Follette and Jefferson Congressional Reading Rooms, the CRS Reference Centers, and the CRS Information Distribution Centers provide telephone reference service and in-person consultation on resources available for research projects.

### **Library Services Division**

The Library Services Division provides access to public policy literature through the preparation of catalogs of CRS products, on-line data bases, a legislative indexing vocabulary, a weekly bibliographic alerting service for public policy literature (SDI), and a large collection of newspaper and journal clippings arranged by topic. Staff respond to congressional requests for reading lists and provide document delivery services for published literature and CRS Reports. They perform information support functions for CRS, including the acquisition of books, serials, and government documents; reference service; and collections maintenance.

## **OTHER OFFICES AND ACTIVITIES**

### **Office of the Associate Director for Research Planning and Coordination**

The Office of the Associate Director for Research Planning and Coordination consists of staff assigned to specific research coordination duties and the Issue Brief Section.

This office is responsible for strategic planning; overseeing research planning and management processes; promoting, facilitating, and coordinating interdisciplinary research; assessing congressional needs for and use of analysis and information and taking actions to

ensure that CRS products and services are consistent with those needs; and overseeing consistency and adequacy of coverage, from division to division, of CRS support to all congressional committees.

During FY91 the office oversaw implementation of actions approved by the Director as part of the Strategic Management Review. This intensive review of CRS operations and management policies was conducted the previous year by a 20-person team under the direction of the Office of Research Planning and Coordination.

In carrying out its responsibilities, the office is responsible for the preparation of statutorily mandated subject and policy area lists for all congressional committees at the commencement of each new Congress. The office also coordinates the CRS Major Issues Planning System, including formation of interdivisional teams to provide high-level support to the Congress on twenty or so particularly significant legislative issues.

The office oversees CRS cooperation with the other three congressional support agencies (Congressional Budget Office, General Accounting Office, and Office of Technology Assessment). The Research Notification System is prepared at CRS to provide information on all major projects, in progress or recently completed, of the four agencies.

Within the Office of Research Planning and Coordination, the Issue Brief Section is responsible for production and editing of CRS Issue Briefs. These short analytic papers, unique in their format and brevity, are continually updated as events demand. Issue Briefs are printed as regular paper reports and, in addition, can be retrieved or viewed in congressional offices through SCORPIO (the Library of Congress on-line data base).

### **Office of the Associate 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 Members and 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 policy briefings and discussions at the Seminar for New Members of the 102d Congress, the thirteenth annual Public Policy Issues Institute (PPI), which was attended by 1,040 Members and staff; seminars on health care, Operation Desert Storm, and U.S. policy toward Africa.

Throughout FY91, 170 events were offered, including 140 seminars and workshops on public policy issues, 14 institutes on congressional processes, 15 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 8,371.

The office arranged 178 briefings for congressional staff and interns to assist them in using CRS resources effectively. A total of 3,870 interns were given an orientation to

CRS and training in congressional operations and procedures. The office also gave 262 briefings on CRS and the Congress to noncongressional visitors from this country and abroad, including scholars and librarians.

**Inquiry Section.** The Inquiry Section serves as the main liaison between congressional offices and the research and reference divisions of CRS. During FY91, 14 information specialists received and assigned 231,570 requests for information, research, and analysis.

**Audiovisual Services Section.** The Audiovisual Services staff work on a broad range of projects in support of other CRS divisions. During FY91 the section produced 25 videotapes and 12 new audio briefs. With an active audio brief list of more than 41 titles, the staff received numerous inquiries from congressional offices for VHS copies of CRS programs; 1,420 cassette copies of audio briefs and 170 VHS copies of CRS TV programs were prepared and sent in response to requests from Members of Congress and staff.

**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 thirteen languages: Afrikaans, Arabic, Dutch, French, German, Italian, Latin, Lithuanian, Polish, Portuguese, Rumanian, Russian, and Spanish. Staff also assist with protocol in foreign languages, overseas telephone calls, research, 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 Associate 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, it is subjected to several checks. The primary responsibility of the divisions is to examine every original product for accuracy and thoroughness; the primary responsibility of the Review Section is to assesses the product for compliance with the Service's rigorous standards of balance and objectivity.

**Contracts.** One hundred twenty-nine contracts were let in FY91 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. policy to deal with heroin traffic, U.S.-Vietnam relations, nuclear proliferation, Japanese and other foreign lobbying in the United States, post-war recovery in the Persian Gulf, a North American Free Trade Agreement, the future of U.S.-Japan relations, the United States in international economic relations, insurance company solvency, the future of NATO, and the future of arms control.

### **Office of the Assistant Director for Operations**

The Office of the Assistant Director for Operations consists of two offices providing automation and administrative support services. The Automation Office has functional responsibility for departmental coordination of all automation services provided to CRS by the Automated Systems Office and for other internal automation activities. It also provides training and hotline support for congressional users of the Library's SCORPIO system. The Administration Office is responsible for departmental coordination of all administrative activities and programs in support of CRS, including staffing, staff development and evaluation, management information, and procurement and administrative services. The Office also maintains an automated applicant job interest file, called ALERT, which notifies job seekers of vacancies in their field of interest; an employment seminar is held biweekly to provide information about CRS jobs and the application process.

### **Labor-Management Relations**

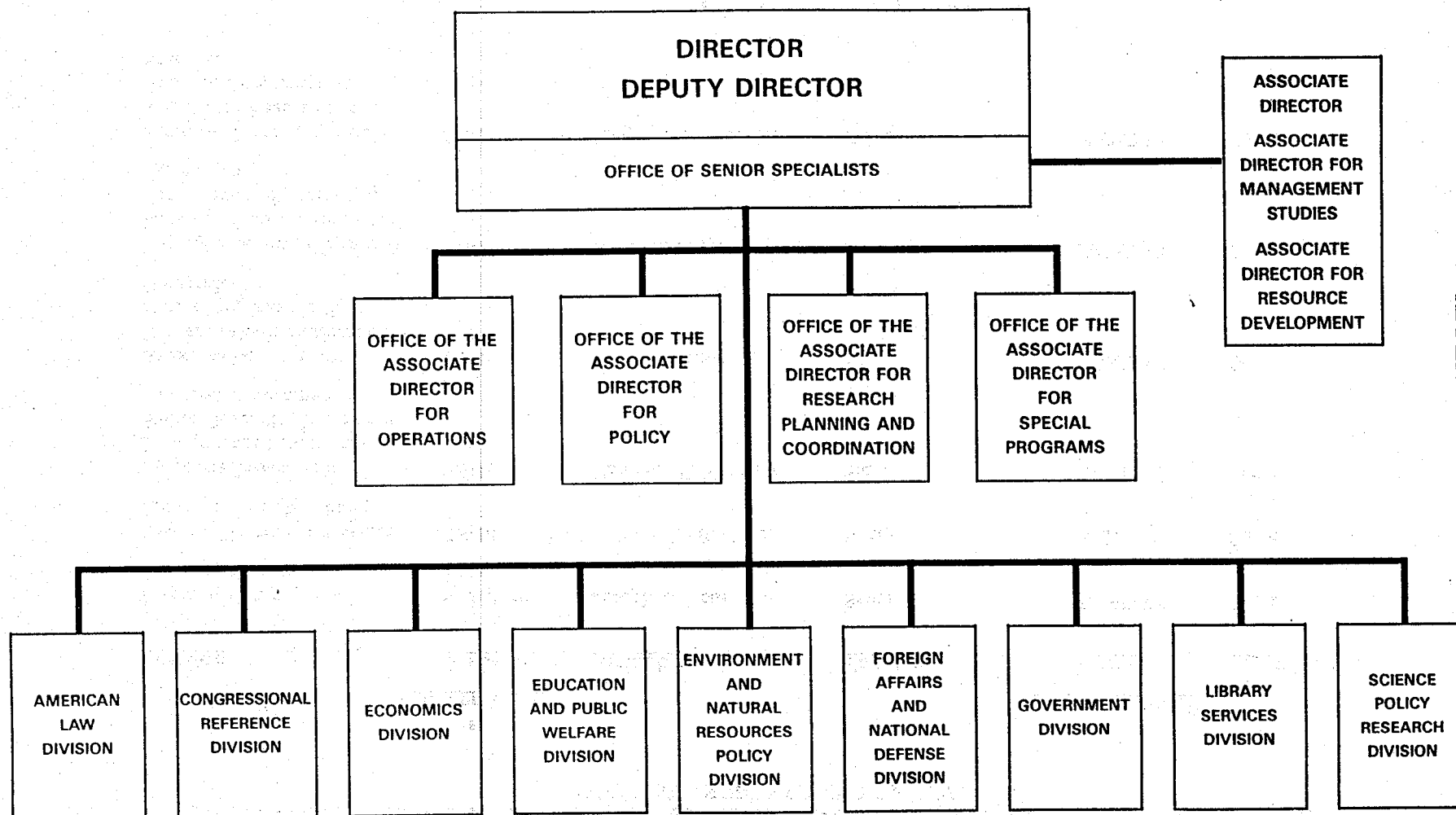
In early September, management and the Congressional Research Employees Association (CREA) reached tentative agreement on a new four-year master collective-bargaining agreement. The tentative agreement, which was initialed by both chief negotiators, marked the culmination of extensive negotiations begun in the fall of 1989. Significant changes and additions were made to the previous agreement in the following areas: (1) a new article on consultative management was added, which acknowledges the "Library's commitment to the philosophy of consultative management as defined in the Management and Planning Committee (MAP) report and endorsed through the Partners-in-change process," and provides for implementation of consultative management in CRS; (2) a new article on technological change was added, which emphasizes the Library's commitment "to adopting new technology into the workplace in a way that is responsive both to the needs of the Congress and to the needs of the staff members who use technology in order to carry out their responsibilities;" (3) language was agreed to that would speed up the hiring process by permitting continuous postings for frequently filled CRS positions that become vacant; and (4) a new article on flexible work schedules was added to offer unit employees the opportunity to request a "complex" or a "compressed workweek" schedule in addition to a "fixed" or a "flextime" schedule, which were previously available. It was agreed that "assignments of employees to schedules will be based on the CRS Director's determination that such assignments are necessary to maintain CRS' capacity to respond effectively, efficiently, and professionally to the needs of the Congress, and otherwise carry out the mission and responsibilities of CRS."

In March the Library and CREA reached agreement on a Dispute Resolution Pilot II program. This agreement calls for the establishment of a Dispute Resolution Center, which will provide all employees and applicants for employment with an alternative means for

resolving disputes in the workplace. The pilot program, which will run for one year, creates a procedure whereby conveners (mediators) will first attempt to resolve issues with the parties involved before panels with labor and management designees are selected to attempt to reach consensus resolutions for the acceptance or rejection of the complainants.

In July the Library reached agreement with CREA, AFSCME Local 2910, and AFSCME Local 2477 on a new Multi-Year Affirmative Action Plan (MYAAP), which will remain in effect for three years. The plan "is intended to eliminate underrepresentation and substantially reduce grade level disparity in the Library work force among minorities, women and persons with disabilities." At the same time that agreement was reached on the MYAAP, management and CREA further agreed that the CRS Graduate Recruit Program would be "operated under the auspices of the Library of Congress Multi-Year Affirmative Action Plan Recruit Program." By this latter agreement, CRS will continue to operate, with certain specific modifications, its Graduate Recruit Program, which is designed to promote the affirmative action goals of the Service.

# CONGRESSIONAL RESEARCH SERVICE ORGANIZATIONAL CHART



**E. LISTING OF ALL SUPERGRADE POSITIONS BY TITLE, GRADE LEVEL, BUDGET NUMBER AND INCUMBENT  
AT THE BEGINNING AND END OF FY 91**

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</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	BAND IV <sup>1</sup>	Same
Deputy Director and Senior Specialist in Public Policy	GS-18	William H. Robinson	Same	BAND III	Same
Associate Director for Management Studies and Senior Specialist in American National Government	GS-18	Thomas W. Novotny	Same	BAND III	Same
Associate Director for Research Coordination and Senior Specialist in Soviet Economics	GS-18	John P. Hardt	Same	BAND III	Same
Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	GS-17	P. Royal Shipp	Same	BAND III	Same
Assistant Director for Policy and Senior Specialist in Social and Information Sciences	GS-17	Hugh L. Elsbree, Jr.	Same	BAND III	Same

<sup>1</sup>A new executive pay system for the Library of Congress went into effect on May 5, 1991. All supergrade positions formerly at the GS 16, 17 and 18 levels, and positions governed by other statutes but paid at equivalent levels, were placed into one of four pay bands.



<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Director for Resource Development and Senior Specialist in Arts and Humanities	GS-17	Ruth Ann Stewart	Same	BAND III	Same
Assistant Director for Operations and Senior Specialist in Social and Information Sciences	GS-17	Susan C. Finsen	Same	BAND III	Same
Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences	GS-17	Nancy A. Davenport	Same	BAND III	Same
Chief, American Law Division and Senior Specialist in American Public Law	GS-17	Richard C. Ehlke	Same	BAND III	Same
Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences	GS-17	Catherine Ann Jones	Same	BAND III	Same
Chief, Economics Division and Senior Specialist in Transportation	GS-17	Leon M. Cole	Same	BAND III	Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Welfare	GS-17	Earl Canfield	Same	BAND III	Same
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	GS-17	John L. Moore	Same	BAND III	Same

As of October 1, 1990			As of September 30, 1991		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Affairs	GS-17	Robert G. Sutter	Same	BAND III	Same
Chief, Government Division and Senior Specialist in American National Government	GS-17	Frederick H. Pauls <sup>1</sup>	Same	BAND III	Daniel P. Mulhollan <sup>2</sup>
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	GS-17	Jack McDonald, Jr. <sup>3</sup>	Same	BAND III	Vacant
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	GS-17	Richard E. Rowberg	Same	BAND III	Same
Senior Specialist in Taxation and Fiscal Policy	GS-17	Harry G. Gourevitch	Same	BAND III	Same
Senior Specialist in Economic Policy	GS-17	Jane G. Gravelle	Same	BAND III	Same
Senior Specialist in American National Government and Public Administration	GS-17	Stanley Ira Bach	Same	BAND III	Same

<sup>1</sup>Reassigned to Senior Specialist in American National Government on 02/24/91.

<sup>2</sup>Promoted to this position on 09/08/91.

<sup>3</sup>Jack McDonald, Jr died on 11/06/90.

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in International Security Policy	GS-17	Stanley R. Sloan	Same	BAND III	Same
Senior Specialist in Conservation and Energy	GS-17	Warren H. Donnelly	Same	BAND III	Same
Senior Specialist in Housing	GS-17	Morton J. Schussheim	Same	BAND III	Same
Senior Specialist in American National Government and Public Administration	GS-17	Louis Fisher	Same	BAND III	Same
Senior Specialist in Economic Policy	GS-17	Donald W. Kiefer	Same	BAND III	Same
Senior Specialist in Economic Policy	GS-17	William A. Cox	Same	BAND III	Same
Senior Specialist in American Public Law	GS-17	Charles Doyle	Same	BAND III	Same
Senior Specialist in American Public Law	GS-17	Raymond J. Celada	Same	BAND III	Same
Senior Specialist in Environmental Policy	GS-17	David E. Gushee	Same	BAND III	Same
Senior Specialist in American National Government and Public Administration	GS-17	Walter J. Oleszek	Same	BAND III	Same
Senior Specialist in American National Government and Public Administration	GS-17	William W. Ellis <sup>1</sup>	Same	BAND III	Same

<sup>1</sup>Promoted to Associate Librarian for Science and Technology Information on 09/08/91 nte 01/05/92.

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in American Foreign Policy	GS-17	Mark M. Lowenthal	Same	BAND III	Same
Senior Specialist in International Affairs (National Defense)	GS-17	John M. Collins	Senior Specialist in US Foreign Policy <sup>1</sup>	BAND III	Same
Senior Specialist in Agricultural Policy	GS-17	Charles E. Hanrahan, Jr	Same	BAND III	Same
Senior Specialist in American Public Law	GS-17	Johnny H. Killian	Same	BAND III	Same
Senior Specialist in Information Policy and Technology	GS-17	Vacant	Senior Specialist in American National Government	BAND III	Frederick H. Pauls <sup>2</sup>
Senior Specialist in Science and Technology (Life Sciences)	GS-17	Vacant	Specialist in Social Legislation	BAND II	Same
Senior Specialist in Science and Technology Policy	GS-17	Vacant	Specialist in Income Maintenance	BAND II	Dennis William Snook <sup>3</sup>
Coordinator for Technology Planning and Specialist in Social and Information Sciences	GS-16	James R. Price	Same	BAND II	Same

<sup>1</sup>Title change on 01/13/91.

<sup>2</sup>Reassigned to this position on 02/24/91.

<sup>3</sup>Promoted to this position on 09/08/91.

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Coordinator of Review and Specialist in Social and Information Sciences	GS-16	James W. Robinson	Same	BAND II	Same
Coordinator for Policy Implementation and Specialist in American Public Law	GS-16	Douglas A. Warshof	Same	BAND II	Same
Coordinator of Multidisciplinary Programs and Specialist in Public Policy	GS-16	Paul S. Wallace	Same	BAND II	Same
Assistant Chief, American Law Division and Specialist in American Public Law	GS-16	Kent M. Ronhovde	Same	BAND II	Same
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	GS-16	Margaret E. Whitlock	Same	BAND II	Same
Assistant Chief, Economics Division and Specialist in Economics	GS-16	Roger S. White	Same	BAND II	Same
Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy	GS-16	John E. Blodgett	Same	BAND II	Same
Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy	GS-16	Charlotte P. Preece	Same	BAND II	Same

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Government Division and Specialist in American National Government	GS-16	Daniel P. Mulhollan <sup>1</sup>	Same	BAND II	Vacant
Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	GS-16	William R. Gigax <sup>2</sup>	Same	BAND II	Same
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	GS-16	Jane Bortnick	Same	BAND II	Same
Specialist in American Public Law (Energy Law)	GS-16	Vacant	Specialist in American National Government	BAND II	Robert A. Keith <sup>3</sup>
Specialist in American Public Law	GS-16	Morton Rosenberg	Same	BAND II	Same
Specialist in American Public Law	GS-16	Daniel H. Zafren	Same	BAND II	Same
Specialist in American Public Law	GS-16	Vacant	Same	BAND II	Same

<sup>1</sup>Promoted to Acting Chief, Government Division, from 02/24/91 to 09/07/91. Promoted to Chief, Government Division and Senior Specialist in American National Government on 09/08/91.

<sup>2</sup>Detailed to Acting Chief, Library Services Division from 12/16/90 to 03/15/91 and from 07/22/91 nte 11/18/91. Temporarily promoted to Chief, Library Services Division from 03/24/91 to 07/21/91.

<sup>3</sup>Promoted to this position on 08/25/91.

<b>As of October 1, 1990</b>			<b>As of September 30, 1991</b>		
<b><u>Position</u></b>	<b><u>Grade</u></b>	<b><u>Incumbent</u></b>	<b><u>Position</u></b>	<b><u>Grade</u></b>	<b><u>Incumbent</u></b>
Specialist in American Public Law	GS-16	Robert D. Poling	Same	BAND II	Same
Specialist in Business and Labor	GS-16	Charles V. Ciccone	Same	BAND II	Same
Specialist in Economic Policy	GS-16	Kevin F. Winch	Same	BAND II	Same
Specialist in Economic Policy	GS-16	F. Jean Wells	Same	BAND II	Same
Specialist in Economic Policy	GS-16	Gail E. Makinen	Same	BAND II	Same
Specialist in Economic Policy	GS-16	Walter Eubanks	Same	BAND II	Same
Specialist in Industry and Trade	GS-16	Dick K. Nanto	Same	BAND II	Same
Specialist in Social Legislation	GS-16	Kenneth R. Cahill	Same	BAND II	Same
Coordinator of Division Research and Specialist in Social Legislation	GS-16	Sharon L. House	Same	BAND II	Same
Specialist in Health Policy	GS-16	Janet C. Kline	Same	BAND II	Same
Specialist in Educational Finance	GS-16	Angela Maria G. Evans	Same	BAND II	Same
Specialist in Immigration Policy	GS-16	Joyce C. Violet	Same	BAND II	Same
Specialist in Education Finance	GS-16	Wayne C. Riddle	Same	BAND II	Same
Specialist in Social Legislation	GS-16	David S. Koitz	Same	BAND II	Same

<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Social Legislation - Income Maintenance	GS-16	Velma W. Burke	Same	BAND II	Same
Specialist in Environmental Policy	GS-16	Vacant	Same	BAND II	Same
Specialist in Natural Resources Management	GS-16	Vacant	Same	BAND II	Same
Specialist in Agricultural Policy	GS-16	Vacant	Specialist in Science and Technology	BAND II	Marcia S. Smith <sup>1</sup>
Specialist in Environmental Policy	GS-16	James E. McCarthy	Same	BAND II	Same
Specialist in US Foreign Policy	GS-16	Ellen C. Collier	Same	BAND II	Same
Specialist in US Alliance Relations	GS-16	Vacant	Specialist in American Public Law	BAND II	Same
Specialist in Foreign Affairs and National Defense	GS-16	Richard P. Cronin	Same	BAND II	Same
Specialist in National Defense	GS-16	James P. Wooten	Same	BAND II	Same
Coordinator of Division Research and Specialist in National Security	GS-16	Leneice N. Wu	Same	BAND II	Same

<sup>1</sup>Promoted to this position on 09/08/91.



<u>As of October 1, 1990</u>			<u>As of September 30, 1991</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government and Public Administration	GS-16	Ronald C. Moe	Same	BAND II	Same
Specialist in American National Government	GS-16	Judith Schneider	Same	BAND II	Same
Coordinator of Division Research and Specialist in American National Government	GS-16	Clay H. Wellborn <sup>1</sup>	Same	BAND II	Same <sup>2</sup>
Specialist in Aerospace Policy	GS-16	Vacant	Specialist in Science and Technology Policy	BAND II	Genevieve J. Knezo <sup>3</sup>
Specialist in Life Sciences	GS-16	Christopher H. Dodge <sup>4</sup>	Same	BAND II	Vacant
Specialist in Earth Sciences	GS-16	Joseph P. Riva, Jr.	Same	BAND II	Same

<sup>1</sup>Detailed to Specialist in American National Government and Assistant Chief, Government Division from 03/10/91 nte 11/22/91.

<sup>2</sup>Stephen W. Stathis was temporarily promoted to this position from 03/10/91 to 05/10/91.  
Sandra S. Osbourn was temporarily promoted to this position from 06/02/91 to 08/02/91.

<sup>3</sup>Promoted to this position on 09/08/91.

<sup>4</sup>Changed to lower grade on 08/11/91.

**F. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST  
PERSONNEL ACTIONS IN FY 91**

**Christopher H. Dodge** was reassigned to Specialist in Life Sciences, GS-15 on 08/11/91.

**William W. Ellis** was temporarily promoted to Associate Librarian for Science and Technology Information on 09/08/91 nte 01/05/92.

**William R. Gigax** was detailed to Acting Chief, Library Services Division from 12/16/90 to 03/15/91. He was then temporarily promoted to Chief, Library Services Division from 03/24/91 to 07/21/91. On 07/22/91 he was again detailed to this position not to exceed 11/18/91.

**Robert A. Keith** was promoted to Specialist in American National Government on 08/25/91.

**Genevieve J. Knezo** was promoted to Specialist in Science and Technology Policy on 09/08/91.

**Jack McDonald, Jr.** Chief of Library Services Division, died on 11/06/90.

**Daniel P. Mulhollan** was temporarily promoted to Acting Chief, Government Division and Senior Specialist in American National Government from 02/24/91 to 09/07/91. This promotion was made permanent on 09/08/91.

**Sandra S. Osbourn** was temporarily promoted to Coordinator of Division Research and Specialist in American National Government from 06/02/91 to 08/02/91.

**Frederick H. Pauls** was reassigned to Senior Specialist in American National Government on 02/24/91.

**Marcia S. Smith** was promoted to Specialist in Science and Technology on 09/08/91.

**Dennis William Snook** was promoted to Specialist in Income Maintenance on 09/08/91.

**Stephen W. Stathis** was temporarily promoted to Coordinator of Division Research and Specialist in American National Government from 03/10/91 to 05/10/91.

**Clay H. Wellborn** was detailed to Specialist in American National Government and Assistant Chief, Government Division from 03/10/91 nte 11/22/91.

# G. LISTING OF ALL SUPERGRADE POSITION CHANGES IN FY 91

<u>As of</u> <u>October 1, 1990</u>	<u>Grade</u>	<u>As of</u> <u>September 30, 1991</u>	<u>Grade</u>
Specialist in American Public Law - Energy Law	16	Specialist in American National Government	BAND II
Senior Specialist in Science and Technology Policy	17	Specialist in Social Legislation	BAND II
Senior Specialist in Science and Technology (Life Sciences)	17	Specialist in Social Legislation	BAND II
Specialist in Agricultural Policy	16	Specialist in Science and Technology	BAND II
Specialist in U.S. Alliance Relations	16	Specialist in American Public Law	BAND II

## H. CRS PRODUCTS PREPARED IN FY91

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, Audio Briefs, and video programs issued during FY91. Major articles appearing in the CRS Review are also included. The list is arranged by the same subject headings used in the *CRS Update*.

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, and the *Weekly Update* 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 the product number (e.g., 91-200 ENR, IB91001, LTR91-849, or IP314 I). Video programs, which have an LTR product code, are available on loan; the program time is provided after the citation.

This is a list of CRS products available for general distribution to congressional offices. It does not include the many CRS products prepared at the specific request of individual members of Congress, which are not disseminated further without the permission of the requesting office.

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## AGRICULTURE AND FOOD

Agricultural Commodity and Trade Policy: The Farm Bill, the Budget, and the GATT, by Carl W. Ek and Charles E. Hanrahan. Feb. 25, 1991. 7 p. 91-200 ENR

Agricultural Credit: GSE Reform and Other Issues: Archived Issue Brief, by Ralph Chite. Aug. 16, 1991. 13 p. IB89121

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Agricultural Disaster Assistance: Issue Brief, by Ralph Chite. Updated regularly. IB91099

Agricultural Export Program and Issues; Issue Brief, by Susan B. Epstein. Updated regularly. IB90064

Agricultural Issues in the 102d Congress: Issue Brief, by Jean M. Rawson. Updated regularly. IB91085

Agricultural Policy for the 1990's: Audio Brief, by Charles Hanrahan and Carl Ek. Jan. 24, 1991. AB50217

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Agricultural Research and Extension: Current Issues, by Jean M. Rawson. Sept. 24, 1991. 19 p. 91-717 ENR

Agriculture and the Budget: Issue Brief, by Carl Ek. Updated regularly. IB91124

Agriculture and the Environment: Archived Issue Brief, by Jean Rawson and Jeffrey A. Zinn. Nov. 28, 1990. 11 p. IB89086

Agriculture in a U.S.-Mexico-Canada Free Trade Agreement, by Charles E. Hanrahan. Mar. 14, 1991. 6 p. 91-252 RCO

Agriculture in the GATT: After the Midterm Review; Issue Brief, by Charles E. Hanrahan. Updated regularly. IB89027

Agriculture: The 1990 Farm Bill; Info Pack. Updated as needed. IP295A

Bovine Somatotropin (BST or BGH): A Status Report, by Ralph N. Chite. Dec. 11, 1990. 5 p. 90-576 ENR

China's Most-Favored-Nation Status: U.S. Wheat Exports, by Susan B. Epstein. May 29, 1991. 6 p. 91-447 ENR

Commodity Donations for Domestic Food Programs: Archived Issue Brief, by Jean Yarvis Jones. Jan. 22, 1991. 13 p. IB89070

The Conservation Title of the 1990 Farm Bill, by Jeffrey A. Zinn. Nov. 21, 1990. 12 p. 90-562 ENR

Crop Insurance and Disaster Assistance; Archived Issue Brief, by Ralph Chite. Jan. 18, 1991. 12 p. IB90080

Dairy Policy Issues; Issue Brief, by Ralph Chite. Updated regularly. IB90030

Dairy Provisions of the 1990 Farm Bill, by Ralph M. Chite. Feb. 1, 1991. 21 p. 91-125 ENR

EC Ban on Importing U.S. Pork and Beef, by Susan Epstein. May 2, 1991. 12 p. 91-390 ENR

Farm Commodity Promotion Programs, by Geoffrey S. Becker. Revised Feb. 4, 1991. 15 p. 91-151 ENR

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Food Safety: Issues in the 101st Congress; Issue Brief, by Donna U. Vogt. Updated regularly. IB90096

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National Research Initiative of the U.S. Department of Agriculture, by Christine M. Matthews. Apr. 25, 1991. 11 p. 91-435 SPR

Nutrition Labeling and Education Act of 1990: P.L. 101-535, by Donna V. Porter. Feb. 4, 1991. 11 p. 91-146 SPR

Nutrition Labeling: Status of Reform Efforts; Proceedings of a Seminar, March 22, 1991, by Donna V. Porter. July 25, 1991. 37 p. 91-579 SPR

Pesticide Policy Issues: Debating FIFRA in the 102d Congress; Issue Brief, by Jasper Womach. Updated regularly. IB91055

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