

# CRS Report for Congress

## **Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1992**

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

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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.

**CONGRESSIONAL RESEARCH SERVICE  
ANNUAL REPORT FOR FY92**

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## **I. INTRODUCTION:**

### **CRS RESPONSE TO THE CHANGING NEEDS OF THE CONGRESS**

In fiscal 1992, a year when the Congress debated legislation on a number of complex and difficult issues, the Congressional Research Service experienced a 7.2 percent increase in workload from FY91 to a record 644,668 requests completed and other services provided. The Service is tasked with providing the Congress objective, timely, nonpartisan analysis, information, and research support of the highest quality to assist the legislative, oversight, and representative functions of the Congress. FY92 was the 78th year of service to the Congress, and CRS continued its tradition of providing ongoing support to help Congress with its changing agenda.

### **SERVICE TO THE CONGRESS IN FY92**

Throughout the year CRS systematically identified major issues of concern to the Congress and then designed, produced, and provided timely, comprehensive products and services on those issues. The five issues receiving the most congressional requests were, in order of largest number of inquiries, health insurance; trade; defense policy; Soviet transformation and implications for the United States; and banks, thrifts, and financial stability. CRS coverage of myriad other congressional issues is described in this report.

CRS analysts and information specialists supported the Congress on these issues in both traditional and innovative ways. For example, to respond to health care inquiries generated by more than 100 health care reform bills, the CRS health insurance team used the Service's health benefits model to analyze potential effects of various proposals on health care premiums; provided briefings, technical assistance, and analytic support to committees of both Houses; and prepared a range of written products to define issues, provide background analysis and data, and answer technical questions while working closely with relevant committees. On another issue, as negotiations on the North American Free Trade Agreement (NAFTA) proceeded, the Congress sent numerous requests to CRS for information, research, and analysis on issues of concern regarding the agreement. Nine CRS divisions produced Reports for Congress, Issue Briefs, bibliographies, and several audio and video products. CRS analysts presented seminars and provided close support to Members of Congress and committees on this and other trade issues such as U.S. relations with Japan, China, Asia, Eastern Europe, and republics of the former Soviet Union. On still another front, the CRS banking team's support for the Congress in FY92 entailed several kinds of assistance: work in preparation for enactment of the Federal Insurance Corporation Improvement Act of 1991 (P.L. 102-242) and the Resolution Trust Corporation Refinancing, Restructuring, and Improvement Act of 1991 (P.L. 102-233), and follow-up work to aid Congress in oversight of the effects of the legislation -- both to evaluate the Acts as they were being implemented and to determine whether to consider additional legislation. Resource specialists helped by accessing and downloading large data bases. Eight CRS divisions participated in the CRS support for the Congress on banking issues.

In FY92 CRS developed a statistical indicator system to better portray the range of services provided to the Congress. Table 1 shows some of those data now available. Requests plus other services for the Congress in FY92 totaled almost 645,000. This included custom responses to more than 286,000 requests for analysis, information, and research -- provided in

person and through memoranda, by phone, and with prepared materials. These responses, requiring CRS staff judgment as to the most appropriate information or analysis to provide, were completed promptly, generally under deadline pressure. More than 90 percent were completed in one week or less, and almost 70 percent were completed the same day they were received.

CRS offered information and analysis in 255 seminars and institutes. Almost 17,000 congressional staff participated in these seminars, institutes, and additional training sessions. CRS responded to more than 192,000 requests for specifically cited materials and products. There were almost 59,000 congressional self-service visits to CRS reference centers, and more than 90,000 uses of CRS automated services systems (including SCORPIO). To meet the range of congressional office needs, 1,146 new CRS Reports, Issue Briefs, video programs, audio briefs, and Info Packs were prepared.

CRS continues to provide these services to all Members and committees of Congress.

### **CRS STRATEGIC PRIORITIES IN SUPPORT FOR CONGRESS**

In deciding how to best support the Congress, CRS management has identified six strategic priorities to guide the Service's policies, procedures, operations, and organization. In the face of increasing workload demands, CRS resources must be focused on the Service's unique role of supporting the Congress by providing research, analysis, and information in the most timely manner, in formats most useful to its changing needs. The strategic priorities are to:

- Promote a consistent and interdisciplinary organizational response to the CRS mission.
- Focus resources to support the congressional legislative agenda, with attention to the CRS statutory responsibility of supporting committee activities.
- In times of budgetary constraint, prioritize resources to support congressional needs for essential information and research services.
- Invest in present and future staff resources to ensure adequate capability to respond to tasks as required by the Congress.
- Develop an ongoing information technology capability to enhance CRS acquisition and analysis of information and to improve the creation and dissemination of products and services.
- Continually assess the needs for and uses of research and information by the Congress and ensure that CRS products and services are accessible, focused, timely, and designed to meet congressional requirements.

CRS work during the past year, described in the remainder of this report, illustrates how the Service has implemented these priorities, strengthening and focusing its response to the Congress.

**Table 1. CRS Service for Congress, FY91 and FY92**

<b>Products and Services</b>	<b>FY91</b>	<b>FY92</b>
<b>Total Requests Completed and Services Provided</b>	<b>601,180</b>	<b>644,668</b>
Requests for analysis, information, and research	256,210	286,131
Response time for requests		
Same day response	n.a.	68%
Within one week	n.a.	91%
Within one month	n.a.	98%
Participants attending seminars, institutes, and training	12,932	16,863
Requests for cited materials and products	186,383	192,247
Self-service use of reference centers	54,608	58,933
Client use of automated services (SCORPIO and Stats Line)	91,047	90,494
<b>Selected Products and Services</b>		
General distribution products prepared	1,141	1,146
Seminars and institutes presented	169	255
In-person briefings and consultations <sup>a</sup>	3,926	3,857
<b>Congressional Offices Served by CRS</b>		
Members	100%	100%
Committees	100%	100%
Subcommittees	99%	99%

Source: ISIS and other CRS data.

n.a. Comparable data not available in FY91 because FY91 response time captured a broader array of services.

a. Number of staff participations.

## OUTLINE OF THIS REPORT

This annual report describes CRS work in FY92, stressing particularly the CRS response to the changing needs of the Congress. Selected major efforts and special projects are noted, as are division activities, work on key policy issues before the Congress, improvements in information technology, and progress on human resource issues. The last section of the report illustrates several ways in which CRS has begun to plan for change in light of the strategic priorities outlined above -- strategic management planning to implement a number of initiatives, such as reviewing CRS procedures for ensuring integrative and comprehensive support for key policy issues before the Congress, streamlining products and product distribution, and developing statistical indicators of performance.

## II. SELECTED HIGHLIGHTS OF THE YEAR

This section highlights selected CRS achievements during FY92. These brief descriptions of major efforts and special projects serve to illustrate the range of CRS responses to the interests of the Congress and the coverage of CRS services and products developed for the specific needs of the Second Session of the 102d Congress.

### PUBLIC POLICY ISSUES INSTITUTE

Held at the beginning of each session of Congress, the PPI Institute provides comprehensive briefings and discussions by senior CRS staff on significant issues likely to come before the Congress. The fourteenth annual PPI in January 1992 was attended by 914 congressional Members and staff. Most of the 90-minute briefings were given twice -- once in the first week and again in the second week -- to accommodate busy congressional schedules. Issues for the Second Session of the 102d Congress covered more than 50 topics in a three-day format. Law and government topics included issues such as the Senate confirmation process, campaign finance reform, and omnibus legislation pending on crime, drug, and gun control; economics-oriented briefings treated world market trends, banking issues, the recession and the near term outlook, and the GATT (General Agreement on Tariffs and Trade) Uruguay Round; Education and Public Welfare Division staff made presentations on health insurance reform, work force training, and social security, among other topics. Environment and natural resources issues ranged from the Endangered Species Act to national energy policy, and the reauthorization of the Clean Water Act. National defense and foreign affairs seminars touched on changes in Europe, the former Soviet Union, Middle East peace and security, challenges in U.S. policy toward Japan, U.S. foreign assistance, and defense budget priorities. Some of the science-oriented issues were technology and regionalization, military and civilian space programs, food safety and labeling, space science and commercialization of science, and highway safety.

### CRS TARGETING OF ISSUES BEFORE THE CONGRESS

At the beginning of the Second Session of the 102d Congress, CRS identified and defined 23 significant legislative and public policy issues and structured them to provide effective, timely, and comprehensive products and services to the Congress. Issues selected were national in scope, received widespread public attention, and had major effects on the Federal budget, economy, or social fabric of the Nation. During FY92, an election year, the five issues receiving the largest number of congressional inquiries (in descending order) were health insurance; trade; defense policy: threats, force structure, and budget issues; Soviet transformation and implications for the United States; and banks, thrifts, and financial stability. Other targeted issues for FY92 were a changing Europe and U.S. interests, American science at a critical crossroads, budget enforcement in 1992, child welfare, China policy issues, drug control, economic conditions and outlook, the electoral process, energy policy, higher education, Japan-U.S. relations, Middle East peace and security, national education goals, reassessing foreign policy, solid waste management: reauthorization of the Resource Conservation and Recovery Act (RICA), taxation in 1992, the U.S. space program, and women's health issues. (These issues are discussed in more detail in the CRS Division Reports, Section III of this report.)

## **ASSISTANCE WITH DEVELOPMENT OF PARLIAMENTARY INSTITUTIONS IN EASTERN EUROPE AND THE FORMER SOVIET UNION**

Since the democratic revolutions in Central and Eastern Europe in 1989, the Congress of the United States has taken a direct interest in the development of democratic parliamentary institutions in the former Communist countries. In support of congressional initiatives, CRS technical specialists and staff specialists on Eastern Europe and parliamentary institutions, together with Library staff and House Information Systems staff, completed the second year of activities for the Congress to assist the parliaments of Central and Eastern Europe and the former Soviet Union. The efforts in Central and Eastern Europe responded to two congressional initiatives, the Senate's "Gift of Democracy to Poland," which provided information technology equipment and library materials to the Polish parliament, and the establishment of the House Special Task Force on the Development of Parliamentary Institutions in Eastern Europe led by Representative Martin Frost (the Frost Task Force). With the approval of the Joint Committee on the Library, CRS used donated private funds to begin a program of cooperation with the Supreme Soviet of the U.S.S.R. and later the Russian parliament.

The three Baltic countries of Estonia, Latvia, and Lithuania were added in FY92 to the program, previously limited to Poland, Hungary, Czechoslovakia, and Bulgaria. A Task Force staff delegation, including CRS and Library staff, made a needs assessment trip to the three Baltic countries in February 1992. In April a congressional delegation headed by Rep. Martin Frost visited the three Baltic countries and Poland, accompanied by CRS staff. An initial fact-finding visit to Albania was made by House Task Force and CRS staff in December 1991 in preparation for a possible future program. Following Task Force and CRS staff consultations with the Federal Assembly in August, all deliveries to Czechoslovakia, except training for staff in Washington, were suspended in advance of the Czech-Slovak separation. The Task Force will consider resuming programs with the individual Czech and Slovak parliaments after the separation is completed.

By the end of FY92 CRS had helped provide substantial deliveries of equipment, library resources, and technical assistance, and throughout the year had continued its role of maintaining contact with and encouraging coordination among the other public and private organizations offering parliamentary assistance programs in Eastern Europe. Among the CRS contributions to the technical training component of the parliamentary program were a three-day conference in Sofia at which CRS conducted its first member training program outside the United States for the newly elected Bulgarian parliament (160 participants), preparation of the Bulgarian conference proceedings, six parliamentary institutes held in Washington, D.C. to train some 100 parliamentary staff from seven nations, and special programs for visiting automation, library, and research staff from Eastern European parliaments. CRS staff also participated in library development and equipment acquisition tasks both in Washington and on site at Eastern European parliamentary institutions. At the end of FY92 CRS began planning a technical assistance visit to the Ukrainian Parliament at the invitation of its chairman, using private funds. (See Appendix A for funding details.)

## **JAPAN TASK FORCE ACTIVITIES**

During FY92 CRS continued to provide enhanced coverage of Japan and U.S.-Japan issues under the legislatively authorized Japan Task Force, a Library-wide coordinating body.

While the Japan Task Force has worked on building the information resources available to Congress and the public, especially through the creation of a Japan Documentation Center within the Japan Section of the Asian Division, CRS has focused its efforts on fulfilling more immediate congressional needs for information and analysis. Bibliographic and document scanning support have been part of this effort.

CRS activities related to Japan have included seminars on big business in Japan, U.S. domestic policy and international competitiveness (Japan and Germany), and the U.S.-Japan automobile trade; semiannual updates for the Japan-U.S. relations briefing book; and participation by CRS analysts in a number of congressional committee hearings, special briefings, and related information systems. Committee prints, CRS Reports for Congress, and Issue Briefs covered trade and economics, politics, foreign and defense policy, science and technology, the environment, and other Japan-related topics. Highlights of these efforts included a public briefing for two subcommittees of the House Foreign Affairs Committee by analysts of the CRS Economics Division on U.S. economic interests in Japan and Asia, testimony by an analyst from the Foreign Affairs and National Defense Division at a Joint Economic Committee hearing on Japan and Asia, support for [REDACTED] [REDACTED] [REDACTED] [REDACTED] by analysts of the Science Policy Research Division on competitiveness issues and Japan's science and technology policies, and a committee print for the House Ways and Means Committee prepared by the Foreign Affairs and National Defense Division on the future of U.S.-Japan relations.

Analysts continued to gain invaluable first-hand experience in Japan. In November 1991 two CRS analysts were invited to attend a high-level symposium in Tokyo on the changing roles of the United States and Japan in the post-cold-war order. In April 1992 a member of the Environmental and Natural Resources Policy Division traveled throughout the island nation learning about Japanese environmental policies. In June a member of the Foreign Affairs and National Defense Division carried out interviews and collected data in Tokyo on U.S.-Japan issues and Japan's ties with other Asia-Pacific countries. In September a member of the Science Policy Research Division visited several key centers to learn about Japan's technology policies. A member of the Economics Division is currently on a six-month leave of absence as a Fulbright Scholar in Japan.

## COMPLETION OF CRS SELECTED WORKS

Besides the traditional CRS written products -- Issue Briefs, Reports for Congress, memoranda, Info Packs, etc. -- the Service completed a number of separate works in FY92.

*Understanding Congress: Research Perspectives*, the product of a research conference held to celebrate the bicentennial of the Congress, was published as House Document No. 101-241 in 1992. Sponsored by the Senate, the House, and CRS, the conference attracted historians, political scientists, Members of Congress, journalists, lawyers, and biographers. The conference papers were divided into five parts: approaches to Congress, a roundtable discussion by Members of Congress; researching Congress and problems of source materials; writing congressional biographies; problems in legislative-executive-judicial relations; and congressional relations with the media and the public.

*Knowledge, Power, and the Congress* is a collection of papers presented at the symposium "Knowledge, Power, and the Congress" sponsored by the Council of Scholars of the

Library of Congress as part of the Library's celebration of the bicentennial of the Congress. This book presents perspectives on the role of knowledge and information in the legislative arena. Contributing papers cover the historical and philosophical dimensions of the relationship between knowledge and power in Congress; the role of knowledge in congressional consideration of specific economic, defense, and social issues; and the relationship between knowledge and power in foreign legislatures. The book was published by Congressional Quarterly, Inc., in 1992.

*Manual on the Federal Budget Process*, 3d edition, explains all major components of the Federal budget process, including preparation, submission, and implementation of the President's budget; the development and enforcement of congressional budget resolutions; procedures under the Gramm-Rudman-Hollings Act; the authorizations and appropriations process; revenue legislation; credit budgeting; and financial management. The manual, published as CRS Report 91-902 GOV, is widely distributed to Members and committees of Congress and to the Congressional Budget Office and the General Accounting Office.

*Democracy -- Toward an American Understanding* was completed in February 1992 by the Government Division at the request of the Librarian. This bibliographic compilation identifies publications on the ideas, history, practice, and analysis of the American democratic experience at a time when the citizenry of many nations of Eastern Europe and the former Soviet Union and elsewhere are pursuing democratic forms of governance.

In the CRS American Law Division work was begun on the 1992 edition of *Constitution Annotated* (*Constitution of the United States of America: Analysis and Interpretation*). As required by law, this will be a new edition of the main volume series and will be printed as a Senate document. Among other publications two other documents traditionally prepared by this division were completed in FY92: *Nomination and Election of the President and Vice President of the United States, 1992* (S. Doc. 102-14) and *Senate Election Law Guidebook, 1992* (S. Doc. 102-15).

The Foreign Affairs and National Defense Division completed *Legislation on Foreign Relations*, a volume traditionally prepared for the House Foreign Affairs Committee and Senate Foreign Relations Committee, and *Congress and Foreign Policy*, an annual analytic review for the House Foreign Affairs Committee.

CRS contributed data and wrote substantial portions of the House Ways and Means Committee's "Overview of Entitlement Programs" (1992 Green Book, WMCP: 102-44), which presents a comprehensive overview of entitlement programs.

Two other book-length manuscripts were prepared during the course of the year by CRS. One was "Congressional Reorganization: Options for Change," a report prepared for the Joint Committee on the Organization of Congress with chapters by analysts throughout CRS, including topics such as party leadership, the committee system, floor procedures, congressional oversight, and legislative-executive relations. The document was designed to be a guide to reorganization topics, problems, and options, as requested by committee members. The second document was "Proceedings of the Bulgarian Parliamentary Conference Held in Sofia, Bulgaria, December 9-11, 1991." The conference was jointly sponsored by the House Special Task Force on the Development of Parliamentary Institutions in Eastern Europe and the National Assembly of the Republic of Bulgaria, and was the first CRS member training program held outside the United States at the request of the newly elected Bulgarian parliament. Sessions



of the conference were designed to cover topics chosen by the Bulgarian parliamentarians themselves -- responsibilities of a member of a legislative body, economic policy in a market economy, developing a market system, social safety net issues, and parliamentary and executive oversight of domestic and international security.

### III. CRS DIVISION REPORTS

This section summarizes major FY92 activities of the CRS divisions. Partly because of the 1992 Presidential election, prompting strong congressional and public interest in a number of election-related issues, and partly because a second session of Congress generates numerous legislation-related inquiries as bills introduced in the first session move through the legislative process, CRS saw no abatement in the heavy demand for research and information from the Congress. The division reports that follow reflect some of the myriad ways in which CRS responded to that increased demand.

#### RESEARCH DIVISIONS

Seven CRS research divisions offered support to Members of Congress and committees in a number of research and analytic tasks, with some requiring separate division work and others calling for interdivisional teamwork, depending on the nature of the congressional requests.

##### American Law Division

Questions regarding the institution of Congress, its powers and prerogatives, and those of its Members are regularly directed to the American Law Division (ALD). In response to numerous requests in FY92 concerning application to Congress of civil rights, labor, and information laws, several reports and memoranda were created. Other CRS consultation was requested and written products produced responding to inquiries about ratification of the constitutional amendment on congressional pay increases, options for congressional reform to be considered by the Joint Committee on Congressional Reorganization (with the CRS Government Division, GOV), and congressional investigative powers. Related issues on which ALD attorneys were consulted were the balanced budget amendment, which required writing hearings questions and compiling constitutional and statutory balanced budget provisions for [REDACTED] and the impeachment process for the Federal judiciary, which necessitated preparation of a number of memoranda (in coordination with GOV).

ALD worked closely [REDACTED] to help develop procedural guidelines to govern the processing and review of discrimination complaints in Senate employment practices under the Civil Rights Act of 1991. This led to other work for Senate committees and Senate Finance Office supervisors. Legal analysis was provided to the [REDACTED]

[REDACTED] Disability issues were also addressed.

ALD advice and interpretation were sought by Congress on a range of other issues, including abortion (analysis of the Freedom of Choice bill, assessment of the impact of the Supreme Court's decision in *Cagey v. Planned Parenthood*, the blockading of clinics by anti-abortion protestors), administrative law (presidential oversight of agency rule-making by OMB and the Quayle Council on Competitiveness), and banking (interstate banking and branching proposals, restructuring of the Resolution Trust Corporation Board).

Other highlights of ALD service to the Congress in FY92 include committee support on foreign relations (consideration of pending treaties), education (constitutional considerations regarding the creation of national education standards), and child welfare (reauthorization of the Child Abuse Prevention and Treatment Act); advice and interpretation concerning communications and veterans' and military issues; and seminars and written products on legal aspects of a wide range of topics, from environmental law, energy, and conservation to tort reform, crime, and immigration.

The semiannual Federal Law Update program presented by this division offered 24 lectures to Members and staff on topics of legal interest: Supreme Court developments, the constitutionality of term limits for Members of Congress, reform of the Presidential election process, reapportionment, habeas corpus reform, the law of church and state, Presidential control of agency rule-making, regulatory takings, the Americans with Disabilities Act, abortion, bankruptcy, professional responsibility, tax issues, separation of powers, judicial impeachment, and social welfare programs.

### **Economics Division**

Economic conditions, domestic and worldwide, and international trade and finance issues were dominant in congressional interest throughout FY92. The stalled economy, together with trade and Federal budget deficits, continued to be among the most troublesome economic and political issues facing the Congress. The CRS Economics Division supported the Congress with research and analysis on these and other economic problems, including U.S. trade policies generally, reform and recovery of U.S. financial institutions, productivity, economic competitiveness, Federal capital investment (especially in transportation infrastructure), and housing policies.

Economics Division analysts led CRS interdivisional teams on trade; banks, thrifts, and financial stability; taxation in 1992; and economic conditions and outlook. Among team services and products developed for Congress on these topics were expert testimony and hearings assistance, a variety of written products and memoranda, and seminars and briefings. Quarterly briefings were prepared for Members of Congress and staff on the state of the U.S. economy and the economic outlook; and semiannual oversight of monetary policy by the House and Senate Banking Committees was supported through special briefings and a variety of research and analytical products.

During FY92 staff of this division completed research and analyses for most Members of Congress and 250 committees, subcommittees, and other official congressional units. Nearly 400 in-person congressional briefings and more than 900 original written products -- analyses, memoranda, Reports for Congress, Issue Briefs, and committee prints -- were prepared during the year. Nearly one-third of completed major projects entailed coordination with other CRS divisions, other congressional support agencies, or committees of Congress.

Analysts working on international issues addressed international taxation; U.S. trade and commercial relations with Canada and Mexico, Japan, the European Community, and other trading partners; and the problems of transforming Eastern European countries to market economies. As negotiations on the North American Free Trade Agreement proceeded, Congress sent numerous requests for briefings and analyses on issues or concerns regarding the agreement. The Uruguay Round of GATT (General Agreement on Tariffs and Trade)

generated more inquiries for CRS economists, as did the involvement of Congress generally in trade agreements, and U.S. bilateral trade with Japan and East Asia. One particularly noteworthy CRS response to a congressional request was [REDACTED]

The [REDACTED] committee released the study, which included the contributions of 14 CRS analysts and authorities from academia and business, at a hearing and issued it as a committee print.

Other analysts addressed inquiries on credit reform and on tax incentives to promote saving, investment, and growth, among other topics. Assistance to the Congress took the form of written products and testimony on topics ranging from the concept of enterprise zones and repeal of luxury excise taxes to proposals on excise tax increases on beer and cigarettes and capital gains tax preference. Among other tasks, CRS was asked to update a biennial committee print describing tax provisions identified as "tax expenditures" for the Senate Budget Committee. Analysts from the Economics Division and other CRS divisions together produced more than 100 two-to-four page descriptions assessing the economic effects of various tax provisions.

Interest in patterns of employment and unemployment was considerable in this election year; the year's record number of bankruptcy filings led to congressional discussion of bankruptcy law; and stimulating the sluggish economy through a number of means was another central concern of Congress.

Heightened congressional concerns generated other requests for research on the economic health of U.S. industry in general and selected industries in particular. In response, economists working on industry and transportation produced a wide range of products -- on Airbus Industrie, the commercial jet aircraft industry, selected industries and world markets, U.S.-Japan automobile trade, and import penetration in selected U.S. markets, to name a few. In other efforts, economic development issues were examined (with work intensified following the Los Angeles riots). Upon request, a series of CRS interdivisional seminars was conducted for the Congress on rethinking the Federal role in community and economic development. In related work, insurance analysts looked at the Federal crime insurance program and the availability of riot and civil disorder insurance.

Transportation analysts supported the Congress in its implementation of the Intermodal Surface Transportation Efficiency Act of 1991 by preparing analyses and briefings on transportation infrastructure, high-speed rail initiatives, privatization, and other features of the Act.

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

The Education and Public Welfare Division (EPW) led CRS interdivisional teams working on four major issues before the Congress in FY92: higher education, child welfare, health insurance, and national education goals.

Passage of the Higher Education Act amendments of 1992 (P.L. 102-325) was cited by the Senate Majority Leader as a major legislative accomplishment. Congress made a number of changes in the structure and delivery of Federal student aid, including changes in the formulas to determine a student's financial need and the terms of loans and eligibility for guaranteed student loans. The CRS higher education team provided analytic support to both

the House and Senate throughout the legislative process. This work entailed a series of CRS reports on issues and options, briefings, and hearing testimony. EPW analysts assisted, as requested, during markup and floor action and worked closely with congressional staff during all stages of legislative preparation.

By the close of the 102d Congress, more than 100 health care reform bills had been introduced in response to rapidly rising health care costs and growing numbers of Americans without health insurance. The health insurance team used the CRS health benefits model to analyze the effects of various proposals on health care premiums. [REDACTED], EPW developed a new capacity to model the effects on premiums of health insurance proposals for small-group health-market reform. Assistance to Members, their staffs, and committees took several forms -- a briefing package for more than 200 Members who held town meetings on health care reform; briefings, technical assistance, and analytic support to staffs of relevant House and Senate committees; and a range of CRS written products to define issues, provide background analysis and data, and answer technical questions. As part of this effort, analysts developed a Medicaid Source Book for the Congress that is highly regarded as a definitive source.

Congressional interest in child welfare legislation was also heightened in FY92. [REDACTED] EPW analysts provided support on policy questions including foster care and adoption, preventive services for at-risk families, substance abuse, and Medicaid coverage of foster children. CRS used many means of support -- extensive in-person meetings and phone consultations, memoranda, directed writing -- during congressional staff negotiations and drafting sessions with legislative counsel. The final agreement approved by the House and Senate authorized more Federal funds for revised child welfare programs, although the controversial H.R. 11 revenue bill was later vetoed by the President.

Legislation to provide Federal support for major reform for elementary and secondary education was also considered by the Congress in FY92. EPW analysts tasked with following the national education goals worked closely with both Houses of Congress and served as resource persons in committee staff meetings during discussions on topics such as standards for curriculum content, student performance, and the role of school choice in education reform. The CRS effort included assistance with committee reports and conference documents and dozens of reports and memoranda. The House and Senate both passed measures, which were reconsidered in a conference agreement, although the Senate rejected the conference report on this legislation.

EPW analysts contributed to other issues before the Congress: analysts expanded the range of budget products describing entitlement programs and other mandatory spending categories; provided analysis, testimony, and a report on unemployment compensation; made presentations and prepared reports on workers dislocated by Federal actions; studied disability benefits; and expanded national statistical data bases. EPW also helped with other measures considered by the Congress, including refugee resettlement assistance, the Older Americans Act, the Job Training Partnership Act, and Head Start legislation.

## Environment and Natural Resources Policy Division

During FY92 the work of the CRS Environment and Natural Resources Policy Division (ENR) was dominated by a series of legislative initiatives, notably a national energy policy enactment and reauthorizations of the Clean Water Act and the Resource Conservation Act; by controversies arising from administrative issues, notably wetlands regulation, old-growth forest protection, and implementation of the 1990 Clean Air Act amendments; and by a number of executive office activities such as the United Nations Conference on Environment and Development and the North American Free Trade Agreement. Also, in reply to a direct congressional authorization, ENR coordinated study contracts and analyses on alternative fuels for transportation.

The division actively pursued the development of new products to be responsive to a variety of congressional needs. ENR and audiovisual staff developed a video to prepare visitors to the Arctic National Wildlife Refuge (proposed in the energy bill to be opened to oil exploration). Another new product genre, the short report, was produced when the volume of constituent questions was high and a short discussion was sufficient. A third unconventional product, a reader, was completed on ocean and coastal issues to provide background and references to an array of CRS resources.

ENR analysts supported the Congress during major legislation on energy and fuel savings [REDACTED] and on hydroelectric power development on lands protected by the Wild and Scenic Rivers Act [REDACTED]

[REDACTED] Some of this work was coordinated with the CRS Science Policy Research Division.

Solid waste legislation was a major focus of the Senate Committee on Environment and Public Works and the House Energy and Commerce Committee. CRS provided a range of services in support of the debate on this legislation, including several seminars, side-by-side bill comparisons, an audio brief, and written products. CRS also supported closely [REDACTED]

[REDACTED] with information and analysis related to the reauthorization of the Clean Water Act.

ENR analysts addressed other congressional concerns arising from the North American Free Trade Agreement and the United Nations Conference on Environment and Development (UNCED). Interdivisional CRS projects on free trade produced briefings, memoranda, a PPI session, a briefing book and issues analyses, among other assistance. Support for a UNCED delegation to Rio attended by President Bush, Members of Congress, and other administration officials required several Issue Briefs, CRS Reports for Congress, committee prints, seminars and workshops, and briefing materials for House and Senate delegations.

Highlights of CRS assistance on agriculture policy included analyses for several House and Senate committees on changes in the term-length of water service contracts under Federal irrigation projects in California (language of which was included in the final legislation), organization of a task force of food and agriculture experts to assist the former Soviet Union [REDACTED], and a CRS cooperative partnership



with GAO to conduct policy evaluation and analysis of benefits and obstacles of promoting increased exports of high-value agricultural products.

In one noteworthy effort for the House Interior Committee, ENR, together with ALD, developed and participated in a workshop conference on alternative management strategies for administering the U.S. Forest Service and the Bureau of Land Management. The conference was attended by congressional committee and Member staffs, agency employees, and members of the professional and academic communities. A CRS summary and proceedings of the conference were prepared as a committee print.

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

The Foreign Affairs and National Defense Division (FAND) assisted the Congress in a number of ways during FY92, one of which was dealing with a changed international world following the breakup of the former Soviet Union and helping to define and explore the complex issues that accompany the collapse of a superpower.

Congress is keenly interested in reducing numbers of nuclear weapons in the post cold-war world and in assuring the successful dismantlement, destruction, or storage of Soviet nuclear and chemical arms. FAND analysts held seminars on nuclear issues and worked with other CRS divisions to produce widely circulated Reports for Congress and Issue Briefs on nuclear topics. They gave testimony on problems of nuclear proliferation before the House Appropriations Subcommittee on Foreign Operations.

Other FAND work provided ongoing assistance to the Congress on the future structure and role of U.S. armed forces after the cold war. Analysts compiled and interpreted data on the defense industrial base, burden sharing and host-nation support, appropriate sizing of U.S. conventional forces, and options for reducing the defense budget. Under a short deadline, analysts prepared an in-depth review of past uses of force by the United States, a document requested by the House Armed Services Committee that should be useful to the 103d Congress as it examines defense issues.

Defense industry conversion issues before the Congress led to the formation of a CRS interdivisional team with the Economics Division and the Science Policy Research Division. Several briefings for congressional staff were coordinated, including appearances before the Senate task forces on defense conversion and the Defense Conversion Commission.

FAND monitored U.S. and international assistance to Russia and other successor states of the former Soviet Union throughout the year. CRS support included an interdivisional Issue Brief, short reports on each of the successor states, and an analytic report on secessionist groups within Russia.

Congress repeatedly consulted with FAND staff on problems elsewhere in the world, such as the violence and civilian suffering in former Yugoslavia and the crisis in Somalia. CRS was called upon to testify at a hearing of the Subcommittee on Foreign Relations as it considered Israel's request for housing loan guarantees. Iraq's failure to comply with U.N. ceasefire resolutions was a congressional concern throughout the year, and FAND produced a new Issue Brief to monitor this ongoing problem. Analysts were equally active in supporting the Congress as it watched changes in Latin America and the Caribbean Basin. Seminars and

written products helped Congress stay abreast of developments in El Salvador, Haiti, Panama, and Mexico that affect U.S. policy.

U.S. relations with Japan were a continuing source of congressional interest as well, and FAND provided up-to-date information on this controversial topic. With other CRS divisions FAND organized two well-attended seminars for the Congress -- "Challenges and Opportunities in U.S. Policy toward Japan" in January and "The Politics of Big Business in Japan" in April. Among other efforts, an interdivisional briefing book was updated twice during the year, and separate reports were prepared on the Japanese elections and Japan's participation in international peacekeeping operations.

FAND analysts continued to meet long-standing responsibilities to key committees; staff produced more than 80 sets of draft questions for ambassadorial nominees appearing before the Senate Foreign Relations Committee

Other highlights of the year included production of a video, "New Europe," illustrating the changes sweeping Europe and implications for the United States; a detailed examination of military lessons learned from the Persian Gulf war; a seminar on crucial decisions facing the Congress on China policy just as the issue of most-favored-nation status came up for congressional action, and outreach efforts through expanded "policy alert" lists to notify staff of new products and upcoming CRS events related to foreign affairs and national defense policy.

## Government Division

A number of factors increased the workload for the Government Division (GOV) and required careful analysis and continuous coverage of multifaceted policy questions. Because 1992 was a Presidential election year, there was strong congressional interest in campaign, election, and related procedures. GOV analysts working on politics produced a compendium of State procedures for selecting delegates; written products on the emergence of third party candidate Ross Perot; a CRS Review on the 1992 elections exploring such issues as the electoral process, term limits for legislators, voter frustration with the political process; and proposed campaign finance reform legislation. Other GOV analysts were asked to research reform issues such as House bank and House post office management concerns and to support several oversight committees and Members on issues such as benefits and perquisites available to congressional and legislative branch staff. A major report on congressional reform was prepared for the bipartisan, bicameral reform committee.

Budget issues -- the balanced budget amendment, the President's proposed use of rescissions, and a set of new budget options following the Los Angeles riots -- required rapid responses to meet wide-ranging congressional needs for information and analysis. GOV analysts provided Issue Briefs and analyses of specific proposals and support for individual Members and Rules Committee hearings on impoundment powers, among other assistance. A central accomplishment was a new edition of the comprehensive *Manual on the Federal Budget Process*. Other congressional deliberations over administrative and budget issues placed strong demands on CRS congressional analysts and executive branch specialists. Data were developed for growth in terms of staff and budget for the three government branches; research was



conducted on the anomalies in some accounts and staffing policies; and information was compiled on growth trends using several different criteria and various base years.

Research on other issues of ongoing concern -- urban blight, drugs, civil rights, and race relations -- intensified following the Los Angeles riots of April 1992. CRS responded with written products, committee support, and institutional memory on how the Federal Government has responded to such disturbances in the past. GOV staff and a senior specialist developed a series of lunchtime seminars for the Congress on specific urban problems, contributed to a report summarizing seminar proceedings, and conducted several briefings on issues related to the disturbances.

Among other projects to assist the Congress, GOV analysts coordinated an interdivisional project to document the conference on H.R. 3371, the omnibus crime, drug, and gun control bill of the 102d Congress; prepared analytical products on minority and women's issues, including the family leave bill (vetoed) and reauthorization of the bilingual provisions of the Voting Rights Act (enacted); and assisted with side-by-side bill comparison of reauthorization bills on Native American health care. Numerous requests were completed by analysts working on civil rights issues. Other work included a compilation of Federal minority business issues for a committee hearing (later made a committee print) and a new CRS Issue Brief tracking issues of interest to African-Americans.

To accommodate the expanding workload, the GOV Division developed a special action team of analysts who were called upon to temporarily put aside their work and address urgent congressional requests in another area of division responsibility. The team was generally a "reserve" force, but was called into action several times during the year to deal with difficult or complex requests with a short deadline.

### **Science Policy Research Division**

The Science Policy Research Division (SPR) headed the interdivisional team on American science at a critical crossroads and was active throughout the year addressing congressional requests on that issue. Included in that effort were written products on science and the FY93 R&D budget and related science budget concerns; help with legislation to reorient the Defense Advanced Research Projects Agency so that it can focus on civilian and defense R&D; assistance to committees examining Federal support responsibilities, industrial linkages, and pros and cons of distributing academic research capability; and help with hearings on aspects of NSF management.

Among the space issues debated by the Congress during 1992 were the space station program, increased cooperation with Russia, the Advanced Solid Rocket Motor program for the space shuttle, and NASA funding. SPR analysts supported these issues with written products, briefings for individual Members, committee assistance, and two PPI sessions on space. Interdivisional CRS teams were formed to work on the future of the Russian space program, the use of satellite remote sensing technologies for characterizing environmentally polluted sites, and potential uses of the Nevada Test Site.

Women's health, biomedical research, public health, and environmental health were the focus of other SPR research. Seminars and written products were among the services and products prepared on such women's issues as AIDS, cancer, women's health research

initiatives, Alzheimer's disease, and genetics. Public health topics for which committee assistance was requested ranged from prescription drug user fees, sanitary and pytosanitary standards (related to food safety), and regulation of pesticides in foods to medical devices and biotechnology. Committee and Member staff were supported with Issue Briefs, Reports for Congress, and briefings on environmental health concerns such as the health effects of electromagnetic fields, fluoridation, radar guns, and lead.

Many congressional offices showed a keen interest in learning how technology contributes to economic growth and competitiveness and what the Federal Government's role is in fostering this process. Throughout the year the division provided a series of in-depth briefings including prospects for R&D consortia and a national technology policy strategy (for [REDACTED] prospective legislation on commercialization of Federal technology [REDACTED] and integration of the military and commercial technology and industrial base [REDACTED] [REDACTED] [REDACTED] [REDACTED] Major written products were CRS reports on manufacturing, technology, and competitiveness and on linkages between Federal R&D funding and economic growth. Other SPR work produced a written assessment of SEMATECH, the Semiconductor Manufacturing Technology initiative, and a seminar for congressional staff on issues in U.S.-Japan science, technology, and trade.

An important part of SPR's work on technology was supporting the Congress in its review of how the United States can maintain its technological superiority in defense matters. A highlight of this effort was SPR organization and moderation of a panel discussion on how to better integrate the civilian and military technology base, while maintaining adequate procurement relations and other measures to prevent fraud and excessive cost.

Other requests for information were generated as the Congress grappled with public policy questions concerning ways in which these new technologies will be integrated into society. Among other responses, SPR analysts prepared a committee print on a proposed federally funded R&D center for the IRS Modernization Program; provided briefings and written analyses for the House Government Operations Committee on privacy and security issues; and prepared a series of analytical memoranda on cable television compatibility and interdiction [REDACTED]

Assistance to the Congress was also ongoing throughout the year on issues of global change, environmental technology, transportation, and energy. This work entailed committee support, articles in the CRS Review and other written products, interdivisional seminars, and interagency cooperation. Notable activities were discussions with the Senate Subcommittee on Science, Technology, and Space to review scientific issues crucial to the understanding of global climate change and options to bring about change; and contributions to legislative debates on the National Highway Safety Administration, National Energy Strategy, and Department of Energy cleanup of waste sites at DOE facilities.

## **OFFICE OF SENIOR SPECIALISTS**

Senior specialists, working independently or in close cooperation with the CRS divisions in FY92, supported major legislative activities of the Congress and helped provide leadership to produce a responsive and creative flow of research and analysis in a number of areas of subject expertise.

Senior Specialists contributed to several important economic issues before the Congress, including tax reform, economic policy, and housing and community development policy. This work entailed reports and testimony before and consultation with individual Members and a number of relevant committees in both the House and the Senate. Among the highlights of this work were assistance in developing revenue estimates for provisions of the major tax legislation, analysis of the efficacy of tax cuts designed to stimulate economic growth, analysis of the proposed constitutional amendment requiring a balanced Federal budget, and establishment of objective criteria to determine the fiscal distress of localities eligible for participation in the Home Investment Ownership Program.

Environmental and natural resources expertise was provided to committees by several senior specialists. One worked closely with [REDACTED] concerning trade negotiation in the GATT and [REDACTED] monitoring its causes and solutions for global hunger and malnutrition. Other assistance was provided to House and Senate committees requiring evidence on technical, economic, environmental, and energy impacts of proposals for alternative fuels; and analytical expertise was requested on several critical nuclear fuels and proliferation issues.

Senior specialists working on foreign affairs and national defense policy issues focused on a wide range of issues created by the end of the cold war and the dissolution of the former Soviet Union. A series of CRS reports on U.S. defense policy was produced to review national military strategy issues and options and the roles and functions of the U.S. military services; this work included a report concerning the implications of the use or non-use of U.S. military force in Bosnia-Herzegovina. Close committee support was given during consideration of ways to reorganize the intelligence community for the post cold-war world and during deliberations over the Strategic Arms Reduction Treaty. New analytic reports were prepared on the U.S. role in the world after the cold war, U.S. relations with European allies, and U.S. relations with and interests in Asian nations.

Congressionally mandated CRS support for emerging democracies in Eastern Europe and the former Soviet Union (the Frost Task Force) included contributions from senior specialists with expertise in the functioning of democratic institutions, American law, and international economic policy. Several senior specialists were directly involved in projects designed to support new parliaments in Eastern Europe and the former Soviet Union.

Issues of governance and legal or constitutional concerns of the Congress were the focus of other work by the Office of Senior Specialists. Among these projects were a CRS-wide research effort in support of the Joint Committee on the Organization of Congress (which yielded a volume entitled "Congressional Reorganization: Options for Change"); [REDACTED]

[REDACTED] testimony before the House Budget and House Rules Committees on the balanced budget constitutional amendment and Presidential powers, respectively. Other issues requiring senior specialist expertise included legal aspects of proposed drug and crime legislation and U.S. participation in treaties and other international agreements.

## REFERENCE AND INFORMATION DIVISIONS

Two CRS divisions are responsible for responding to requests from the Congress for reference information and bibliographic support, the Congressional Reference Division and the Library Services Division.

### Congressional Reference Division

Significant legislative activities in FY92 produced an increased demand for quick information and reference assistance. The Congressional Reference Division (CRD) responded to a record 355,614 requests during the year (including requests for information, requests for cited products, and self-service visits to reference centers). Throughout the year CRD staff continued using various streamlining methods to improve efficiency and incorporated several innovative ways to process information. CRD staff worked with the Congress to create a data base to track labor actions with continuous updating. Staff specialists retrieved and downloaded to disk a large amount of data from several commercial data bases to help solve the dilemma. Similar efforts of working with large data bases and downloading were useful to House and Senate committees investigating banking concerns and many aspects of the BCCI (Bank of Commerce and Credit International) and BNL (Banca Nazionale del Lavoro) affairs.

The decennial 1990 census generated much congressional interest, particularly redistricting. With this census, CRD staff began its first effort to access data in a timely manner using CD-ROM technology.

Domestic issues of greatest interest in the division in FY92 were in the economic arena. They included the recession, unemployment, savings and loan and bank failures, and the balanced budget amendment. The trade area included most-favored-nation status for China, the Uruguay round of GATT talks, the North American Free Trade Agreement, and the *maquiladoras* (plants in Mexico owned by foreign corporations), and trade with Japan. In urban affairs, the Los Angeles riots stimulated requests for information on housing, urban assistance, and aid programs. Health care, education reform, and reauthorization of the Higher Education Act also received many inquiries for information, and Info Packs were maintained for each topic. Environmental and natural resources questions of concern included the United Nations Conference on Environment and Development, the spotted owl, old growth forests, and lead poisoning.

Popular election topics with Members and constituents included Presidential candidates, for which a new Info Pack was created on the Presidential election process, and the 1990 census, which generated numerous requests for copies of new maps and demographics. Other related topics that generated much CRD activity were the electoral college debate, platforms, conventions, voting statistics, and retiring or departing Members of Congress.

Inquiries on international topics ranged from changes in Europe, Middle East peace and security issues, and loans for Israel to requests regarding Soviet transformation, aid to Russia and other successor states, and nuclear weapons sales and testing.

CRD staff fielded myriad other questions focusing on immigration, the Iran-Contra affair, the POW-MIA issue, and the JFK assassination.

CRD staff were especially busy during the summer with the annual influx of congressional interns. In July, for example, 6,000 requests for information were handled in the La Follette Reading Room, a record, and the Senate Reference Center answered 6,800 requests.

Another major area of activity for CRD in FY92 was development of intralibrary cooperation. This work included tours of Library facilities to librarians from the National Council of State Legislatures and other library groups, a workshop and outreach activities in libraries abroad (Rwanda, Togo, and Chile), and CRD participation in training sessions for the Library's American Memory Project. The CRD Division helped the Library's Serials and Government Publications Division in handling the CD-ROMs published by the Bureau of the Census and helped the Newspaper and Current Periodical Reading Room tackle the new problems that CD-ROM technology poses for depository libraries across the Nation.

Other highlights of the year included assistance to [REDACTED] (participation on panels, outreach discussions, reference courses, demonstrations of optical disk and CD-ROM facilities, and tours of CRS and the Library for visitors from Eastern Europe and the Baltic states). Briefings were also given to visitors from Brazil, Bulgaria, Canada, Czechoslovakia, Denmark, the European Community (EC), Finland, Honduras, Hungary, Korea, Namibia, the Philippines, Russia, and Sweden. A CRD staff member went to Lithuania for six weeks as a CRS representative, as part of the Frost Task Force, to work with government section staff of the national library of Lithuania.

### **Library Services Division**

The staff in the Library Services Division (LSD) had a most productive year that included both timely delivery of basic services and enhancements to products and services. Among other activities, more than 20,000 citations were prepared for the SDI service and bibliographic data bases; 127,500 items were added to the CRS main reference files; 3,200 SCORPIO bibliographic file searches were performed; and 68,700 bibliographies circulated in Info Packs. Besides maintaining the public policy literature system and providing the Congress with bibliographic assistance and document delivery services for published literature and CRS reports, Library Services staff provided information support services for CRS.

Some highlights of support for major issues before the Congress included a weekly news packet and a quarterly bibliographic checklist on banks, thrifts, and financial stability; a quarterly compilation of executive summaries for 50 products on budget enforcement (issued as a CRS report); and annotated bibliographies on U.S. free trade agreements and U.S. trade with Eastern European countries. Other contributions to major issues were updating the additional readings section of the Japan-U.S. relations briefing book and compiling product and seminar announcements for the Soviet Union Situation Update.

LSD pursued several CRS product announcement initiatives in FY92. Staff worked with the House Information Systems Bulletin Board administrator to make the CRS Weekly Update available on-line, helped to streamline production of the Update and the Guide by cutting production time and cost, and began preparation of single-subject guides to CRS products (Checklist of CRS Products). Checklists on major issues prepared by bibliographic staff were distributed at Public Policy Issues (PPI) sessions and were updated quarterly.

A number of improvements were made in accessibility of CRS products and services. A new tool, File Finder, was developed to update CRS Main Reference Files on a weekly basis by highlighting current and prominent issues in the news. Weekly clipping packet services from newspapers nationwide were enhanced by using the optical disk as a distribution medium, thus allowing full-text multiple viewing and printing stations for CRS and House and Senate Reference Centers. SDI (Selective Dissemination of Information) full-text service was extended to CRS, also using optical disk technology. And LSD staff continued their efforts in FY92 to create a complete full-text collection of CRS Reports for Congress on optical disk. A pilot program to scan Issue Briefs on the CRS major issues onto optical disk was begun, in part to enhance Issue Brief availability in reference centers. The division also announced the availability of CRS materials given out at PPI sessions: a special issue of the CRS Weekly Update invited congressional staff who were unable to attend PPIs to order PPI handouts on topics of interest. More than 1,000 orders were received.

New applications of technology will help to support information services. A proposal was developed to procure a computerized PC-based integrated library system (ILS) for CRS in FY93. The system will enable CRS to identify more comprehensively materials and information, to manage and develop these collections, and to control financial variables. A CRS interdivisional team evaluated bids under a Request for Proposal and awarded a contract for installation of ILS technology during FY93.

An on-line data entry project was initiated to connect data entry operations in LSD with the mainframe in the Library's Information Technology Services division. An interim version of this input system has reduced input errors and increased productivity, eliminated cataloging backlogs, and increased workflow capacity.

Other ways PC technology has allowed CRS to improve service and streamline operations include development and use of an Alpha4 data base to keep track of materials in the SDI Loan Collection and the Master File Unit; ability to receive new GAO project data for the research notification system on diskettes; addition of a zoom lens function to magnify print in optical disk viewing for enhanced legibility; and establishment of a program and procedures to use an electronic wand to produce address labels for packages of CRS products sent to 35,000 congressional requesters each year.

Among other division activities, LSD staff offered technical assistance and advice for the Library's Japan Documentation Center in its planning stages and will provide ongoing assistance with SCORPIO bibliographic control and input and with optical scanning of full-text documents selected for the collection. LSD staff also supported the Frost Task Force with briefings and tours for parliamentary institute participants and with acquisitions of published materials on behalf of East European and Baltic libraries.



#### IV. TECHNOLOGY SUPPORTING RESEARCH AND INFORMATION SERVICES

CRS work on information technology in FY92 focused on improving the quality of products and services, providing the Congress with better access to and faster delivery of those products and services, and reducing operating costs. These goals were achieved through a number of efforts.

##### **SUPPORT FOR THE CONGRESS**

CRS developed several noteworthy improvements to support the research and information services it provides for the Congress.

##### **Improved User Interface to SCORPIO**

Building on the valuable work of the Library in developing an easier user interface to the SCORPIO on-line retrieval system, CRS extended this interface to include the Service's legislative and public policy files. The new interface, called ACCESS, was installed on work stations in the La Follette and Jefferson Reading Rooms and, based on congressional staff evaluations, has been well received. Congressional staff reported they were able to use the system without any instruction, and reading room librarians, freed from extensive support for staff searching the system, had more time to devote to other tasks. CRS plans to extend this new interface to other congressional reference centers in FY93.

##### **Additional Access to Public Policy Literature on Optical Disk**

CRS provided access to its public policy literature files through the optical disk system to the Senate Library and the Joint Committee on Taxation, the latter a frequent requester of CRS written products. Both the Senate Library and the Joint Committee made effective use of the system to view or print items appearing in public policy literature and confirmed the value of placing the system directly in congressional offices. Expansion of the system to other offices is dependent on the development of the Capitol Hill high-speed network (see the paragraph immediately following) and the availability of lower-cost image-compatible work stations and printers. During FY92 CRS began testing lower-cost equipment and will continue these efforts in FY93.

##### **Coordination and Planning for Enhanced Capitol Hill Communications**

CRS worked closely with the telecommunications coordinating group of the Architect of the Capitol. The Service chaired the Capitol Hill-wide committee that identified applications requiring a legislative branch high-speed data network. As a result, the House and Senate and congressional support agencies developed a plan and implemented major portions of the network. Completion is expected in FY93. This system will support a wide range of applications, including faster exchange of bill status information, electronic delivery of documents, and access to the Library of Congress optical disk system.

### **Faster Electronic Delivery**

The first steps were taken in developing another means of high-speed, high-quality document delivery to Congress by creating a facsimile (fax) connection between the Madison Building and the Senate Russell Building. The connection extends to the CRS reference center in the latter building and enables transmission of letter-quality documents at just a few seconds per page for rush requests. This fax system enabled FAND to deliver daily situation reports on the Persian Gulf war and the collapse of the Soviet Union. A similar capability will be established in the CRS House reference centers in FY93.

### **Better Access to Information Sources**

By improving CRS access to information sources, the Service has been able to draw from a wider array of data bases to provide more thorough research and information for the Congress. One example is a software system developed for ALD that will give CRS attorneys full-text capability for all written products they produce and will improve the quality and speed of research. The system will be extended to other CRS divisions in FY93.

Elsewhere in CRS a system was created for analyzing Bureau of the Census data. The census data released on CD-ROMs are in a format that does not lend itself well to analysis. After extensive evaluation of many commercial and public systems, CRS concluded it would have to construct its own system to meet congressional research requirements. While many of the available systems were useful for some subset of the data, none had the full range of capabilities needed. The system that was developed was used for a number of analyses for committees this year and will be expanded in FY93 as the Bureau of the Census releases more disks.

In FY92 CRS was also able to negotiate contracts for more cost-effective access to key commercial data base systems that provide far more search hours for a fixed fee. The lower cost will enable CRS to expand the use of these important commercial information systems.

### **SUPPORT FOR CRS STAFF**

CRS made other improvements in speed and efficiency by upgrading its hardware and software base. As more charts, graphs, and maps are integrated into CRS Reports for Congress, it has become essential to have the machine capability to handle the extra processing required. As a result of the CRS upgrade program, the Service can prepare more sophisticated documents at low cost and still meet congressional deadlines.

Automation staff at CRS worked closely with the Library to begin installing networks in the Service. When every work station in CRS is connected to the Library's network, the basic CRS research, product creation, and management operations will be much more efficient. Networks will save CRS staff considerable time acquiring information and creating reports. Networks also have the potential to improve product delivery to the Congress. This year CRS installed networks where they will help improve the efficiency of data base creation and serials management operations as software is installed and adapted.



While CRS tries to make its general-distribution products as accessible as possible, each year brings new efforts to reduce costs for product duplication. Through close scrutiny and management of the CRS product duplication operation, the Service was able to reduce the cost per copy incurred for in-house photocopying equipment.

Throughout CRS, staff used technology creatively to produce and deliver products and services more effectively for the Congress. ALD, CRD, and LSD spearheaded many of these efforts.

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

A number of initiatives were taken in FY92 to facilitate labor-management relations and enhance human resources and staff development. These efforts included establishment and implementation of a consultative management framework and procedures to ensure affirmative action, training, upward mobility, and staff recognition.

### **CONSULTATIVE MANAGEMENT**

In accordance with the Library's commitment to the philosophy of consultative management, CRS implemented an agreement between the Library of Congress and the Congressional Research Employees Association (CREA) to incorporate consultative management in the CRS organizational culture. Although negotiations had been ongoing since 1989, implementation of the agreement began in FY92 for a service-wide consultative management plan that would ensure ongoing "verbal face-to-face communication" between labor and management.

CRS has instituted orientation sessions for all CRS staff, consultative management mechanisms to be developed by each CRS division or office, quarterly forums and biweekly meetings to discuss Service-wide issues of interest (attended by the CRS Director, CREA officials, and appropriate staff members), and training for staff on consultative management techniques.

### **AFFIRMATIVE ACTION**

In FY92 CRS actively pursued affirmative action objectives through its Graduate Recruit and Law Recruit Programs, the posting of Target Series Development positions, and the use of strategies designed to attract women and minority applicants for vacant positions. CRS continued to participate in the OPM's Presidential Management Intern Program, as a minority female began her second year in this program to attract highly qualified minority professionals to the Service. CRS also recruited 437 applicants for the Graduate Recruit Program. From this number 11 summer associates were hired, including 7 minority candidates (64 percent) and 6 women (55 percent). Under the Law Recruit Program, CRS appointed one Hispanic male from a recruitment pool of 22 applicants to a legislative attorney position. Through these programs and other affirmative action recruiting efforts under regular postings, CRS has increased the proportion of minority research analysts in every research division since 1987, with an overall increase from 6 percent to 12 percent during the 1987-92 period. During the same period, CRS also increased the proportion of women analysts in 6 of its 7 research divisions, with an increase from 33 percent to 37 percent.

CRS devoted considerable resources to the Graduate Recruit and Law Recruit Programs, which are the focus of the Service's professional recruiting. For example, 24 managers and supervisors, including 11 at the senior executive level, participated in recruiting trips for these programs, and 15 managers and supervisors served on rating panels.

In accordance with a memorandum issued by the CRS Director in FY91, all requests for postings from CRS divisions and offices were accompanied by a specific affirmative action

recruiting plan that was reviewed and approved at the departmental level before the posting was released. CRS continued to employ extended vacancy announcements for all professional and administrative positions to permit time for aggressive affirmative action recruiting. CRS also routinely placed recruitment advertisements in both national and minority-focused publications for its professional and administrative positions.

Although the interim agreement with the labor organization mandating two Target Series Development postings per year expired with the signing of the Library's Multi-Year Affirmative Action Plan, CRS still posted and filled two positions under this program. Both selectees were minority applicants, one male and one female.

As part of its general recruiting efforts, CRS entered 1,190 potential applicants in its computerized Alert system, through which copies of vacancy announcements are sent to interested applicants according to the types and grade levels of jobs in which they have expressed interest. CRS conducted 1,282 information interviews with potential applicants and presented its biweekly employment seminar to 145 interested candidates for CRS professional positions.

CRS selected three persons under postings at the GS-13 to GS-15 level, including one minority and two female applicants. Three individuals were appointed to senior level positions, two of whom were women.

## **TRAINING AND UPWARD MOBILITY**

CRS took several steps in FY92 toward developing a supervisory enhancement program for all first-line supervisors in the Service. A needs assessment exercise identified seven specific competencies that are typical of outstanding supervisors in CRS, and final arrangements were made for the program to be presented to first-line supervisors in the first half of FY93.

CRS also fully implemented its new orientation program for all newly hired staff members. The program consists of a biweekly and a monthly orientation at the department level, close on-the-job support and supervision at the division level, and a mentoring program for all new employees.

The Service enrolled 1,041 staff members in training courses during the year, including 585 for technical courses, mainly automation; 153 for research-related courses; and 303 for supervisory, communications, and related matters.

CRS posted and filled five positions under the Career Opportunity Plan article of the collective bargaining agreement with CREA, bringing to seven the number of staff members currently in the program designed to encourage upward mobility. All participants enjoy close support from their supervisors, assignment of a mentor to advise them on problems and prospects, and tuition support for outside academic courses. CRS also posted and filled one detail opportunity under the Career Opportunity Plan article. This opportunity offers staff members who do not occupy analyst, attorney, or other professional positions the chance to perform the work of that kind of position for a period of one year (changed from six months per agreement with CREA during FY92). The experience gained is creditable when

participants apply for any position in the Library. The person selected for this detail was subsequently selected competitively for a higher level position during the year.

Two staff members receive grants for education under the Career Opportunity Plan that either develop the skills they apply to their current nonprofessional position or the skills needed for a professional position in which they have interest.

## **PERFORMANCE EVALUATION**

In accordance with the Senior Level Pay and Performance Plan adopted by the Library, senior level executives in management positions were evaluated on their performance during calendar 1991 and given pay adjustments in May 1992 based on their performance. These executives also prepared work plans for calendar 1992 and received a mid-year progress review before their year-end performance evaluation. The Library entered into negotiations with CREA over the inclusion of bargaining-unit senior level executives in a pay and performance plan.

## **STAFF RECOGNITION**

CRS staff members received 281 incentive awards in FY92 in recognition of special achievements or acts of service. Of these awards, 27 were granted for special achievements in support of the CRS Graduate Recruit and Law Recruit Programs. Quality step increases were given to 39 staff members, and 39 received outstanding performance evaluations.

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

As part of the ongoing work of the CRS Strategic Management Review (SMR) and in accordance with the strategic directions established in FY91 (noted at the outset of this report), several projects were initiated in FY92 to implement the priorities of the SMR. These projects -- reviewing the Major Issues Planning System, exploring possibilities for improving CRS products and product distribution, developing statistical indicators for more accurate and efficient measurement of CRS support for the Congress, and planning for the 103d Congress -- together comprised the FY92 implementation plan for the SMR. The projects specifically address a key CRS priority: to continually assess the needs for and uses of research and information by the Congress and ensure that CRS products and services are accessible, focused, timely, and designed to meet congressional requirements.

Project teams were designated early in the year to define team missions, outline plans for fulfilling the missions, and begin work. Reports on findings and recommendations of the individual teams, summarized below, were presented to management at the end of FY92.

### CRS RESPONSE TO SIGNIFICANT ISSUES BEFORE THE CONGRESS

In 1987 CRS began processes designed to identify, track, and analyze the most significant policy issues on the legislative agenda of the Congress and to build strong interdivisional coordination among CRS staff. The FY92 SMR team review of this process found that, although CRS has been successful in enabling the early anticipation of the major items on the legislative agenda, the process had limited success in further developing interdisciplinary coordination. Rather than continuing the process, the team recommended that CRS build upon the experiences gained and strengthen dynamic conditions within CRS that support interdisciplinary communication and analysis.

According to the SMR team report, endorsed by management and staff, the vitality of CRS interdisciplinary efforts depends on the ease and regularity with which staff consult and collaborate with one another, and how successfully CRS managers promote these efforts. To ensure management accountability in these efforts, the team recommended that existing forums and activities be used more directly to discuss matters requiring interdisciplinary efforts. Consultative management processes, division chief lunches, and the Interdivisional Consultation and Coordination Group (ICCG) were suggested as examples of the forums that offer this focus.

The report also acknowledged that the Service must be prepared for situations that will require more formal, intense, and agency-wide interdisciplinary efforts. In these situations CRS should undertake specific actions initiated and coordinated by the Director and Associate Director for Research Planning and Coordination. Some efforts will be short term, using task forces composed of staff from several divisions to support the Congress during a national or international crisis. Other efforts may involve long-range planning and capacity building designed to enhance CRS analytical expertise on issues that rise in importance on the legislative agenda.

## PRODUCT AND SERVICE IMPROVEMENT

The need for CRS to reexamine periodically its products and services prompted the commissioning of a study by an independent contractor to elicit congressional comments on CRS products. The purpose of the exercise was to produce an objective report of congressional users' views on the individual items in the CRS product line. The study showed, among other findings, that major general-distribution products (Issue Briefs, CRS Reports for Congress, Info Packs, and Guides to CRS Products) are well recognized by congressional staff as objective and helpful. Such products received high marks for meeting the needs of many staff readers for background and factual information. However, staff who follow particular legislation closely or who have become expert in a specific field (e.g., senior committee staff) rely less on these products. These staff with more highly developed subject expertise often found specifically tailored confidential memoranda and consultations more useful than CRS Reports.

Among the results of the study, it was recommended that two products be suspended, the Major Legislation of the Congress (MLC) and CRS Review. Both were found to be less used by the Congress than the major general-distribution CRS products. In a related development, a decision was made to replace the printed version of the Digest of Public General Bills and Resolutions (Bill Digest) with a CD-ROM version. Seminars were found to be well appreciated by congressional staff at all levels, and reference centers were used frequently.

## PRODUCT DISTRIBUTION

The tasks of the product distribution team were to review the manner in which general-distribution written products are disseminated to the Congress and make suggestions for improving service or reducing distribution costs. The team studied the current CRS distribution operation and suggested changes in several areas. Recommendations were made concerning basic methods of product distribution -- develop more timely delivery to Congress using CRS resources; explore fully electronic methods of transmission including fax, electronic mail, and optical disk; and encourage congressional staff self-service pickup from CRS reference centers. A central product distribution center was suggested for organization of product distribution.

Among other recommendations, the SMR team proposed continued distribution of products from CRS research divisions, with authors providing guidance on shelf life and level of demand for general-distribution products, and formalization of congressional user distribution lists. Other recommendations called for the creation of a PC-based software program to document dissemination of general-distribution products as well as inventory use of CRS fanfolds to record products distributed and link products to distribution lists.

## STATISTICAL INDICATORS

The Library-wide key indicators project was the impetus for CRS to look broadly at current and potential data collection and reporting. A variety of statistical measures to show much of the volume, diversity, and use of CRS products and services has been broadly discussed and approved. The measures will go into effect with the beginning of the 103d Congress. Goals for these indicators include providing an accurate quantitative description of

CRS services to the Congress and showing output (rather than input) data that are meaningful, objective, and accurate, and that do not put an undue burden on staff.

Limited data have been used in the past to describe CRS work. Numbers of requests completed reflect only part of what CRS provides to the Congress. Other products and services that can be quantified include seminars, training, automated services such as data bases and recorded facts via the telephone, self-service use of information in reference facilities, products such as Reports and Issue Briefs available to all Members, and various types of custom responses prepared for individual offices. Table 1, "CRS Service for Congress" (see page 3 of this report) shows these new indicators for which CRS now has discrete data. The new statistical indicators mostly use existing numbers, but additional data (with some new definitions) will be available after new procedures are initiated January 1, 1993. A pilot project will enable CRS to work toward development of quantitative data that measure CRS work directly in support of the legislative process.

Quantitative data, while important, do not measure quality, significance, depth, or many other important factors about CRS and its products and services. In most reporting situations, these data will continue to be used as a supplement to other information such as a written narrative.

#### **PLANNING FOR THE 103D CONGRESS**

So that CRS will be well prepared to meet the challenges of the 103d Congress, an SMR team explored ways in which CRS can effectively introduce new Members and staff to the range of CRS products, services, and subject expertise.

The team identified several priorities for CRS orientation efforts. The first was to send a letter and package of orientation materials from the CRS Director to all new Members immediately after the election describing CRS and identifying services to Congress. Other planned activities include development of a range of orientation and specialized briefing sessions for new Members and staff to include policy issues and legislative procedure. A new approach to establishing personal contacts with congressional offices will be visits by teams of CRS staff to explain how to make most efficient use of the wide range of products and services available from CRS and other departments of the Library. Tours of the CRS reference centers located in House and Senate office buildings are also planned.

To assist congressional staff in analyzing the broad array of public policy issues facing the 103d Congress, the team recommended that CRS hold informal open houses to introduce CRS subject specialists to new congressional staff; prepare a CRS Report for Congress identifying key issues on the legislative agenda of the 103d Congress; and provide introductory, as well as in-depth, coverage of key issue areas at the CRS Public Policy Issues (PPI) program planned for February 1993.

## VII. APPENDIXES

### A. FISCAL 1992 BUDGET, RESOURCES, AND OTHER FUNDING

In FY92 CRS had an authorized staffing level of 864 permanent positions and an appropriation of \$56,583,000. Approximately 85 percent of expenditures during the fiscal year was for salaries and benefits.

In addition to appropriated funds, CRS received the following grants and inter-agency transfers.

A total of \$9,000,000 was provided to CRS in an inter-agency transfer from the Agency for International Development: \$6,000,000 to fulfill the objectives of the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe (Frost Task Force, assistance to the Czech and Slovak Federal Republic, Hungary, Bulgaria, and Poland); and \$3,000,000 for new initiatives of the Task Force in the Baltic Republics (Estonia, Latvia, and Lithuania). CRS continued to expend funds totaling \$535,855, awarded in previous fiscal years, from The Ford Foundation, the John D. and Catherine T. MacArthur Foundation, and the German Marshall Fund of the United States. These funds, as per agreement with the Joint Committee on the Library, were given in support of Frost Task Force activities in Eastern Europe and library outreach in Russia.

CRS received a variety of grants from private sources that totaled \$252,400. The Henry Luce Foundation, Inc. awarded a three-year \$150,000 grant to help underwrite the cost of the general education seminar, briefing, and retreat program that CRS conducts for Members of Congress and their staff. CRS received a \$75,000 grant from The Ford Foundation and a \$10,000 grant from the Kaiser Health Plan Foundation, Inc., in partial support of the New Member Seminar held in Williamsburg, Virginia, in January 1993. Additional support for meetings was provided by combined gifts from Pfizer, Inc. (\$5,000), the Blue Cross and Blue Shield Association (\$2,000), CIGNA Corporation (\$2,500), and the Federation of American Health Systems (\$2,500). A \$5,400 grant was received from the Soros Foundation to assist with the participation of two librarians from Russia in the parliamentary library meetings of the International Federation of Library Associations and Institutions (IFLA).



## **B. TYPES OF CRS SUPPORT TO THE CONGRESS: RESEARCH SERVICES AND PRODUCTS**

CRS provides a variety of services and products to the Congress ranging from background information for general distribution to expert technical analysis and analysis on key issues.

### **CRS SERVICES**

CRS services cover a broad spectrum: in-depth analytical reports, memoranda written in response to specific questions, issue briefs designed to track high-visibility or rapidly moving issues or events, policy research and legal analyses, assistance to committees, personal briefings for Members by senior CRS staff, and seminars and workshops on topics of interest. Reference and information services include quick turn-around phone responses, background information and information packets, and audiovisual materials on a range of policy issues and congressional procedures. CRS has a tradition of offering objective, timely, and confidential responses to requests for assistance during all stages of the legislative process.

Some of the ways in which CRS supports the Congress with analytical research and products are outlined below.

### **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 an 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.

### **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 FY92 CRS produced 933 new titles of its Reports for Congress.

Issue Briefs, a unique type of CRS written product, are short concise briefing papers (8 to 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 data base 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. Briefs define an issue, provide background information, and analyze options and approaches for resolving the issue. They frequently provide 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 135 new Issue Briefs in FY92; 483 active Issue Briefs were available at some time during the fiscal year.

Confidential Memoranda, prepared for a specific congressional request, constitute another format for CRS written communication. These custom tailored documents are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. Most custom 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 in FY92 were selected and analyzed in the CRS Review. This publication, issued approximately eight times each year, was designed to provide 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. Its distribution includes Members, their staffs, committees, and other offices of the legislative branch. The January 1992 edition included the CRS projection of major issues of the 102d Congress, Second Session; the September edition examined the recent 1991-92 term of the Supreme Court and discussed issues to be confronted in the current term. Other topics selected for Review issues were defense spending, trade and investment, the 1992 elections, and transformation of the former Soviet Union. 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.

After FY92, production of the Review will be suspended because CRS managers concluded that resources used to produce the Review could better serve the Congress if deployed to other research and analysis activities.

Other CRS products -- Guide to CRS Products, Update, and CRS Weekly Update -- present listings of available CRS products and seminars and workshops and are sent to all Members and committees on a regular basis (respectively, quarterly, monthly, and weekly).

## 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 background information and analysis composed of CRS Reports and Issue Briefs, selected articles and bibliographies, assembled into "Info Packs" (IPs) that become resources for congressional staff for answering constituent requests or providing general background on an issue. Twenty-nine new IPs were developed in FY92, and 146 IPs were available at some time during the fiscal year.

In January 1992, CRS sponsored its fourteenth annual Public Policy Issues Institute (PPI). With a corps of presenters consisting of 117 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 1992 had 914 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 April and September 1992.

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 FY92, CRS held 234 seminars and workshops on public policy issues, 14 institutes on congressional processes, and 7 events exclusively for Members of Congress. Member and staff attendance at these events was a record 11,843.

An 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; on 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 alternatives for responding to an issue. CRS goals in this facet of its operation are 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 selected 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, provided 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.). After FY92 production of the MLC will be suspended because CRS managers concluded the resources used to provide the MLC could be redeployed to serve the Congress better.

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 available daily through SCORPIO terminals, on House Information Systems (HIS), and through Senate Legis. The Bill Digest is currently in the process of converting its annual publication of each session's information to a CD-ROM product for continued distribution to all congressional offices and depository libraries.

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. Seven research divisions, two reference divisions, and the Office of Senior Specialists form the foundation of the Service.

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"), reports on the work of the Supreme Court, and prepares twice yearly the Federal Law Update series of presentations on current legal issues of interest to Members and staff.

#### 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.

## **Office of Senior Specialists**

The staff of the Office of Senior Specialists provides senior-level research and analysis to Members and committees of the Congress on the broad range of public policy issues of concern to the Congress. The mission of senior specialists, as originally specified in the Legislative Reorganization Act of 1946, is to ensure that the Congress has direct access to the highest level of expertise available to help it meet its legislative responsibilities. The Office of Senior Specialists is supervised by the Director of CRS. Senior specialists work independently in their areas of specialization but in close coordination with CRS subject divisions.

## **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 and other materials borrowed from the Library's collections, copies of specific items (journal and newspaper articles, scientific and technical reports, legal and government documents), and bibliographic services, including searches for 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, computerize 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 alerting service for public policy literature (the SDI service), 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 management.

## **OTHER OFFICES**

### **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; overseeing consistency and adequacy of coverage, from division to division, of CRS support to all congressional committees; and overseeing coordination with the other three congressional support agencies (Congressional Budget Office, General Accounting Office, and Office of Technology Assessment).

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, are available online and can be retrieved or viewed in congressional offices through SCORPIO (the Library of Congress online data base).

### **Office of the Associate Director for Special Programs**

The Office of Special Programs plans and coordinates numerous events and oversees a number of supportive services for the Congress. 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. The Seminars and Briefings Section presents two or three such events on average each week that the Congress is in session.

The Inquiry Section receives, formulates, records, and assigns congressional inquiries when Members or staff call upon CRS for analysis, information, and research.

The Audiovisual Services staff works on a broad range of projects in support of the Congress -- preparation of audio and visual materials as well as duplication and loan of existing tapes from its collection of video programs.

The Language Services staff provides language support to the Congress through translations of technical documents, newsletters, speeches, and other materials. In-house staff has language capabilities in French, German, Italian, Latin, Polish, Portuguese, Rumanian, Russian, and Spanish. For languages not covered in-house, special arrangements can be made for translations. Staff also assist with protocol in foreign languages, overseas telephone calls, research, and other linguistic services.



The CRS products distributed by the Office of Special Programs include Digest of Public General Bills and Resolutions, Guide to CRS Products, Update, and Weekly 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. In addition, the office is responsible for ensuring that the provisions of the Federal Service Labor-Management Relations Statute are adhered to within CRS.

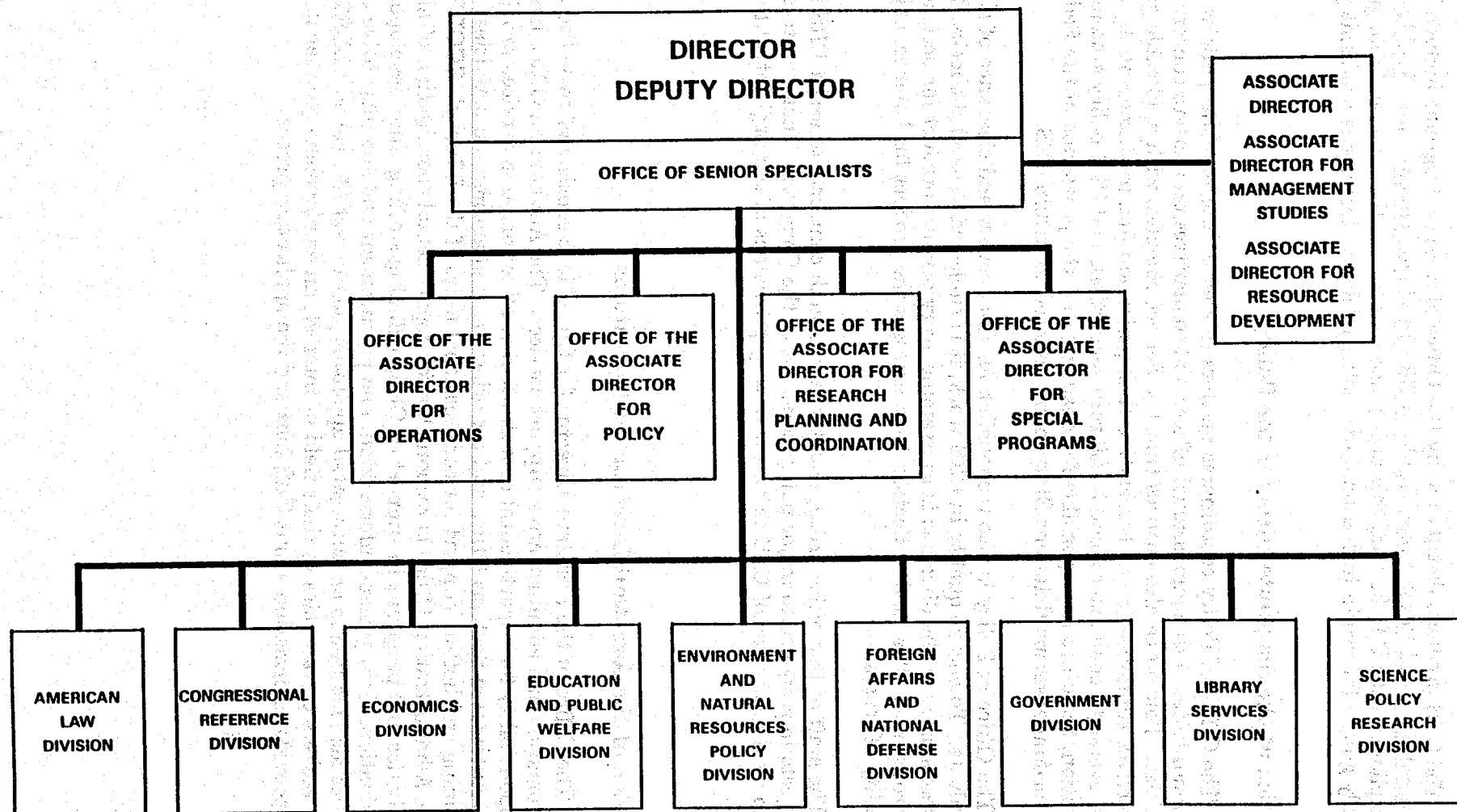
The Office of Policy is also responsible for final review and clearance of all CRS authored products. To ensure quality in CRS work, it is subjected to several checks. The primary responsibility of the divisions is to examine every original product for accuracy and thoroughness. The Review Section then assesses the product for balance, objectivity, and quality of response.

The staff of this office arranges external research contracts to assist CRS in carrying out projects in response to major policy concerns of the Congress. These contracts are entered into by the Director of CRS as authorized by provisions of the Legislative Reorganization Act.

### **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.

# 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 92**

<u>As of October 1, 1991</u>			<u>As of September 30, 1992</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Joseph E. Ross	Same	Same	Same
Deputy Director and Senior Specialist in Public Policy	SL <sup>1</sup>	William H. Robinson	Same	Same	Same
Associate Director for Management Studies and Senior Specialist in American National Government	SL	Thomas W. Novotny	Same	Same	Same
Associate Director for Research Coordination and Senior Specialist in Soviet Economics	SL	John P. Hardt	Associate Director and Senior Specialist in Soviet Economics <sup>2</sup>	Same	Same
Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	SL	P. Royal Shipp	Associate Director for Research Planning and Coordination and Senior Specialist in Social Legislation <sup>2</sup>	Same	Same

<sup>1</sup>Senior Level position. Bands were originally shown for purposes of conversion but no longer exist.

<sup>2</sup>Reassignment effective 10/01/91.

<b>As of October 1, 1991</b>			<b>As of September 30, 1992</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>
Assistant Director for Policy and Senior Specialist in Social and Information Sciences	SL	Hugh L. Elsbree, Jr.	Associate Director for Policy and Senior Specialist in Social and Information Sciences <sup>1</sup>	Same	Same
Assistant Director for Resource Development and Senior Specialist in Arts and Humanities	SL	Ruth Ann Stewart	Associate Director for Resource Development and Senior Specialist in Arts and Humanities <sup>1</sup>	Same	Same
Assistant Director for Operations and Senior Specialist in Social and Information Sciences	SL	Susan C. Finsen	Associate Director for Operations and Senior Specialist in Social and Information Sciences <sup>1</sup>	Same	Same
Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences	SL	Nancy A. Davenport	Associate Director for Special Programs and Senior Specialist in Social and Information Sciences <sup>1</sup>	Same	Same
Chief, American Law Division and Senior Specialist in American Public Law	SL	Richard C. Ehlke	Same	Same	Same
Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences	SL	Catherine Ann Jones	Same	Same	Same

<sup>1</sup>Title change effective 10/01/91.

<u>Position</u>	<u>As of October 1, 1991</u>		<u>Position</u>	<u>As of September 30, 1992</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Chief, Economics Division and Senior Specialist in Transportation	SL	Leon M. Cole	Same	Same	Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Welfare	SL	Earl Canfield	Same	Same	Same
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same	Same
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Affairs	SL	Robert G. Sutter <sup>1</sup>	Same	Same	Vacant
Chief, Government Division and Senior Specialist in American National Government	SL	Daniel P. Mulhollan <sup>2</sup>	Same	Same	Same
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	SL	Vacant	Same	Same	Same

<sup>1</sup>Reassigned to Senior Specialist in International Relations on 12/29/91.

<sup>2</sup>Detailed to the Office of the Deputy Librarian 05/12/92 to 10/09/92.

<b><u>As of October 1, 1991</u></b>			<b><u>As of September 30, 1992</u></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>
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Richard E. Rowberg	Same	Same	Same
Senior Specialist in Taxation and Fiscal Policy	SL	Harry G. Gourevitch	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Stanley Ira Bach	Same	Same	Same
Senior Specialist in International Security Policy	SL	Stanley R. Sloan	Same	Same	Same
Senior Specialist in Conservation and Energy	SL	Warren H. Donnelly	Same	Same	Same
Senior Specialist in Housing	SL	Morton J. Schussheim	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Louis Fisher	Senior Specialist in American National Government - Separation of Powers <sup>1</sup>	Same	Same
Senior Specialist in Economic Policy	SL	Donald W. Kiefer	Same	Same	Same
Senior Specialist in Economic Policy	SL	William A. Cox	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same

<sup>1</sup>Title change effective 10/20/91.

<u>As of October 1, 1991</u>			<u>As of September 30, 1992</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in American Public Law	SL	Raymond J. Celada	Same	Same	Same
Senior Specialist in Environmental Policy	SL	David E. Gushee	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Walter J. Oleszek	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	William W. Ellis <sup>1</sup>	Same	Same	Same
Senior Specialist in US Foreign Policy	SL	Mark M. Lowenthal	Same	Same	Same
Senior Specialist in International Affairs (National Defense)	SL	John M. Collins	Same	Same	Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan, Jr	Same	Same	Same
Senior Specialist in American Public Law	SL	Johnny H. Killian	Same	Same	Same
Senior Specialist in American National Government	SL	Frederick H. Pauls	Same	Same	Same
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same	Same

<sup>1</sup>Reassigned to Associate Librarian for Science and Technology Information on 09/08/91 nte 11/03/92.

<b>As of October 1, 1991</b>			<b>As of September 30, 1992</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 American Public Law	SL	Vacant	Senior Specialist in International Relations	Same	Robert G. Sutter <sup>1</sup>
Coordinator for Technology Planning and Specialist in Social and Information Sciences	SL	James R. Price	Same	Same	Same
Coordinator of Review and Specialist in Social and Information Sciences	SL	James W. Robinson	Same	Same	Same
Coordinator for Policy Implementation and Specialist in American Public Law	SL	Douglas A. Warshof	Same	Same	Same
Coordinator of Multidisciplinary Programs and Specialist in Public Policy	SL	Paul S. Wallace	Same	Same	Same
Assistant Chief, American Law Division and Specialist in American Public Law	SL	Kent M. Ronhovde	Same	Same	Same
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	SL	Margaret E. Whitlock <sup>2</sup>	Same	Same	Vacant

<sup>1</sup>Reassigned to this position on 12/29/91. Detailed to Chief, Government Division 01/12/92 nte 01/07/93.

<sup>2</sup>Detailed to the Law Library 11/04/91 to 07/11/92. Transferred to the Law Library on 07/12/92.



As of <u>October 1, 1991</u>			As of <u>September 30, 1992</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Economics Division and Specialist in Economics	SL	Roger S. White	Same	Same	Same
Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy	SL	John E. Blodgett	Same	Same	Same
Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy	SL	Charlotte P. Preece <sup>1</sup>	Same	Same	Same
Assistant Chief, Government Division and Specialist in American National Government	SL	Vacant	Same	Same	Same
Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	SL	William R. Gigax <sup>2</sup>	Same	Same	Same
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	SL	Jane Bortnick	Same	Same	Jane Bortnick Griffith <sup>3</sup>

<sup>1</sup>Reassigned to Acting Chief, Foreign Affairs and National Defense Division 12/29/91 to 06/28/92. Detailed to Acting Chief on 06/29/92 nte 11/04/92.

<sup>2</sup>Reassigned to Acting Chief, Library Services Division from 02/09/92 to 06/08/92.

<sup>3</sup>Name change effective 02/23/92.

<b>As of October 1, 1991</b>			<b>As of September 30, 1992</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 National Government	SL	Robert A. Keith	Same	Same	Same
Specialist in American Public Law	SL	Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	SL	Daniel H. Zafren	Same	Same	Same
Specialist in American Public Law	SL	Vacant	Same	Same	Same
Specialist in American Public Law	SL	Robert D. Poling	Same	Same	Same
Specialist in Business and Labor	SL	Charles V. Ciccone	Same	Same	Same
Specialist in Economic Policy	SL	Kevin F. Winch	Same	Same	Same
Specialist in Economic Policy	SL	F. Jean Wells	Same	Same	Same
Specialist in Economic Policy	SL	Gail E. Makinen	Same	Same	Same
Specialist in Economic Policy	SL	Walter Eubanks	Coordinator of Division Research and Specialist in Economic Policy <sup>1</sup>	Same	Same
Specialist in Industry and Trade	SL	Dick K. Nanto	Same	Same	Same
Specialist in Social Legislation	SL	Kenneth R. Cahill	Same	Same	Same

<sup>1</sup>Reassigned to this position on 01/26/92.

<b>As of October 1, 1991</b>			<b>As of September 30, 1992</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>
Coordinator of Division Research and Specialist in Social Legislation	SL	Sharon L. House	Same	Same	Same
Specialist in Health Policy	SL	Janet C. Kline	Same	Same	Same
Specialist in Social Legislation	SL	Vacant	Same	Same	Karen Spar <sup>1</sup>
Specialist in Income Maintenance	SL	Dennis William Snook	Same	Same	Same
Specialist in Education Finance	SL	Angela Maria G. Evans	Same	Same	Same
Specialist in Immigration Policy	SL	Joyce C. Violet	Same	Same	Same
Specialist in Education Finance	SL	Wayne C. Riddle	Same	Same	Same
Specialist in Social Legislation	SL	David S. Koitz	Same	Same	Same
Specialist in Income Maintenance	SL	Velma W. Burke	Same	Same	Same
Specialist in Environmental Policy	SL	Vacant	Same	Same	Same

<sup>1</sup>Promoted to this position on 12/01/91.

<u>Position</u>	<u>As of October 1, 1991</u>		<u>Position</u>	<u>As of September 30, 1992</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Specialist in Natural Resources Management	SL	Vacant	Specialist in Resources and Environmental Policy	Same	Claudia Copeland <sup>1</sup>
Specialist in Science and Technology	SL	Marcia S. Smith	Specialist in Science and Technology Policy <sup>2</sup>	Same	Same
Specialist in Environmental Policy	SL	James E. McCarthy	Same	Same	Same
Specialist in US Foreign Policy	SL	Ellen C. Collier	Same	Same	Same
Specialist in Foreign Affairs and National Defense	SL	Richard P. Cronin	Same	Same	Same
Specialist in National Defense	SL	James P. Wooten	Same	Same	Same
Coordinator of Division Research and Specialist in National Security	SL	Leneice N. Wu <sup>3</sup>	Same	Same	Same
Specialist in American National Government and Public Administration	SL	Ronald C. Moe	Same	Same	Same
Specialist in American National Government	SL	Judith Schneider	Same	Same	Same

<sup>1</sup>Promoted to this position on 05/17/92.

<sup>2</sup>Title change 12/15/91.

<sup>3</sup>Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division from 07/12/92 to 09/05/92.

<u>Position</u>	<u>As of October 1, 1991</u>		<u>Position</u>	<u>As of September 30, 1992</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Coordinator of Division Research and Specialist in American National Government	SL	Clay H. Wellborn <sup>1</sup>	Same	Same	Same
Specialist in Science and Technology Policy	SL	Genevieve J. Knezo	Same	Same	Same
Specialist in Life Sciences	SL	Vacant	Same	Same	Same
Specialist in Earth Sciences	SL	Joseph P. Riva, Jr.	Same	Same	Same

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

**F. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST  
PERSONNEL ACTIONS IN FY 92\***

**Claudia Copeland** was promoted to Specialist in Resources and Environmental Policy on 05/17/92.

**Nancy A. Davenport's** title changed to Associate Director for Special Programs and Senior Specialist in Social and Information Sciences effective 10/01/91.

**William W. Ellis** was reassigned to Associate Librarian for Science and Technology Information on 09/08/91 nte 11/03/92.

**Hugh L. Elsbree, Jr.'s** title changed to Associate Director for Policy and Senior Specialist in Social and Information Sciences effective 10/01/91.

**Walter Eubanks** was reassigned to Coordinator of Division Research and Specialist in Economic Policy on 01/26/92.

**Susan C. Finsen's** title changed to Associate Director for Operations and Senior Specialist in Social and Information Sciences effective 10/01/91.

**Louis Fisher's** title changed to Senior Specialist in American National Government-Separation of Powers effective 10/20/91.

**William R. Gigax** was reassigned to Acting Chief, Library Services Division from 02/09/92 to 06/08/92.

**Jane Bortnick Griffith's** name changed from Jane Bortnick effective 02/23/92.

**John P. Hardt** was reassigned to Associate Director and Senior Specialist in Soviet Economics effective 10/01/91.

**Daniel P. Mulhollan** was detailed to the Office of the Deputy Librarian from 05/12/92 nte 10/09/92.

**Charlotte P. Preece** was reassigned to Acting Chief, Foreign Affairs and National Defense Division from 12/29/91 to 06/28/92. She was then detailed to Acting Chief on 06/29/92 nte 11/04/92.

**P. Royal Shipp** was reassigned to Associate Director for Research Planning and Coordination and Senior Specialist in Social Legislation on 10/01/91.

**Marcia S. Smith's** title changed to Specialist in Science and Technology Policy on 12/15/92.

**Karen Spar** was promoted to Specialist in Social Legislation on 12/01/91.

**Ruth Ann Stewart's** title changed to Associate Director for Resource Development and Senior Specialist in Arts and Humanities effective 10/01/91.

**Robert G. Sutter** was reassigned to Senior Specialist in International Relations on 12/29/91. He was then detailed to Chief, Government Division on 01/12/92 nte 01/07/93.

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\*Due to the reorganization of the Office of the Associate Director for Research Coordination effective 10/01/91, all Senior Specialists, with the exception of Chiefs and Associate Directors of offices, were transferred to the Office of Senior Specialists in the Office of the Director.

**Margaret E. Whitlock** was detailed to the Law Library from 11/04/91 to 07/11/92. She was transferred to the Law Library on 07/12/92.

**Leneice N. Wu** was detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division from 07/12/92 to 09/05/92.

# **G. LISTING OF ALL SUPERGRADE POSITION CHANGES IN FY 92**

<b><u>As of October 1, 1991</u></b>	<b><u>Grade</u></b>	<b><u>As of September 30, 1992</u></b>	<b><u>Grade</u></b>
Associate Director for Research Coordination and Senior Specialist in Soviet Economics	SL	Associate Director and Senior Specialist in Soviet Economics	SL
Deputy Associate Director for Research Coordination and Senior Specialist in Social Legislation	SL	Associate Director for Research Planning and Coordination and Senior Specialist in Social Legislation	SL
Assistant Director for Policy and Senior Specialist in Social and Information Sciences	SL	Associate Director for Policy and Senior Specialist in Social and Information Sciences	SL
Assistant Director for Resource Development and Senior Specialist in Arts and Humanities	SL	Associate Director for Resource Development and Senior Specialist in Arts and Humanities	SL
Assistant Director for Operations and Senior Specialist in Social and Information Sciences	SL	Associate Director for Operations and Senior Specialist in Social and Information Sciences	SL
Assistant Director for Special Programs and Senior Specialist in Social and Information Sciences	SL	Associate Director for Special Programs and Senior Specialist in Social and Information Sciences	SL
Senior Specialist in American National Government and Public Administration	SL	Senior Specialist in American National Government - Separation of Powers	SL
Specialist in American Public Law	SL	Senior Specialist in International Relations	SL
Specialist in Economic Policy	SL	Coordinator of Division Research and Specialist in Economic Policy	SL
Specialist in Natural Resources Management	SL	Specialist in Resources and Environmental Policy	SL
Specialist in Science and Technology	SL	Specialist in Science and Technology Policy	SL



## APPENDIX H

## H. CRS PRODUCTS PREPARED IN FY92

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, Audio Briefs and video programs prepared or updated during FY92. 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 CRS Products File in the SCORPIO system 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., 92-200 ENR, IB92001, LTR92-849, or IP314D). 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 permissions of the requesting office.

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## AGRICULTURE AND FOOD

Acreage Reduction Programs: When Zero Is Greater Than Nothing, by Carl Ek. May 28, 1992. 6 p.

92-467 ENR

Agricultural Biotechnology: Selected References, 1981-1992, by B. F. Mangan. July 1992. 9 p.

92-579 L

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

IB90064

Agricultural GATT Triggers, by Susan B. Epstein and Carl Ek. Apr. 7, 1992. 6 p.

92-343 ENR

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

IB91085

Agricultural Issues: Info Pack. Updated as needed.

IP295A

Agriculture and the Budget: Archived Issue Brief, by Carl Ek.

IB91124

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

IB89027

Agriculture in the North American Free Trade Agreement: A Preliminary Assessment, by Charles E. Hanrahan. Sept. 21, 1992. 6 p.

92-716 S

Agriculture: The 1990 Farm Bill; Selected References, 1989-1991, by Lisa B. Dove. Oct. 2, 1991. 6 p.

91-712 L

Beginning Farmers: Current Legislative Issues, by Ralph M. Chite. June 17, 1992. 6 p.

92-505 ENR

Cargo Preference and Agriculture, by Carl Ek. Revised Jan. 10, 1992. 19 p.

92-64 ENR

China's Most-Favored-Nation Status: U.S. Wheat Exports, by Susan B. Epstein. Revised July 17, 1992. 5 p.

92-576 ENR

Commodity Credit Corporation Surpluses: Food for the Hungry?, by Geoffrey S. Becker. Revised Jan. 23, 1992. 12 p.

92-104 ENR

Dairy Cooperative Initiatives to Improve Farm Milk Prices, by Ralph M. Chite. Feb. 21, 1992. 12 p.

92-221 ENR

Dairy Policy Issues in the 102d Congress: Issue Brief, by Ralph Chite. Updated regularly.

IB92073

Dietary Supplements: Current and Future Regulatory Schemes Proceedings of a Seminar April 27, 1992, by Donna V. Porter. Aug. 19, 1992. 32 p.

92-664 SPR

Dietary Supplements: Current and Proposed Regulatory Schemes, by Donna V. Porter. June 17, 1992. 24 p.

92-517 SPR

The Economics of Agricultural Policy, by A. Barry Carr. Feb. 20, 1992. 6 p.

92-198 ENR

Export Enhancement Program: The President's September Announcement, by Susan B. Epstein. Sept. 17, 1992. 6 p.

92-712 ENR

The Farmer-Owned Reserve: Revised and Extended., by Carl W. Ek. Jan. 7, 1992. 6 p.

92-41 ENR

FDA Enforcement: A Summary of H.R. 3842 and S. 2135, by Donna U. Vogt. Jan. 24, 1992. 7 p.

92-102 SPR

Federal Crop Insurance: Current Issues and Options for Reform, by Ralph M. Chite. Revised Mar. 26, 1992. 18 p.

92-318 ENR

Federal Marketing Orders for Horticultural Crops, by Geoffrey S. Becker. Aug. 12, 1992. 2 p.

92-636 ENR

Food Labeling Reform: Current Status, by Donna V. Porter. Apr. 21, 1992. 29 p.

92-382 SPR

Food Labeling: Selected References, by Karen L. Alderson. Dec. 1991. 7 p.

92-16 L

Food Marketing in the Inner City: Trends and Options, by Geoffrey S. Becker. Sept. 24, 1992. 6 p.

92-731 ENR

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

IB90096

Foods and Biotechnology: FDA Policy on Foods Derived from New Plant Varieties, by Science Policy Research Division. Biomedical Policy Section. July 9, 1992. 6 p.

92-553 SPR

Growing Marihuana (Hemp) for Fiber: Pros and Cons, by Jean M. Rawson. June 17, 1992. 5 p.

92-510 ENR

HACCP (Hazard Analysis and Critical Control Point) in Meat, Poultry, and Seafood Inspection, by Geoffrey S. Becker. Oct. 22, 1991. 13 p.

91-832 ENR

Humane Treatment of Farm Animals: Overview and Selected Issues, by Geoffrey S. Becker. May 1, 1992. 43 p.

92-412 ENR

Hurricane Andrew: Agricultural Losses and Available Federal Assistance, by Ralph M. Chite. Sept. 10, 1992. 6 p. 92-701 ENR

If the Export Enhancement Program Were Eliminated., by Susan B. Epstein and A. Barry Carr. Dec. 9, 1991. 12 p. 91-861 ENR

Local Regulation of Pesticide Use: The Federal-State Preemption Debate, by Jasper Womach. Jan. 16, 1992. 4 p. 92-75 ENR

Market Promotion Program Issues, by Susan B. Epstein. Mar. 23, 1992. 7 p. 92-300 ENR

The Minnesota-Wisconsin (M-W) Milk Price Series: Basic Issues and Proposals for Change, by Ralph M. Chite. Aug. 13, 1992. 6 p. 92-641 ENR

A National Nutrition Monitoring System: Background and Legislative Mandate, by Donna V. Porter. Revised Oct. 29, 1991. 52 p. 91-785 SPR

Nonfat Solids Standards for Milk: Proposed Legislative Changes, by Ralph M. Chite. Oct. 28, 1991. 6 p. 91-772 ENR

Pesticide Policy Issues: Debating FIFRA in the 102d Congress; Archived Issue Brief, by Jasper Womach. Dec. 14, 1992. IB91055

Pesticide Residues in Food: Selected References, by Karen L. Alderson. Dec. 1991. 12 p. 92-22 L

Pesticides in Food: A Checklist of CRS Products, by Karen L. Alderson. Dec. 30, 1991. 3 p. 91-918 L

Proposed Changes to Policies Governing Pesticide Residues in Foods, by Donna U. Vogt. Feb. 14, 1992. 30 p. 92-179 SPR

The Role of Nongovernmental Organizations in the International Conference on Nutrition, by Charles E. Hanrahan. June 18, 1992. 80 p. 92-582 S

Sanitary and Phytosanitary Measures Pertaining to Food in International Trade Negotiations, by Donna U. Vogt. Sept. 11, 1992. 43 p. 92-700 SPR

Selected Reports Available on Food and Agricultural Topics, by Environment and Natural Resources Policy Division. Food and Agriculture Section. Revised June 1, 1992. 14 p. 92-474 ENR

Soil and Water Conservation Issues in the 102d Congress: Issue Brief, by Jeffrey A. Zinn. Updated regularly. IB91031

Soviet Agricultural/Food Outlook: 1991/92, by Remy Jurenas. Oct. 1, 1991. 6 p. 91-708 ENR

Sugar Policy Issues: Archived Issue Brief, by Remy Jurenas. May 27, 1992. 15 p. IB90036

Superbug: Agriculture's Whitefly Problem, by Geoffrey S. Becker. Nov. 25, 1991. 5 p. 91-828 ENR

Tobacco Programs of the U.S. Dept. of Agriculture: Their Operation and Cost, by Jasper Womach. Revised June 8, 1992. 29 p. 92-480 ENR

U.S. Agricultural Import Protection and GATT Negotiations: Issue Brief, by Remy Jurenas. Updated regularly. IB92029

U.S. Wheat Situation: Implications for Domestic Food Programs and Consumers, by Geoffrey S. Becker and Jean Yavis Jones. Apr. 27, 1992. 4 p. 92-383 ENR

USDA: Background on the Department and Reorganization Issues, by Geoffrey S. Becker. Aug. 5, 1992. 20 p. 92-613 ENR

USDA Reorganization Issues, by Geoffrey S. Becker. Revised Aug. 5, 1992. 6 p. 92-595 ENR

## BUDGET AND GOVERNMENT SPENDING

The Administration's Budget Proposal for FY 1993: Data in Brief, by J. Michael Anderson. Feb. 3, 1992. 41 p. 92-145 C

Annual Appropriations Acts Presented to the President: Summary Data for Calendar Years 1974-1991, by Edward Davis. Feb. 26, 1992. 6 p. 92-225 GOV

Annual Appropriations Measures Considered in 1992: Issue Brief, by Edward Davis and Robert Keith. Updated regularly. IB92105

Appropriations Acts for Fiscal Year 1992, by J. Michael Anderson. Revised Aug. 27, 1992. 1 p. 92-34 C

Balanced Budget Constitutional Amendment: Bibliography-in-Brief, by Robert S. Kirk. June 12, 1992. 6 p. 92-496 L

A Balanced Budget Constitutional Amendment: Economic Issues, by Donald W. Kiefer, William A. Cox and Dennis Zimmerman. May 26, 1992. 26 p. 92-458 S

Balanced Budget Issues: Info Pack, by Congressional Reference Division. Updated as needed. IP463B

A Balanced Federal Budget: Major Statutory Provisions, by Robert Keith and Edward Davis. Apr. 30, 1992. 9 p. 92-396 GOV

Budget Enforcement in 1991: A Checklist of CRS Products and Public Policy Literature, by Robert S. Kirk. Revised Nov. 15, 1991. 6 p. 91-338 L

Budget Enforcement in 1991: Issue Brief, by Robert Keith. Updated regularly. IB91013

Budget Enforcement in 1992: A Checklist of CRS Products, by Robert S. Kirk. Revised Aug. 6, 1992. 6 p. 92-213 L

Budget Enforcement in 1992: Issue Brief, by Robert Keith. Updated regularly. IB92009

The Budget for Fiscal Year 1991: Archived Issue Brief, by Phillip Winters. Jan. 24, 1992. 15 p. IB90067

The Budget for Fiscal Year 1992: Issue Brief, by Philip D. Winters. Updated regularly. IB91046

Budget for Fiscal Year 1993: Info Pack. Updated as needed. IP458B

- The Budget for Fiscal Year 1993: Issue Brief, by Philip D. Winters. Updated regularly. IB92045
- Budget Process: Info Pack. Updated as needed. IP012B
- Budget Process Reform Measures Introduced in the 102d Congress, 1st Session, by James V. Saturno. Revised Jan. 10, 1992. 18 p. 92-61 GOV
- Continuing Appropriations Acts: Summary Data for Fiscal Years 1977-1992, by Kathy Dolan. Mar. 31, 1992. 3 p. 92-323 GOV
- "Emergency" Legislation for FY 1991-1992 under the Gramm-Rudman-Hollings Act, by Robert Keith. Revised July 28, 1992. 13 p. 92-442 GOV
- Federal Budget Issues: A Checklist of CRS Products, by Robert S. Kirk. Revised Aug. 5, 1992. 10 p. 92-466 L
- Federal Budget Issues: Summaries of Selected CRS Products, 1990-1991, by Robert S. Kirk. Oct. 1991. 70 p. 91-766 L
- The Federal Debt: Who Bears Its Burden? Issue Brief, by William A. Cox. Updated regularly. IB92049
- The Federal Money Trail: Data Sources on Federal Aid, Grants, Loans, and Procurement in States and Local Areas, by James R. Riehl. Revised July 27, 1992. 6 p. 92-590 C
- Federal Spending for Social Welfare Programs in Fiscal Year 1991, by Gene Falk and Bo Martin. Dec. 20, 1991. 6 p. 91-894 EPW
- Fiscal Year 1990 and 1991 Outlays by Department and Agency and by Function, by Philip Winters. May 6, 1992. 6 p. 92-410 E
- Five Reforms in Search of Budget Control: Congress Versus the Federal Budget, by Allen Schick. Jan. 1992. 26 p. 92-443 E
- Government Sponsored Enterprises: What They Are, Why We Have Them, by Barbara L. Miles. Jan. 27, 1992. 6 p. 92-93 E
- The Large Federal Debt: A Threat to Economic Stability?, by Brian W. Cashell. Sept. 17, 1992. 9 p. 92-723 E
- Manual on the Federal Budget Process, by Allen Schick, Robert Keith and Edward Davis. Revised Dec. 24, 1991. 218 p. 91-902 GOV
- "Pay-as-You-Go" Budget Enforcement Procedures in 1991: Archived Issue Brief, by Edward Davis. May 29, 1992. 15 p. IB91127
- "Pay-as-You-Go" Budget Enforcement Procedures in 1992: Issue Brief, by Edward Davis. Updated regularly. IB92055
- The President and the Budget Process: Expanded Impoundment and Item Veto Proposals; Issue Brief, by Virginia A. McMurtry. Updated regularly. IB89148
- Proposed and Actual Budget Totals for the Fiscal Years 1980 Through 1991, by Philip D. Winters. Mar. 4, 1992. 6 p. 92-252 E
- Public Debt Reduction Fund, by Louis Alan Talley. Revised Feb. 13, 1992. 4 p. 92-171 E
- Should Treasury Securities Be Auctioned by the Uniform Price Method?, by James M. Bickley. Jan. 22, 1992. 14 p. 92-184 E
- Spending on Human Resources, by Jane G. Gravelle. Mar. 19, 1992. 21 p. 92-291 S
- 1993 Budget Perspectives: Federal Spending for the Social Welfare Programs, by Gene Falk and Bo Martin. Feb. 28, 1992. 148 p. 92-244 EPW
- 1993 Budget Perspectives: Overview of Federal Spending Trends, by Gene Falk. Revised Feb. 21, 1992. 25 p. 92-155 EPW
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